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HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

# Local Policing+ Inspection Programme Inspection of Ayrshire Division

February 2015

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Improving Policing Across Scotland

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## HM Inspectorate of Constabulary in Scotland

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HM Inspectorate of Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012 (the Act) and has wide-ranging powers to look into the ‘*state, effectiveness and efficiency*’ of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (SPA).<sup>1</sup>

We have a statutory duty to ensure that the Chief Constable and the SPA meet their obligations in terms of best value and continuous improvement. If necessary, we can be directed by Scottish Ministers to look into anything relating to the SPA or Police Scotland as they consider appropriate. We also have an established role in providing professional advice and guidance on policing in Scotland.

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions.
- The SPA and the Chief Constable must provide us with such assistance and co-operation as we may require to carry out our functions.
- When we publish a report, the SPA and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit.
- Where we make recommendations, we will follow them up and report publicly on progress.
- We will identify good practice that can be applied across Scotland.
- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication.
- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

Our approach is to support Police Scotland and the SPA to deliver services that are high quality, continually improving, effective and responsive to local needs.<sup>2</sup>

**This thematic inspection was undertaken by HMICS in terms of Section 74(2)(a) of the Police and Fire Reform (Scotland) Act 2012 and laid before the Scottish Parliament in terms of Section 79(3) of the Act.**

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<sup>1</sup> Chapter 11, Police and Fire Reform (Scotland) Act 2012.

<sup>2</sup> HMICS, *Corporate Strategy 2014-17* (2014).

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## Our inspection

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This inspection, which forms part of our published scrutiny programme<sup>3</sup>, is the first in our Local Policing+ inspection programme and follows on from our pilot inspection of Fife Division. The learning from the pilot has been carried forward to ensure a robust evidence-led inspection that aims to **assess the state, effectiveness and efficiency of Local Policing**.

Effective local policing is fundamental to the success of Scottish policing. It is the part of policing that interacts with the public on a daily basis and is essential in building good relations with persons, localities and communities in Scotland<sup>4</sup>. Strong local relationships strengthen the legitimacy of Police Scotland to carry out its function and support communities to improve their safety and well-being. Effective local scrutiny and engagement are also essential to the success of policing, through the identification and agreement of local priorities and holding the local commander to account for their delivery.

Localism has been reflected within the three benefits identified from Police Reform, namely (i) *to protect and improve local services*, (ii) *to create more equal access to specialist support and national capacity* and (iii) *to strengthen the connection between police services and communities*<sup>5</sup>. We have therefore taken the opportunity during this inspection to comment on the extent to which these reform objectives are being achieved.

Inspections of police divisions are based on our framework which ensures a consistent and objective approach to our work. This framework considers six overarching themes, namely:

- Outcomes
- Leadership and Governance
- Planning and Processes
- People
- Resources
- Partnerships



More detailed information on our inspection methodology is provided in Appendix 1 – Inspection Methodology.

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<sup>3</sup> HMICS (May 2014), Scrutiny Plan 2014-2015 <http://www.hmics.org/publications/hmics-scrutiny-plan-2014-2015>

<sup>4</sup> Scottish Government: Policing Principles, Section 32 (a) Police and Fire Reform (Scotland) Act 2012

<sup>5</sup> Scottish Government: 2012, cited in Audit Scotland Police Reform update report, November 2013



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The framework is supplemented by our on-going scrutiny risk assessment to identify issues relevant to the local division or which are of particular national importance. This allows each inspection to focus on specific issues that are topical at that point in time or are particularly relevant to the local area.

Supplementing this approach is the + element of our programme. This gives us the opportunity to conduct an in depth examination of specific themes or subjects through the lens of local policing and comment specifically on their state, efficiency and effectiveness, both locally and nationally.

On this occasion we examined Police Scotland's approach to **intelligence-led policing**. This was informed by national review of intelligence functions and resources conducted by Police Scotland and the introduction of new ways of working. This has provided a timely opportunity for HMICS to assess the impact of these changes both locally and nationally in this critical area of policing. Our findings on intelligence led policing are published in a separate report.

As a consequence of our inspection, Police Scotland will be asked to create an improvement plan, so that our recommendations are taken forward and that relevant good practice is disseminated across Scotland to promote continuous improvement. We will monitor progress against this plan and publish our findings as part of our annual reporting process.

HMICS wishes to thank Divisional Commander Chief Superintendent Gillian MacDonald, the officers and staff of Ayrshire Division, Council Members and Officers and the people of North, South and East Ayrshire for their support and co-operation during our inspection.

Our Inspection team was led by Frank Gallop, supported by Stephen Whitelock, Brian Plastow, Christina Yule and Justine Menzies. Executive lead was provided by the Assistant Inspector of Constabulary, Andy Cowie.

**Derek Penman QPM**

HM Inspector of Constabulary in Scotland

February 2015



## Summary

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### CONTEXT

#### Police Scotland

1. Police Scotland was formally established on 1 April 2013 and is responsible for policing across Scotland.
2. Police Scotland is led by Chief Constable Sir Stephen House and at the time of our inspection comprised 17,267 full-time equivalent police officers<sup>6</sup>, 5,735 police staff<sup>7</sup> and 1,293<sup>8</sup> special constables. The Chief Constable is supported by a command team of four Deputy Chief Constables, six Assistant Chief Constables and five Directors of Services.
3. The Chief Constable is responsible, and must account to the Scottish Police Authority for the policing of Scotland.<sup>9</sup>
4. Police Scotland's statutory purpose is to improve the safety and well-being of persons, localities and communities in Scotland<sup>10</sup> and is summarised through the strategic focus on Keeping People Safe.
5. Police Scotland's priorities are outlined in its Annual Police Plan<sup>11</sup>. These are aligned to the strategic police priorities set by the Scottish Government and the strategic objectives outlined by the SPA in its three year plan<sup>12</sup>.
6. Local policing is led by a Deputy Chief Constable (DCC) and three Assistant Chief Constables (ACC) who are responsible for the local policing divisions within the North, East and West regions of Scotland. A fourth ACC is temporarily responsible for the national functions of Custody<sup>13</sup>, Criminal Justice and Call Handling, which all support local policing.

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6 Police Officer Quarterly Strength Statistics Scotland, 30 September 2014 – <http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice/PublicationPoliceStrength/POQS2014Q3>

7 Police Scotland – Human Resources Performance Report, October 2014 – <http://www.spa.police.uk/assets/pdf/126884/252938/item-15>

8 Source Police Scotland – Special Constable establishment at 3 September 2014

9 Police and Fire Reform (Scotland) Act 2012, Section 17(1)

10 Police and Fire Reform (Scotland) Act 2012, Section 32 (a)

11 Police Scotland: Annual Police Plan 2014-15 – <http://www.scotland.police.uk/assets/pdf/138327/150739/policescotlandannualpoliceplan2014-15?view=Standard>

12 Police Scotland: Annual Police Plan 2014-15 – <http://www.scotland.police.uk/assets/pdf/138327/150739/policescotlandannualpoliceplan2014-15?view=Standard>

13 Custody was subject of inspection by HMICS, August 2014, Thematic Inspection of Police Custody Arrangements in Scotland. <http://www.hmics.org/publications/thematic-inspection-police-custody-arrangements-scotland#sthash.IGTrHgWq.dpuf>



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7. Currently there are 14 local policing divisions across Scotland, each headed by a Local Police Commander, at Chief Superintendent rank, who has a defined statutory role to ensure that local policing in each area is responsive, accountable and tailored to meet local needs. The divisions are further divided into 32 local policing areas, which mirror all local authorities across Scotland. Local commanders must prepare and submit a local police plan to the relevant local authority for approval.
  8. Alongside the local policing divisions, there are a number of national specialist divisions. These are Specialist Crime Division, providing specialist investigative and intelligence functions with Operational Support Division providing specialist functions such as Road Policing and Armed Policing; Criminal Justice; Communications and Custody Divisions.

### **Ayrshire Division**

9. Situated in the south west of Scotland, Ayrshire Division is the sixth largest Police Scotland Division in resourcing terms. It covers three local authority areas; North Ayrshire, East Ayrshire and South Ayrshire. The division serves around 372,210 people over 1,321 square miles, stretching from Skelmorlie in the North, Ballantrae in the South to the island communities of Arran and Cumbrae. Since 1986, Ayrshire's total population has fallen overall whereas Scotland's population has risen over this period.
10. The division has a diverse mix of communities with some of the most affluent and the most deprived in Scotland. Since 2006 there has been a rise in the number of deprived datazones that feature in the 15% most deprived areas in Scotland, but in terms of crime the number of most deprived areas has remained almost the same<sup>14</sup>. The unemployment rate in the Ayrshire Division is 8.3%, which is above the Scottish national average of 7.1%<sup>15</sup>. At 27.2%, the proportion of the population in the division over 60 years of age is larger than the Scottish average of 23.8%. South Ayrshire has a higher proportion of person's aged 60 years and over compared to North and East Ayrshire<sup>16</sup>.

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<sup>14</sup> Scottish Index of Multiple Deprivation: <http://simd.scotland.gov.uk/publication-2012/local-authority-summaries-simd-2012/>

<sup>15</sup> Office for National Statistics- Nomis Official Labour Market Statistics:  
<http://www.nomisweb.co.uk/reports/lmp/la/1946157412/report.aspx#tabempunemp>,

<sup>16</sup> National Records of Scotland – Demographic Factsheet;  
<http://www.gro-scotland.gov.uk/files2/stats/council-area-data-sheets/all-council-area-factsheets.xls>,

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11. To meet the challenges of scale and the diverse nature of the area the division has aligned its structures to its constituent local authority areas with three territorial command areas. Each is led by an Area Commander of Chief Inspector rank who has the responsibility for all day-to-day policing functions in that area. Within each area command are a number of response and community policing teams. They are responsible for responding to calls in the local area and community teams had the additional responsibility to work in partnership with communities and service providers building relationships and working together to provide sustainable solutions to local issues.



## Key Findings

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### Outcomes

- The division has delivered sustained reductions in overall levels of reported crime, but the rate of reduction has slowed over the past 12 months.
- Detection rates have increased progressively over the past three years.
- The division in conjunction with its partners has achieved significant reductions in the number of reported incidents of antisocial behaviour and disorder.
- The number of people killed on roads has not changed but the number of people seriously injured has increased.
- Public satisfaction and confidence rates are amongst the highest in Scotland and are continuing to improve.
- Complaints about the police are increasing and the division does not provide statistical information on complaints about the police to local scrutiny committees.

### Leadership and governance

- The setting of clear objectives to achieve local policing plan priorities provides the division a method of reporting progress.
  - Consultation with local partners and councillors on the content of local policing plans is effective and could be improved further by broadening their involvement in the setting of local priorities.
  - The division makes good use of social media to engage with communities.
  - The division has effective relationships in place with community planning partners and local councillors.
  - Opportunities for wider engagement between local officers and local communities are being missed.
  - There is greater involvement of elected councillors in local policing than was the case under legacy force arrangements.
  - The division could do more to support local scrutiny arrangements by raising awareness of wider policing issues.
  - The Scottish Police Authority are progressing plans to improve dialogue between national and local scrutiny and accountability bodies.
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## Planning and processes

- The division has benefited from increased access to specialist resources as a result of police reform.
- Increases in bureaucracy were a recurring concern expressed by officers and staff during our inspection.
- The division has the capacity and capability to plan for significant events within its area.
- The division has processes in place to review the effectiveness of activity and support continuous improvement.

## People

- There is a commitment to mainstreaming equality duties throughout every aspect of local policing.
- There is no performance appraisal system for constables and staff within the division.
- There is a significant and as yet unfulfilled desire from officers and staff for regular face-to-face dialogue with senior officers.
- Some officers and staff expressed the view that the organisation was not upholding its own values of Integrity, Fairness and Respect in relation to its staff.
- The pace and nature of change has affected the morale of officers and staff.
- More needs to be done to improve internal communications.

## Resources

- The effectiveness of community policing arrangements is being affected by regular abstractions to support response policing.
- There is an opportunity for the division, in reviewing operational base levels, to get policing closer to communities.
- The division has a good overview of its estate and has identified opportunities to make savings by sharing accommodation with partners.



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## Partnerships

- Partnership working is well established in all three local authority areas.
- Local authority liaison officers play a key role in supporting partnership activity in each local authority.
- Campus officers have helped build good relationships with young people, which may be a contributory factor in reducing antisocial behaviour and disorder in the division and support the delivery of wider social outcomes for communities.
- The division is making a valuable contribution to partnership activity but this could be enhanced if the divisional partnership roles were more closely aligned to community based policing.



## Recommendations

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The following have been identified from our assessment of Ayrshire Division.

### **Recommendation 1:**

Police Scotland should ensure that reports containing statistical information relating to complaints about the police are supplied to all local scrutiny committees. The reports should contain sufficient contextual information to be meaningful to committees.

### **Recommendation 2:**

Police Scotland should review its engagement process for the development of local policing plans to ensure timely and meaningful involvement by Local Authorities in the identification and setting of local priorities.

### **Recommendation 3:**

The Divisional Commander should work with each local scrutiny group to assist in improving awareness of policing.

### **Recommendation 4:**

Police Scotland should progress its interim arrangements for a consistent national approach to police officer and police staff appraisal for 2015/16 and expedite its plans to fully deliver a robust national Performance and Appraisal System by 2016/17.

### **Recommendation 5:**

The Scottish Police Authority should commission the planned Police Scotland staff survey as soon as practicable and ensure that this is undertaken independently.

### **Recommendation 6:**

The Divisional Commander should incorporate the proposed review of operational base levels into a wider review of the roles and responsibilities of community and response policing teams that takes account of the views of officers, staff and stakeholders.



## Effective practice

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- The Divisional Commander's use of biannual 'Spotlight' sessions to provide an in-depth review of the performance of area commands, identifying good practice and areas for improvement are an example of effective practice supporting continuous improvement (paragraph 54).
- The division's approach to the use of social media is an example of good practice in taking policing closer to local communities (paragraph 62).



## Outcomes

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### Key Findings

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- The number of people killed on roads has not changed but the number of people seriously injured has increased.
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- Complaints about the police are increasing and the division does not provide statistical information on complaints about the police to local scrutiny committees.

### Results

12. A key outcome for local policing is to ensure its communities are safe from crime, disorder and danger<sup>17</sup>. We have examined available management information and performance reports<sup>18</sup> for the period up to the end of September 2014. In doing so we have examined how the division is performing in terms of reducing crime across Groups 1 to 5 (detail of how crime is grouped is at Appendix 2).
13. When considering recorded crime in Ayrshire Division the findings from our recent audit of crime recording in Scotland<sup>19</sup> should be taken into account. We found that across Scotland 92% of incidents were closed correctly and 94% of crime was counted and classified correctly. In Ayrshire the results were 86% and 89% and the division was one of four divisions where

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<sup>17</sup> Scottish Government (2007): National Outcomes – <http://www.scotland.gov.uk/About/Performance/scotPerforms/outcomes/crime>

<sup>18</sup> A Range of data sources have been used in the compilation of this report. Police Scotland Management Information for the year 1 April 2013 to 31 March 2014 and 1 April 2014 – September 30 2014. This can be accessed via the Police Scotland website at <http://www.scotland.police.uk/about-us/our-performance/>. These are not official statistics, but provide useful indicators of current trends in performance. We have also used official National Statistics on recorded crime published by the Scottish Government, these are available at: <http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice>

<sup>19</sup> HMICS Crime Audit 2014: <http://www.hmics.org/sites/default/files/publications/HMICS%20-%20Crime%20Audit%202014%20Report.pdf>

we have recommended that Police Scotland should develop improvement plans for crime recording practice. That work is now in progress and changes have already been made in the division to address issues.

14. The following tables provide detail of recorded crime within Ayrshire Division in 2012/13, 2013/14 and the first six months of 2014/15, with comparisons against the Scottish average:

Table 1: Ayrshire Division crimes & offences 2012/13 – 2013/14

Crimes	Ayrshire Division				Scotland
	2012/13	2013/14	Total Change	% Change	% Change
Group 1	522	502	-20	-3.8	-9.9
Group 2	500	511	11	2.2	11.8
Group 3	9,464	9,077	-387	-4.1	1.0
Group 4	4,889	3,876	-1,013	-20.7	-8.3
<b>TOTAL GROUPS 1 to 4</b>	<b>15,375</b>	<b>13,966</b>	<b>-1,409</b>	<b>-9.2</b>	<b>-2.1</b>
Group 5: other crimes	3,701	3,907	206	5.6	1.3
<b>TOTAL GROUPS 1 to 5</b>	<b>19,076</b>	<b>17,873</b>	<b>-1,203</b>	<b>-6.3</b>	<b>-0.9</b>
<b>TOTAL GROUP 6</b>	NDA*	<b>12,937</b>	NDA	NDA	NDA
<b>TOTAL GROUP 7</b>	NDA*	<b>22,991</b>	NDA	NDA	NDA

\*NDA = No data available. Prior to 2014 this data was published in the Scottish Police Performance Framework and was based on returns for each of the eight legacy forces not by local policing division.

Sources: Scottish Government<sup>20 21</sup> and Police Service of Scotland<sup>22</sup>

<sup>20</sup> Scottish Government: Recorded Crime in Scotland 2012/13

<sup>21</sup> Scottish Policing Performance Framework Annual Report 2012/13

<sup>22</sup> Police Scotland: Management Information 2013/14





Table 2: Ayrshire Division crimes & offences half-year comparisons

Crimes	Ayrshire Division				Scotland
	April – September 2013/14	April – September 2014/15	Total Change	% Change	% Change
Group 1	256	261	5	2.0	-8.1
Group 2	296	334	38	12.8	2.5
Group 3	4,518	4,521	3	0.1	-7.4
Group 4	2,110	1,989	-121	-5.7	-7.2
<b>TOTAL GROUPS 1 to 4</b>	<b>7,180</b>	<b>7,105</b>	<b>-75</b>	<b>-1.0</b>	<b>-6.9</b>
Group 5	1,821	2,091	270	14.8	-5.8
<b>TOTAL GROUPS 1 to 5</b>	<b>9,001</b>	<b>9,196</b>	<b>195</b>	<b>2.2</b>	<b>-6.7</b>
<b>TOTAL GROUP 6</b>	<b>6,915</b>	<b>6,347</b>	<b>-568</b>	<b>-8.2</b>	<b>-16.0</b>
<b>TOTAL GROUP 7</b>	<b>13,561</b>	<b>7,216</b>	<b>-6,502</b>	<b>-47.2</b>	<b>-36.6</b>

\*NDA = No data available. Prior to 2014 this data was published in the Scottish Police Performance Framework and was based on returns for each of the eight legacy forces not by local policing division.

Sources: Scottish Government <sup>23 24</sup> and Police Service of Scotland <sup>25</sup>

15. During 2013/14 there were 9.2% fewer crimes involving victims<sup>26</sup> when compared to the previous year. This was better than the 2.1% reduction in Groups 1 to 4 crimes recorded nationally (Table 1). Reductions in recorded crime involving victims have continued during the first half of 2014/15 (Table 2), but the rate of reduction has slowed to 1.0%, which is below the 6.9% reduction nationally. The division has recorded increases in Group 5 crimes, which are crimes that are regarded as proactive, where the police deal directly with the offender e.g. drug dealing and possession of offensive weapons. Crimes of this nature are usually regarded as a positive indicator of police activity. Recorded offences have continued to rise in 2014/15. The 2.2% increase is in contrast to a 6.7% decrease nationally.
16. In the first six months of 2014/15 the division has recorded increases in violent crime and sexual crime. There were 5 more violent crimes, a rise of 2.0%, which is in contrast to an 8.1% reduction nationally. There were 38 more sexual offences, a rise of 12.8% compared to a national rise of 2.5%.

<sup>23</sup> Scottish Government: Recorded Crime in Scotland 2012/13

<sup>24</sup> Scottish Policing Performance Framework Annual Report 2012/13

<sup>25</sup> Police Scotland: Management Information 2013/14

<sup>26</sup> These are classified as Group 1 to 4 crimes



17. Ayrshire Division has identified four key priorities for 2014/15 (paragraphs 36-39). Each priority has a number of objectives that provide a means of assessing its success in addressing them. Performance against these objectives for the first six months of this year is detailed in Table 3 below:

Table 3: Summary of performance against local policing objectives for Ayrshire Division

Priority	Objective	Performance Apr-Sept 2014
Drug Dealing and Drug Misuse	Tackle drug supply and misuse by detecting drugs supply offences	The division has increased the number of offences it has detected by 10%
	Tackle misuse of drugs by detecting possession of drugs offences	The division has increased the number of offences it has detected by 22%
	Deprive organised crime groups of resources by seizing assets through the use of relevant legislation (Proceeds of Crime Act 2002)	By November 2014 the division had recorded assets seizures to the value of £3,210,328, which is £415,772 less than the previous year <sup>27</sup>
Road Safety	To reduce the number of persons killed on our roads	6 people were killed in road traffic collisions, the same as in the previous year.
	To reduce the number of persons seriously injured on our roads	17 more people were seriously injured.
Violence and Antisocial Behaviour	Reduce the number of victims of violent crime	There were 5 more victims of violent crime
	Tackle rowdy and drunken behaviour in public places	The number of reported incidents involving alcohol related antisocial behaviour has reduced by 17%
	Tackle domestic abuse by proactively targeting domestic abuse offenders	There has been a 2.4% rise in the number of reported incidents of domestic abuse
Dishonesty	Increase our detection rate for crimes of housebreaking	The overall detection rate has increased from 16% to 27%
	Promote home security in conjunction with partner agencies	No data available

Source: Police Scotland (Management Information Division Area Report: Quarter 2) unless otherwise stated

18. The performance information outlined in Table 3 illustrates that in some areas the division has achieved notable successes e.g. in increasing the numbers of persons arrested for drugs offences, improved detection rates for housebreaking and reductions in alcohol related antisocial behaviour. The setting of objectives in this way provides the division with a demonstrable method of reporting progress, which we discuss further at paragraph 39.

<sup>27</sup> Police Scotland: Report to South Ayrshire Partnership panel 25 November 2014 – <https://ww20.south-ayrshire.gov.uk/ext/committee/CommitteePapers2014/Partnership%20panel/25%20November/PP2511145.pdf>



19. The division is not complacent in addressing crime and takes a problem solving approach to tackle issues as they arise. This is highlighted by the following case study about the investigation of robbery, which was introduced as a result of a rise in offences during the first six months of 2013/14 when compared to the same period in the previous year:

### **Case study – The investigation of robbery**

In response to a rise in offences of robbery in 2013 the division brought an number of approaches together under one Divisional robbery strategy. This drew upon good practice from each area command and outside the division. A consistent approach was taken focussing on locations and known offenders. Activity to support this included:

**Operational oversight** – daily scrutiny of incidents and investigations to ensure opportunities to detect and prevent offences were exploited to maximum effect.

**Establishment of divisional violence reduction unit** – a Divisional Violence Reduction Unit was introduced to tackle public space violence and antisocial behaviour.

**Robbery offenders** – profiles of known offenders were developed with support from local partners and the Scottish Prison Service, so that offenders could be subject to activities that would deter offending and increase opportunities for detection.

**Senior management team briefings to shifts** – Senior leaders briefed teams on the importance of the strategy and the need to focus on public space violence ensuring a Right People, Right Place, Right Time approach to the problem.

**Campaign against violence, high visibility street briefings** – Campaign Against Violence deployments were directed to vulnerable locations providing preventative patrols and a reassuring presence for the public. On-street briefings were held and broadcast using social media to increase awareness of these activities.

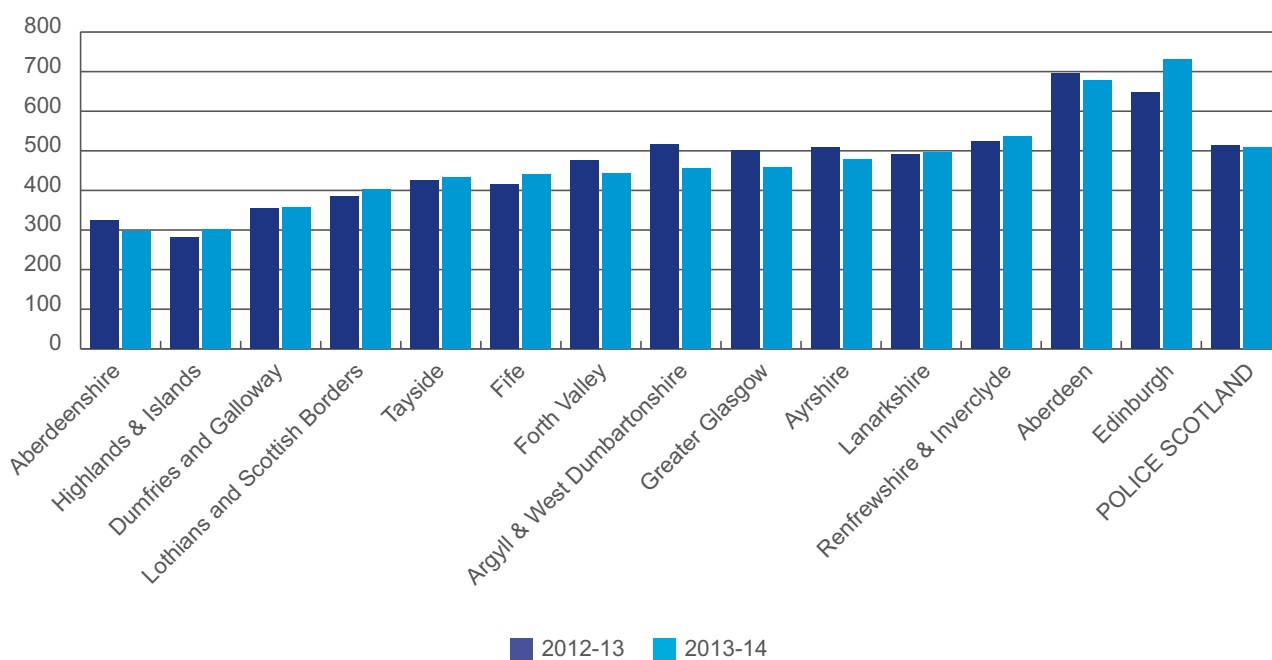
#### **Working in partnership –**

- Business partners were provided with robbery prevention literature. Second hand dealers and pawn shops were briefed on property which may have been the proceeds of robbery.
- The Procurator Fiscal supported the initiative by giving priority to those offenders posing the greatest threat, risk and harm in relation to using bail/custody and criminal Antisocial Behaviour Orders where appropriate.
- Forensic Services provided support to raise awareness of forensic opportunities for investigators.
- Media and Social Media were used to make appeals about crimes and incidents. For example the picture of a robbery suspect was released via Facebook and within 2 hours the offender handed himself in to the police.

The combined effect of this approach has been to increase the detection rate for robberies. After the first 6 months of 2014-15 the detection rate was 87.5%, up 8% on the previous year and above the national average of 80.3%. Although offences have risen slightly so far this year the benefit in 2013-14 was a further reduction and current levels are much lower than the 5-year average of 130 crimes per year.

20. The division in conjunction with its partners has achieved significant reductions in disorder and antisocial behaviour showing overall reductions in the numbers of reported incidents of antisocial behaviour and disorder of 4,810 or 16.7%. This compares favourably with a 10.9% reduction nationally. The division attributes reductions to its problem solving approach and its work in building relationships with young people through the activity of officers that work closely with local schools ('Campus Cops' – paragraphs 121-123).
21. In terms of the number of crimes (Groups 1 to 5) per 10,000 of population Ayrshire at 480.2, was just below the Scottish average of 509.1 at the end of 2013/14. The relative performance of Ayrshire in comparison with other police divisions is illustrated in Chart 1 below:

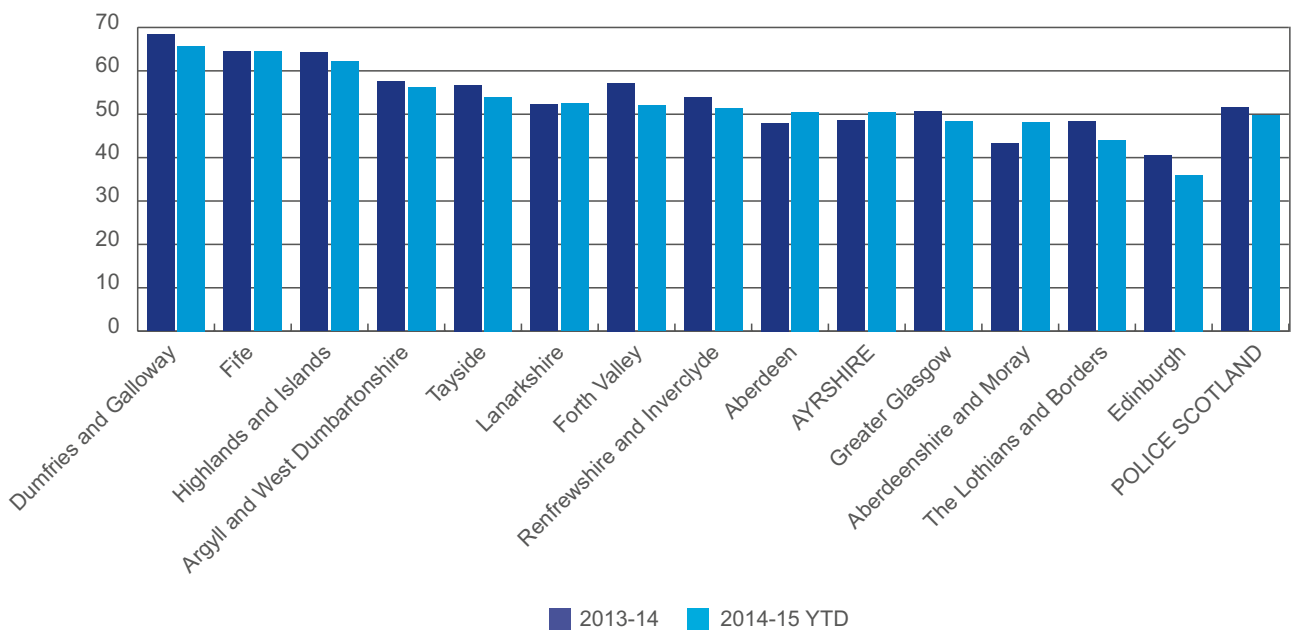
Chart 1: Crimes/10,000 population by division



Source: Police Scotland

22. The detection rate for crimes, (Groups 1 to 5) has increased progressively since 2012/13 from 46.5% in 2012/13 to 50.5% in the first six months of 2014/15. The division now performs marginally better than the Scottish average of 49.7%. Full details of the divisions performance in all crime categories for 2012/13 to the current year to date, with comparisons against the Scottish average, are included in Table C, Appendix 3. The relative performance of Ayrshire in comparison with other Divisions is shown in Chart 2 below:

Chart 2: Detection rates for groups 1 to 5 offences by division



Source: Police Scotland



23. During the first six months of the financial year 2014/15, 6 people lost their lives and 58 people were seriously injured on the roads in Ayrshire. The number of fatalities has remained static but the number of seriously injured has increased by 17 (41.5%). The rise in the numbers of serious injuries is the largest percentage increase in Scotland and is in contrast to an 8.3% reduction nationally. The division has focussed its approach to address these issues by identifying locations that are most at risk. A combination of local officers, divisional road policing officers and regional trunk road patrol group are directed to these areas to enforce road traffic legislation and influence driver behaviour.
24. A key aim of reform is to *protect and improve services*. An indicator of success is the continuous improvement in reducing crime and disorder and improving detection rates as seen in Ayrshire; HMICS welcomes these achievements.

### Public confidence and satisfaction

25. Levels of public confidence and satisfaction provide indicators of the quality of service provided by police officers and police staff. There is only one current method to gather this information, which was introduced by Police Scotland in 2013 (paragraphs 83-85). As a result historical comparisons with legacy forces are not valid. However, as a basic indicator current data suggests that overall confidence and satisfaction in service delivery in Ayrshire is improving and is amongst the highest in Scotland. The available data is shown in the table below:

Table 4: Ayrshire Division public confidence and satisfaction comparison with Scottish average 2012/13 vs 2013/14

Confidence and Satisfaction	Ayrshire			Scotland		
	2012/13	2013/14	2014/15 (Apr-Sep)	2012/13	2013/14	2014/15 (Apr-Sep)
Overall level of confidence %	NDA*	78.9	80.9	NDA*	78.9	79.0
Overall level of satisfaction %	NDA*	82.8	85.4	84.0	82.4	82.9

\*NDA = No data available. Prior to 2014 this data was published in the Scottish Police Performance Framework and was based on returns for each of the eight legacy forces not by local policing division.

(Sources: Police Scotland, Scottish Government. (\*NDA = No Data Available)

26. We will continue to monitor and comment on satisfaction and confidence levels as we continue our local policing inspection programme.



## Complaints about the police

27. The number of complaints about police officer and staff conduct and the quality of service, provide further indicators of public satisfaction and confidence in policing. Overall responsibility for monitoring and scrutinising the complaints process nationally rests with the SPA, through their Complaints and Conduct Committee<sup>28</sup>. Complaints data is also routinely monitored within Police Scotland at divisional and national level.
28. Complaints about the service which relate specifically to the conduct of officers are categorised as a complaint about the police. In contrast quality of service complaints are about the organisation and relate to policing policy, practice or procedure. Tables 5 and 6 provide details of the numbers of complaints recorded in Ayrshire.

Table 5: Ayrshire Division and Scotland – complaints 2012/13 – 2013/14

Complaints	Ayrshire				Scotland			
	2012/13	2013/14	Total Change	% Change	2012/13	2013/14	Total Change	% Change
Complaints about the police	240	207	-33	-13.8	4,362	4,564	202	4.6
Quality of service complaints	NDA*	57	NDA	NDA	978	967	-11	-1.1

\*NDA = No data available. Prior to 2014 this data was published in the Scottish Police Performance Framework and was based on returns for each of the eight legacy forces not by local policing division.

(Sources: Scottish Police Authority, Police Scotland)

Table 6: Ayrshire Division and Scotland – complaints April – September 2013/14 – 2014/15

Complaints	Ayrshire				Scotland			
	2013/14 Apr-Sep	2014/15 Apr-Sep	Total Change	% Change	2012/13	2013/14	Total Change	% Change
Complaints about the police	77	92	15	19.5	2,373	2,211	-162	-6.8
Quality of service complaints	23	27	4	17.4	465	456	-9	-1.9

<sup>28</sup> Copies of these reports are available at: <http://www.spa.police.uk/meetings-events/complaints-and-conduct/>



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29. The number of complaints about the police and quality of service complaints rose between April and September 2014 compared to the same period in the previous year. We acknowledge that this rise is relatively low and note that the proportion of complaints for every 10,000 incidents officers deal with is 14.9, much lower than the national average of 25.1<sup>29</sup>.
30. The increases are attributed locally to recent changes in recording procedures introduced by Police Scotland. However we note from the latest Scottish Police Authority Complaints and Conduct Committee statistical report<sup>30</sup> that Ayrshire is one of only five divisions experiencing a rise in complaints this year. As part of our inspection process we have consulted with Police Scotland's Professional Standards Department (PSD) and the Police Investigations and Review Commissioner (PIRC) and both have confirmed that they have not identified any trends which are of concern in respect of complaints about the police in Ayrshire. We are assured by this but would expect Police Scotland to conduct further analysis if the trend continues.
31. It is a requirement under Section 45 (5) (b) of the Act that local commanders provide statistical information on complaints to local scrutiny groups where the local authority may reasonably require this. It is HMICS' view that the sharing of such information, as seen in a number of Police Scotland Divisions, is good practice. Police Scotland are seeking to standardise their recording practices and this has seen some noticeable changes in the volume of complaints across Scotland. Sharing information on complaints, including trends and outcome categories assists transparency and should be of interest to local scrutiny committees. It should also assist the scrutiny committees in fulfilling their statutory role of monitoring, giving feedback, and making recommendations for the improvement of policing in their area.

### **Recommendation 1**

Police Scotland should ensure that reports containing statistical information relating to complaints about the police are supplied to all local scrutiny committees. The reports should contain sufficient contextual information to be meaningful to committees.

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<sup>29</sup> Copies of these reports are available at: <http://www.spa.police.uk/meetings-events/complaints-and-conduct/>

<sup>30</sup> Police Scotland performance report to SPA Complaints and Conduct Committee, November 2014. Complaints and Conduct Committee – 18th November 2014 - Scottish Police Authority





## Leadership and governance

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### Key Findings

- The setting of clear objectives to achieve local policing plan priorities provides the division a method of reporting progress.
- Consultation with local partners and councillors on the content of local policing plans is effective and could be improved broadening their involvement in the setting of local priorities.
- The division makes good use of social media to engage with communities.
- The division has effective relationships in place with community planning partners and local councillors.
- Opportunities for wider engagement between local officers and local communities are being missed.
- There is greater involvement of local councillors in local policing than was the case under legacy force arrangements.
- The division could do more to support local scrutiny arrangements by raising awareness of wider policing issues.
- The Scottish Police Authority are progressing plans to improve dialogue between national and local scrutiny and accountability bodies.

### Policing priorities – national to local

32. In terms of Scottish policing, the strategic planning framework and process for priority setting are outlined in the Act. This creates a hierarchy of strategic plans that link together local and national priorities, as illustrated at Figure 1. The Scottish Government strategic priorities for policing seek to make communities safer and reduce harm so that citizens can live their lives free from crime, disorder or danger. The SPA has set strategic objectives for the policing of Scotland, including making communities safer, reducing harm and providing an effective and efficient policing service that promotes continuous improvement.



Figure 1 – Priorities and objectives for Police Scotland – annual police plan 2014/15



33. The Act<sup>31</sup> sets out the relationships in the strategic planning and priority setting processes from the role of Scottish Ministers in determining the Strategic Police Priorities for the SPA to the duty of local commanders to involve local authorities in the setting of priorities and objectives for policing in their area. The legislation sets out the requirements of the SPA, Police Scotland and local commanders with respect to the information to be contained in plans and the consultation that is required before publication of the plans.
34. We commented in our *Local Policing+ Pilot Inspection of Fife Division*<sup>32</sup> that concerns had been raised by the SPA about the timeliness of consultation by Police Scotland in relation to the setting of the priorities arising from the 2014 plan. We note that the Chief Constable has given an assurance that the SPA will be consulted on the development of this year's plan at the earliest opportunity<sup>33</sup> and that SPA members have already been briefed on the planning arrangements. We are encouraged by these developments which will enable the SPA to fulfil their role in the planning and priority setting process. We would also expect the SPA to inform the outcomes and performance measures against which the 2015 Plan will be assessed.

31 Sections 32 – 36 and 44 – 47 of the Police and Fire Reform (Scotland) Act 2012:  
<http://www.legislation.gov.uk/asp/2012/8/contents/enacted>

32 HMICS (October 2014): *Local Policing+ Pilot Inspection of Fife Division*  
<http://www.hmics.org/publications/hmics-local-policing-pilot-inspection-fife-division>

33 Scottish Police Authority Board Meeting, 30th October 2014.  
<http://www.spa.police.uk/meetings-events/board-meetings/244358/>



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**We will take the opportunity to review and comment on the planning and engagement process for the 2014/15 Annual Policing Plan as part of our on-going scrutiny programme.**

### **Annual policing plan**

35. In April 2014, Police Scotland produced its second *Annual Policing Plan*, with a clear focus on 'Keeping People Safe'. This Plan identifies four priorities for policing. Figure 1 highlights these priorities and how they link to the other local and national priorities. Overall the Annual Policing Plan supports both the SPA Plan and the Scottish Government strategic priorities and demonstrates how local and national priorities combine.

### **The local policing plans**

36. Sections 45 and 47 of the Act provide the statutory basis for the preparation of local policing plans, how they must be developed in conjunction with the relevant Local Authority and the information that must be contained within each. This includes identifying the main priorities and objectives for the policing of each Local Authority's area, the reasons for selecting priorities and objectives, arrangements for local policing and how the priorities, objectives and arrangements are expected to contribute to the delivery of outcomes within local community planning arrangements.
37. In Ayrshire there is a requirement to produce three local policing plans, one for each local authority. During our inspection we looked in detail at how national priorities were brokered into these and how local priorities were set. We found clear evidence that these were based on reference to key documents, extensive analytical research, and community consultation. We found that a clear hierarchy exists, linking national and local priorities and have illustrated this in Appendix 4, where we start by identifying the priorities set by local communities in each of the division's 26 Multi Member Ward Plans and illustrate how they link between local, divisional, national police and Scottish Government priorities and vice versa.
38. The priorities within the three Ayrshire local policing plans<sup>34</sup> were identified as a result of analysis of key data utilising evidence from a range of sources and documents including national, partnership and local strategic assessments. There was clear evidence of

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<sup>34</sup> East Ayrshire local policing plan 2014: <http://www.scotland.police.uk/your-community/ayrshire/east-ayrshire/>  
North Ayrshire local policing plan 2014: <http://www.scotland.police.uk/your-community/ayrshire/north-ayrshire/>  
South Ayrshire local policing plan 2014: <http://www.scotland.police.uk/your-community/ayrshire/south-ayrshire/>



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consultation with local people, with 1998 members of the public across Ayrshire contributing to the development of the plan along with a range of other organisations. The result was 4 policing priorities common to each of the local policing plans, namely:

- Drug dealing and drug misuse
- Road safety;
- Violence, disorder and antisocial behaviour; and
- Dishonesty.

The first three have links to national priorities and the fourth is an identified local priority.

39. A set of local objectives in each plan identifies the activities that are intended to address the priorities. Although these objectives are common to each of the three local policing plans they have been independently set and are evidence based for each area. Some of the objectives provide useful indicators by which to gauge success, e.g. 'reducing the number of people killed on our roads'. Setting objectives, which are measureable provides the Divisional Commander with the means to hold Area Commanders to account for the delivery of local policing outcomes. We support this approach as it provides the division with a demonstrable method of reporting progress against priorities to local scrutiny groups (paragraphs 66-70).
40. Although we found that consultation on the content of each plan had taken place, some partners, local authority officers and councillors suggested that the level of consultation undertaken could be improved and they could be more involved in the setting of local priorities. Views were expressed that formal consultation exercises with specific groups such as young people, would have enhanced the process and joint public and partner consultation exercises would help avoid duplication of effort. We found that these concerns echo those raised in Fife and we are of the view that Police Scotland through its local commanders should engage further with partners to agree at which point they become involved in future priority setting. Overall, however, we found general agreement that the priorities in the plan reflected local concerns and all three plans had been approved by the respective local authorities.

## **Recommendation 2**

Police Scotland should review its engagement process for the development of local policing plans to ensure more timely and meaningful involvement by local authorities in the identification and setting of local priorities.



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41. In order to ensure consistency of approach across Scotland and to meet the requirements set out in the Act, Police Scotland has adopted a standardised template for plans that contains 11 key sections. We have examined the Ayrshire policing plans against the requirements of the Act and are satisfied that they meet the requirements of the Act. Full details are contained at Appendix 5.

### **Multi Member Ward Plans**

42. Sitting below the three local policing plans are 26 Multi Member Ward Plans (MMWP)<sup>35</sup> each containing 4 or 5 ward priorities. The priorities were identified during consultation and on-going dialogue with local communities. Unlike the policing plans which cover the period 2014-17, Multi Member Ward Plans are produced annually and afford an opportunity to reflect changes in local priorities. The 26 plans identify a total of 13 different priorities. These fit broadly into four main categories and reflect the priorities in each of the local policing plans.
43. In our inspection of Fife Division we recommended that Police Scotland review its planning processes for 2015/16 and seek to empower all local commanders and scrutiny groups across Scotland to agree a suite of sub-local policing plans that better meet local needs and reduce bureaucracy. As with Fife we were aware of concerns raised by stakeholders over the fact that local authorities across Ayrshire were moving towards neighbourhood approaches for the delivery of services and that MMWP were not reflective of this approach. We understand that Police Scotland are in the process of reviewing Multi Member Ward Plans and are seeking to adopt an approach that suits local structures. We are reassured by this development and the move towards localised plans, which assists in strengthening the connection between police services and communities, a key benefit of police reform.
44. We would expect the new plans to provide details of the priorities, some generic information on police activity to achieve them and information about what success might look like or the effect of that activity on crime and disorder rates in the area.

### **Measuring performance**

45. To monitor its operational performance against national and local priorities Police Scotland has developed a framework comprising a range of Key Performance Indicators (KPI) and targets covering a range of activities and crime data. These are gathered using the Scottish

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<sup>35</sup> Multi Member Wards were introduced in 2007. Each council area is divided into Multi Member Wards with several local councillors each having an equal responsibility for the whole ward.



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Operational Management Information System (ScOMIS) and provide a consistent approach to monitor and report performance across Scotland. Divisions are provided with weekly and monthly reports to support analysis and intelligence-led policing and to maintain focus on 'Keeping People Safe'.

46. National performance targets have been set and allocated to each division for 2014/15, but these have not been published or shared with partners and do not all map across to local policing objectives. This is an area of interest to HMICS and we are working with Police Scotland and the SPA to improve national public performance reporting.
47. In Fife we recommended that Police Scotland consider ways to involve local authorities and community planning partners in the identification of key measures for the agreed priorities and objectives within local policing plans and Single Outcome Agreements (SOA). **We understand that this is now work in progress and we will continue to review the issue as we progress our inspection programme.**

## Leadership

48. The division is led by the Chief Superintendent, supported by a senior management team comprising a Superintendent (Operations), Superintendent (Support) and Superintendent (Crime). Three Chief Inspectors operate as local area commanders and have responsibility for delivering day-to-day local policing. Almost all of the team had been appointed to their role in the past 12 months. However, all have worked in Ayrshire at previous stages of their career and have a complementary blend of skills and experience, having worked in a range of posts within the legacy Strathclyde Police and Police Scotland. They demonstrated an affinity with the area and a good understanding of the diverse nature and challenges facing the division. They are clearly committed to *protecting and improving local services* and achieving local priorities for the people of Ayrshire.
49. As in Fife Division we found that there was a culture of long hours within the inspector, chief inspector and superintendent ranks. Many reported that they would regularly work between 45–55 hours per week and did not record their hours on force systems which are designed to ensure officers hours fall within working time regulations. This matter has been raised by the Association of Scottish Police Superintendents and Police Scotland has directed that officers should record their working hours. However, we understand that there is no monitoring process in place to ensure compliance. We would expect Police Scotland to monitor officers' working hours and share this information with the SPA.

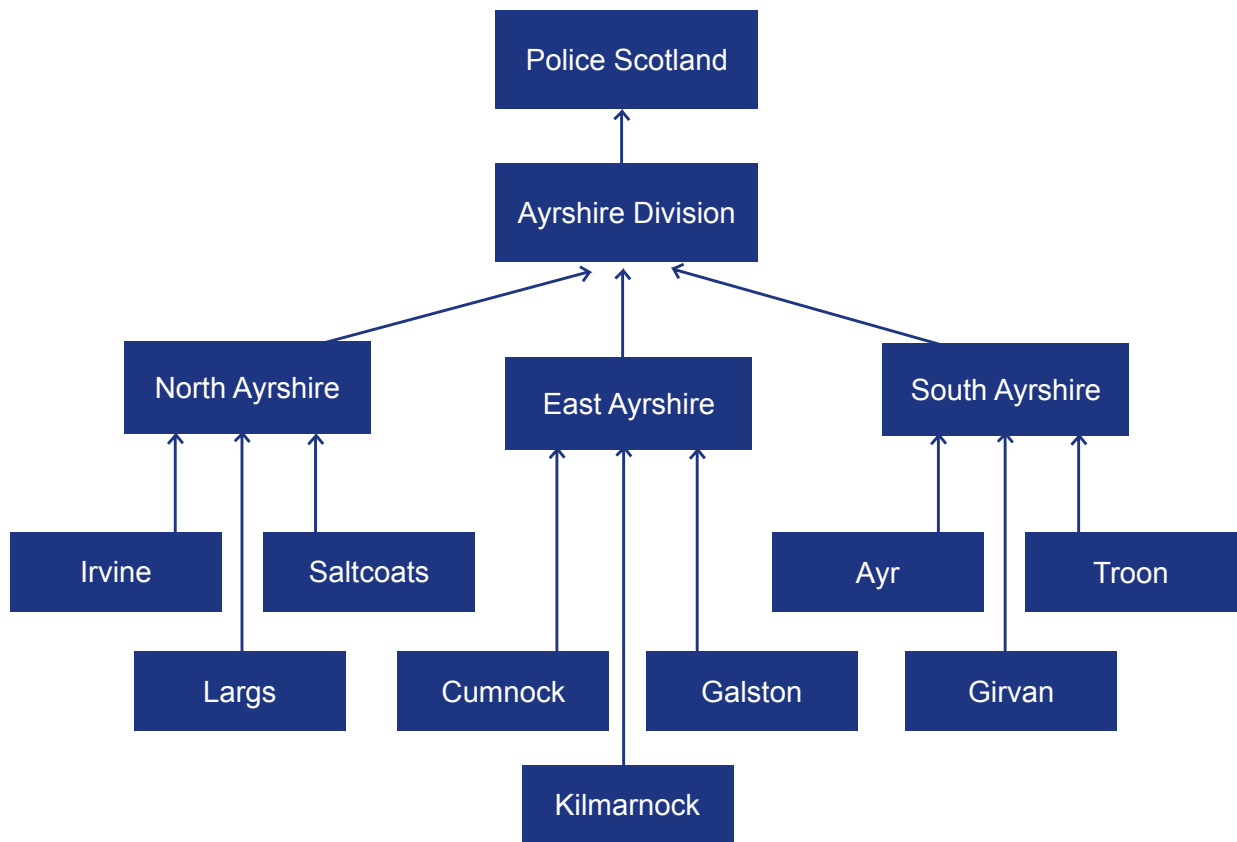
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50. We understand that Police Scotland has established a Health Safety and Well-Being Group, which includes representation from staff associations. This group will, among other matters, consider the issue of officer working hours. **We note these developments and will continue to monitor and report on this issue as we progress our local policing inspection programme.**

**Direction, control and management of performance**

51. The division has a strong focus on achieving improvements in performance based on national KPIs, local objectives and delivery against partnership SOA. This is maintained through a structured approach that is in line with national arrangements:

Figure 2: Ayrshire Divisional Structure





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52. Local area commanders each chair daily tasking and co-ordinating meetings and the divisional intelligence manager holds a daily intelligence briefing. These feed into the divisional meeting chaired by the divisional commander or one of the superintendents ensuring daily senior oversight of activity.
  53. The divisional commander chairs monthly Governance and Performance and Tasking meetings. The governance meeting ensures the commander has oversight of broader issues that affect the overall management of the division including human resources, budget and estates issues. The performance and tasking meetings ensure oversight and direction in relation to meeting local and national priorities. We observed all of these meetings during the course of our inspection and noted a strong focus on achieving improvements in performance.
  54. In addition to the regular meeting structure the divisional commander has introduced biannual 'Spotlight' sessions with each area commander. These entail an in-depth review of the performance of the area command to identify potential good practice and areas for improvement. Area commanders reported that the first iteration of these meetings was challenging but assisted in the identification of risks that may affect the performance of the division in the final six months of the financial year. **We consider the use of 'Spotlight' sessions to be an example of effective practice, which supports continuous improvement.**
  55. Within Police Scotland the divisional commander is accountable to the force executive for the effective and efficient policing by the division. This takes the form of reporting to the Assistant Chief Constable (ACC) – local policing West and the Deputy Chief Constable (DCC) – local policing. The ACC has regular one-to-one contact with the divisional commander and her command team and holds regular meetings with divisional commanders in the west to discuss regional issues and communicate national policy. The DCC chairs monthly performance meetings that scrutinise the performance of all 14 divisions and their contribution to the national picture. We did not inspect these arrangements on this occasion.
  56. Whilst we acknowledge KPI and performance targets are strongly reinforced in the division we noted that some officers and staff felt that the emphasis on targets had unintended consequences. An example provided by officers was the use of 'Stop and Search', which although valued by the organisation was felt by them to be prioritised disproportionately over other valuable police work that was not measured. This is a theme that we will return to later in this report (paragraph 94).
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## Visibility and communication

57. Visibility of leaders and their effective communication of the services vision and values ensure that those charged with putting them into practice have a clear understanding of what the service is trying to achieve and their role in delivering it. Achieving this helps in translating the vision into reality, while effective direction and control provides the impetus to maintain and improve the delivery of outcomes.
58. We recognise that maintaining visibility in a large geographic area whilst managing the competing demands of leadership presents a significant challenge to the Ayrshire command team. We note that a number of measures to ensure staff have the opportunity to engage with senior leaders have been put in place including a series of scheduled visits to team briefings, biannual sergeants and inspectors meetings, a divisional conference and divisional awards ceremony. In addition the divisional commander publishes regular bulletins that communicate key messages about events and changes taking place in the division. However, as we found in Fife, there was an appetite from staff for more opportunities to hear from and give feedback to senior officers.
59. Despite the obvious efforts of the senior command team to improve communication with staff, officers and staff at focus groups stated that contact with the divisional command team was infrequent. They confirmed receipt of the divisional commander's bulletin and other communications by email, but many expressed the view that this was impersonal and did not afford the opportunity for two-way dialogue. Focus groups raised a number of other issues which are discussed further in the People and Resources sections of this report.
60. During our inspection we took the opportunity to attend the divisional conference. This was the first such event and was open to all divisional officers and staff to attend. The aim of the conference was to share best practice and raise awareness about local priorities and partnership working. Those present heard a variety of speakers talk about their work in the division. Topics included:
- The role of the crime analyst
  - Social media
  - Missing persons
  - Domestic abuse

The event was attended by key partners and about 100 officers and staff most of whom attended in their own time, demonstrating the level of interest officers and staff have in their work.



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61. At the conference attendees were given the opportunity to identify what the division does well and what it could do better. The feedback was subsequently circulated to all in the division and responses to a number of the issues raised are being developed. Given the timing of our inspection it was too early after the conference for HMICS to assess its impact. We would expect the findings to inform the division's improvement plan and we would encourage the divisional commander to maintain the impetus by providing regular feedback to officers and staff on the responses made in relation to the issues raised.
62. The division uses a range of methods to communicate its messages to the public including social media, local press and links in partners' websites. We found that the division is proactive in its approach to getting key messages to the public through local media. The divisional commander holds regular briefings with local media representatives providing updates on local performance, operations and priorities. This has resulted in a number of positive stories promoting local initiatives and accurate reporting of incidents. Local Area Commanders and community inspectors are empowered to work with the media in their area with similar results as highlighted by the case study overleaf.



### Case study – use of social media

An officer with an understanding of the benefits of social media took responsibility for the division's Twitter and Facebook accounts. Whilst maintaining regular duties as a community officer the officer improved the quality of the information circulated via these media. These reflected both local and national activity for example on Twitter:

- #LocalNewsAtTen – a weekly feature which includes an update on local crime
- #SafePositiveCommunities – regular updates on the partnership work of the multi-agency problem solving group
- #KeepingPeopleSafe – updates on local policing activities

In addition a number of 'one-off' events have been used to promote the division including:

- 24hr Tweet – a team of three officers tweeted in shifts about every incident which took place in North Ayrshire over a 24hr period. The event was publicised locally in the press and included photographs of briefings and of police and support staff going about their duties.
- Live tweeting from major events such as the Queens Baton Relay is now commonplace – this has included pictures of officers involved in the event and regular updates with traffic management information such as road closures.

The division uses its Facebook account to provide a range of information and advice to local communities. This includes crime prevention and road safety advice, information about crime and incidents and features about the work of local officers and staff. There are also regular videos of street briefings during Campaign Against Violence events – these videos are filmed and then uploaded within an hour of the briefing so that they can be viewed while the officers are still out on patrol for maximum impact.

The division has over 6,200 followers on Facebook and is second only to the Police Scotland national page. We noted the positive effect of this activity by monitoring the comments received on their Facebook and Twitter accounts.

The division has expanded its use of social media through a process of publicising accounts and mentoring operational officers and line managers. As a result officers and staff are much more willing to contribute to social media. Some significant successes have been achieved as a result of the posting of images to assist in the investigation of crime, as highlighted in the Robbery Case Study at paragraph 20.

One post on Facebook exemplifies the positive effect the Division's use of social media can have. Following a message about the increased threat level from terrorism, one young person commented '...I feel safer knowing the police in general are there to protect us. I also feel safer having Ayrshire Police Division on my Facebook feed. Knowing they are out and about and always there if we need them puts my mind at rest when I need to go anywhere.'

The officer was shortlisted into the final three for the Connected Cops Leadership award. This is an international award recognising the contribution that an individual has made to using social media in policing and was described by judges as a world leader in this field.



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**We consider the divisions approach to the use of social media as an example of good practice in taking policing closer to local communities.**

63. Community engagement is an essential element to effective local policing. Maintaining on-going dialogue with communities helps the police to identify and deal quickly with emerging concerns and to strengthen trust and confidence in the service. In Ayrshire we found that there were effective relationships in place with community planning partners and local councillors, but there are no systematic arrangements, other than with community councils, for routine dialogue to identify local issues and build relationships between local community officers and local communities.
64. We took the opportunity to attend three community councils during our fieldwork where we were able to discuss local policing arrangements with those in attendance. At these meetings both community councillors and members of the public expressed concerns that they had little or no contact with the police and none could readily identify their local officers. Most said that they felt there had been a decline in engagement with the police, they could name individual community officers for their areas from several years ago, but did not know who their community officers were now nor did they know how to contact them.
65. These issues are similar to those we found in Fife where some partners and officers expressed concerns about the long-term sustainability of their mechanisms for engaging with the public (Community Engagement Model<sup>36</sup>) that they believed were being eroded as a result of the introduction of 'Guiding Principles for Local Policing'. This is a disappointing development given that the intention of Police Scotland in restructuring community policing was to make it easier for the public to know who their local officers are and how to get in touch with them<sup>37</sup> alongside the fact that a key element of police reform is to *strengthen the connection between police services and communities*. We will return to this issue at paragraphs 108-111, where we consider arrangements for community policing in Ayrshire. **HMICS will continue to monitor and report this issue as we progress our scrutiny programme.**

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<sup>36</sup> HMICS (October 2014): **Local Policing+ Pilot Inspection of Fife Division (paragraphs 86-89)**  
<http://www.hmics.org/publications/hmics-local-policing-pilot-inspection-fife-division>

<sup>37</sup> Chief Constable of Scotland – Your Community – Police Scotland

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## Local scrutiny

66. Sections 45 and 115 of the Act were created with the intention of taking policing closer to local democracy by enabling the development of local scrutiny and engagement structures that allow more local councillors to play a part in shaping the services in their areas. Prior to the creation of Police Scotland, Ayrshire Division formed part of Strathclyde Police. The Strathclyde Police Authority was the force's governing body and was made up of 34 local councillors representing the 12 constituent local authority areas, with two councillors from each of the three Ayrshire local authorities. At the time of our inspection there were a total of 26 councillors from Ayrshire sitting on the three local scrutiny groups, representing greater involvement in local policing than was the case under legacy force arrangements. We consider this as *strengthening the connection between police services and communities*, which is one of the identified benefits of police reform.
67. The Act is not prescriptive with regard to the structures and processes to deliver the key elements of local scrutiny and local authorities and partners have developed arrangements according to local need and preference. This has been the case in Ayrshire with each council adopting slightly different approaches as set out in Table 7 overleaf.



Table 7: Summary of local scrutiny arrangements for Ayrshire Division

Council Area	Committee Structure	Frequency of Meetings	Information received
North Ayrshire	The Police and Fire & Rescue Committee discharges the functions of the Council in connection with the provision of Police and Fire and Rescue Services within North Ayrshire. (Seven councillors)	Quarterly	Performance reports for each Local Authority area follow a similar format and provide information on performance against the objectives set out in each local policing plan. Red/ Green highlighting is used to indicate performance better or worse than the stated objective. Contextual information provides details of activity that is attributed to influencing the performance outputs.
East Ayrshire	East Ayrshire Council established a Governance and Scrutiny Committee with a remit that includes external scrutiny of Community Planning Partners. (11 councillors)	Six monthly	
South Ayrshire	South Ayrshire Council Partnerships Panel – to monitor review and challenge the performance of services in South Ayrshire which are delivered through or in partnership with external bodies. (Eight councillors)	Previously reported annually progress to full council with informal meetings in between. The Partnership Panel held its first meeting at the end of November 2014 and intends to receive six monthly reports.	

68. Each committee is provided with a report that outlines progress against local policing plan priorities. Although there were no scrutiny meetings during the period of our inspection we had observed meetings prior to the inspection. We also liaised with the Improvement Service<sup>38</sup>, which has a national role in supporting the development of local scrutiny arrangements. We also reviewed minutes and reports provided by the division to the respective scrutiny committees. We found that these contained detailed updates about progress against the priorities outlined in each plan. This meets the requirements of the Act in terms of reporting on local policing activity, but as we have highlighted (paragraph 31) ‘statistical information on complaints made about the Police Service in, or the policing of, its area’ is not provided in these reports.

<sup>38</sup> <http://www.improvementservice.org.uk>



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69. During our inspection we consulted with representatives from each of the scrutiny groups and the wider Community Planning Partnerships. Each council area expressed satisfaction with their scrutiny arrangements and the various levels of scrutiny that exist. In addition to the formal arrangements established in accordance with the Act, the police also report on progress to Community Planning and Community Safety Partnerships and more locally to community councils. We were made aware of concerns that some councillors on scrutiny groups had about their knowledge of policing, which they felt limited the extent they could scrutinise the police reports being provided to them. We are of the view that local commanders have a role in supporting effective local scrutiny<sup>39</sup>. Our inspection found that the level of input to local scrutiny groups on wider local and national policing issues has been limited. This contrasts with other areas in Scotland, (e.g. Highland, Edinburgh, Stirling and Fife) where scrutiny groups had received such inputs from their commanders. These arrangements have been welcomed by the groups in these areas and assisted them in gaining a greater awareness of local policing, in our view, this has assisted in developing more effective scrutiny.
70. We consider that the Divisional commander could do more to help develop local scrutiny and should consider ways to assist improving scrutiny groups understanding of how policing operates in Ayrshire. This should complement the work being conducted by the SPA as described in the next section.

### **Recommendation 3**

The Divisional Commander should work with each local scrutiny group to assist in improving awareness of policing.

### **Scottish police authority engagement**

71. The SPA has an important role to play in supporting local scrutiny. HMICS has previously recommended that the SPA should engage with local authorities to define roles and responsibilities and understand their interest in issues beyond setting the local policing plan<sup>40</sup>. We understand that the Authority have taken steps to strengthen local engagement and accountability. The SPA are seeking to improve engagement with local authorities by:

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<sup>39</sup> HMICS & HMFSI (May 2013): Paragraph 6.5 – A Thematic Inspection of the Development of Local Police Plans and Local Fire and Rescue Plans and Associated Arrangements for Local Scrutiny and Engagement

<sup>40</sup> HMICS, July 2014, Thematic Inspection of Road Policing – Recommendation 4:  
<http://www.hmics.org/publications/hmics-thematic-inspection-road-policing>



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- Agreeing a process for advanced engagement between Police Scotland and the SPA to clarify roles, relationships and responsibilities between local and national scrutiny and enabling local input into national decision making.
  - Developing the SPA-led 'Partners in Scrutiny' forum that brings together key stakeholders and partners at local and national levels to promote greater understanding of respective roles and responsibilities.
  - Developing the arrangements for local dialogue between nominated SPA members and local authorities to include a wider range of representatives from councils, communities and community planning partnerships.

72. To meet the arrangements for local dialogue the SPA has nominated individual SPA members with a responsibility to provide liaison between the authority and local authority scrutiny groups. As part of our inspection process we consulted with the nominated lead SPA member for Ayrshire who reported that liaison with the respective authorities was progressing. This approach is based upon initial guidance issued to SPA members. We found that the nominated SPA lead had made a positive impact in developing links with Community Planning Partners and scrutiny groups. This has included attendance at scrutiny meetings and planned inputs on the role and remit of the SPA. HMICS is fully supportive of this approach, which develops relationships between the SPA and local authorities, and strengthens both national and local scrutiny of policing.





## Planning and processes

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### Key Findings

- The division has benefited from increased access to specialist resources as a result of police reform.
- Increases in bureaucracy were a recurring concern expressed by officers and staff during our inspection.
- The division has the capacity and capability to plan for significant events within its area.
- The division has processes in place to review the effectiveness of activity and support continuous improvement.

### Process

73. The establishment of a national service has brought about a standardisation of key processes to ensure a consistent approach to service delivery. A significant amount has been achieved by Police Scotland in this regard and work is still in progress to ensure a consistent approach is taken in service delivery.
74. As with any change programme the introduction of new ways of working is not without challenge. During our inspection some officers and staff expressed concerns about increases in bureaucracy that were affecting their ability to manage individual workloads. As in Fife, there was particular concern over the impact of the Interim Vulnerable Persons Database (iVPD)<sup>41</sup>. Some officers and partners expressed concerns about lowering of thresholds and increased volume of submissions.
75. We understand that these concerns will be addressed as part of a number of interrelated developments by Police Scotland that should improve the way in which vulnerable people are identified and protected. These include the establishment of a National Child Abuse Investigation Unit<sup>42</sup> and Divisional Concern Hubs. **These are matters that we will consider in more detail when we consider the management of missing persons as the + element of our next local policing inspection, which will take place in Aberdeen early in 2015.**

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<sup>41</sup> The aim of the database is to capture, share and assess information and intelligence on vulnerable persons. There is a requirement to submit information in relation to any incident where there are concerns for children or adults, victims of domestic abuse, victims of hate crime and young offenders.

<sup>42</sup> Scottish Government, (2014): Scotland's Action Plan to Tackle Child Sexual Exploitation: <http://www.scotland.gov.uk/Resource/0046/00463120.pdf>



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76. Another area of concern raised by some officers and staff was the impact of changes to the service of citations. These are notifications to witnesses of their requirement to attend court to give evidence. Police Scotland is introducing a number of changes that are intended to improve the efficiency and effectiveness of the process. It was suggested that the changes had resulted in an increase in the volume of citations to be served by officers and created issues with administration of the process.
77. We understand that these issues have arisen from changes being made in support of a wider criminal justice reform programme that are still on-going. This has involved the removal of document server police staff posts and the restructuring of local administrative support. This has led to the workload being transferred to police officers and issues with regard to the overall management of the process. However, we understand that these reforms have still to become fully embedded and a number of other changes have still to take effect. These include improved administrative processes and more effective ways of working such as the use of postal citations. **We will continue to monitor the impact of criminal justice reform as we progress our Local Policing Inspection Programme.**

### Planning and support

78. The Divisional Co-ordination Unit (DCU) manages the division's back office, planning and co-ordination functions to ensure the division has the capacity and capability to respond to significant incidents and events. The unit acts as a point of contact to request the assistance of the broad range of resources that are now available to support operational activity.
79. The DCU is also responsible for planning for significant events that take place in the division, including the Scottish Grand National and Gold Cup at Ayr Racecourse and regular football matches at Kilmarnock and Ayr United. The division has the capacity and capability to deal with most events that take place and receives, when necessary, additional support from both the Specialist Crime (SCD) and Operational Support (OSD) Divisions through the provision of access to national specialist resources.
80. Locally the division has its own Alcohol and Violence Reduction Unit (ARVU), which provide the divisional capacity for high profile patrols in disorder hot-spots, licensing checks and the monitoring of perpetrators of violent crime and domestic abuse who pose a high risk of re-offending.
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## Divisional learning

81. The division recognises the need for continuous improvement. For example the *Safe Shore* plan was implemented in South Ayrshire to prevent problems such as were experienced during the summer of 2013 as a result of large groups of youths congregating on Ayr Beach. The division has also implemented a range of measures to address the issues identified during our Crime Audit<sup>43</sup>. It has in place a process to identify good practice and learning from local police and partnership initiatives. We were provided with details of a number of cases during the course of our inspection including the use of Social Media (paragraph 62), Prevention First and the Multiagency Domestic Abuse Response Team (MADART) (paragraph 119). The Divisional Commander has the opportunity to share examples of learning and good practice from and with other commanders across Scotland through the forum of the monthly commanders meeting chaired by the DCC.
82. The division has in place processes to monitor the management of local risks and implement mitigation actions. These are based on nationally prescribed procedures that are still being developed. We note these developments and will monitor progress in terms of local risk management and improvement as we continue our inspection programme.

## Service standards, public satisfaction and confidence

83. Satisfaction and confidence are key outcomes for Police Scotland that require robust monitoring processes. The division follows national processes to gauge levels of confidence and satisfaction in the service. Established in October 2013, the User Satisfaction Survey (USS) assesses the satisfaction and confidence of those who have had contact with the police. Between October 2013 and March 2014, around 80% stated that their confidence level in Police Scotland was high or very high. The division's contribution to this process is to conduct a set number of telephone surveys each month as part of an on-going data gathering process. Over the course of 2013/14 over 700 people were contacted in this way by the division to provide an annual overview of confidence and satisfaction.
84. In addition to the on-going surveys Police Scotland also conduct an annual public consultation survey to identify the priorities in each multimember ward area. These are conducted by officers face-to-face with the public. Although officers are asked to interview a wide range of individuals we note that this is not a scientific approach and not statistically representative of

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<sup>43</sup> HMICS: Crime Audit 2014: <http://www.hmics.org/sites/default/files/publications/HMICS%20-%20Crime%20Audit%202014%20Report.pdf>



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the demography of Scotland. In 2013 over 31,000 people completed the survey, which was conducted by local officers across Scotland. The exercise was repeated in October 2014. This approach provides an opportunity for the public and police to engage directly and discuss local issues. The national public consultation exercise is also used as a means to gauge public confidence in local policing.

85. We consider that public confidence and satisfaction are key measures of success for Police Scotland and welcome the introduction of consistent data collection methodologies across Scotland and the establishment of a baseline from 2013/14. However, direct contact with service users by the service provider may not be the best means of accurately assessing confidence and satisfaction. Although this approach provides local officers with the opportunity to engage with the community they serve, there may be a risk that individuals may not always be confident in voicing their opinion face-to-face with officers. We acknowledge that every effort is made to ensure the integrity of the process but in the interest of transparency we are of the view that independent surveys may provide a better means of obtaining valid and reliable levels of satisfaction and confidence. **This is an area we will revisit more fully as part of our local policing inspection programme.**

### Complaints handling

86. The complaints handling process is a national function co-ordinated centrally through the Professional Standards Department (PSD). The complaints procedure is set out on the Police Scotland Website<sup>44</sup>. During our inspection we consulted with PSD and PIRC and no concerns were highlighted in respect of complaints or compliance with the complaints handling process in Ayrshire.

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<sup>44</sup> <http://www.scotland.police.uk/about-us/police-scotland/complaints-about-the-police/>



## People

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### Key Findings

- There is a commitment to mainstreaming equality duties throughout every aspect of local policing.
- There is no performance appraisal system for constables and staff within the division.
- There is a significant and as yet unfulfilled desire from officers and staff for regular face-to-face dialogue with senior officers.
- Some officers and staff expressed the view that the organisation was not upholding its own values of Integrity, Fairness and Respect in relation to its staff.
- The pace and nature of change has affected the morale of officers and staff.
- More needs to be done to improve internal communications.

### Skills and development

87. At the time of this inspection there was no national appraisal system for officers and staff in place. Divisions are still using legacy appraisal arrangements as an interim measure. However, there is no consistency of approach and in Ayrshire there is no appraisal process for constables and staff. This approach is in marked contrast to the position we found in Fife, where the legacy system was used to review people's performance and identify learning and development opportunities. While we understand that interim arrangements should be in place to deliver a consistent national approach to police officer and police staff appraisal for 2015/16, we would encourage Police Scotland to expedite its plans to fully deliver a robust national Performance and Appraisal System for 2016/17.

### Recommendation 4

Police Scotland should progress its interim arrangements for a consistent national approach to police officer and police staff appraisal for 2015/16 and expedite its plans to fully deliver a robust national Performance and Appraisal System by 2016/17.

88. Individual training and development is largely through a self-nomination process and approval is based on whether or not the request is essential to the individual's role. Oversight of training requests and skills gaps is provided by the division's Human Resources Group, which also supports individuals to develop their skills and experience by identifying opportunities that assist in lateral development or promotion.



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89. Some concerns were expressed in relation to the process for the delivery of general awareness training, e.g. as a result of changes in legislation or procedures. Officers commented that this was mainly a self-learning on-line process, with no opportunity to raise questions or discuss issues with 'experts'. **These are areas of interest to us that we will continue to monitor as part of our scrutiny programme.**

### Staff well-being

90. As part of a national process, Ayrshire Division has a local health and safety committee. This is chaired by a superintendent with representation from staff associations and unions. The committee meets regularly to discuss relevant issues including management information reports relating to incidents at work.
91. Processes are in place to monitor the hours worked by junior officers and staff. This is in contrast to the hours being worked by senior officers (paragraphs 49-50). However, similar issues to those in Fife were raised during focus groups, where a number of response and community officers expressed concerns regarding:
- a. The number of times rest days were being cancelled, particularly to attend court.
  - b. The number of days that were classified as 'red days'<sup>45</sup> where no time off or short periods of annual leave was permitted.
  - c. The application of divisional Operational Base Levels (OBL)<sup>46</sup>.
  - d. The incorporation of public holidays into annual leave entitlements<sup>47</sup> making it more difficult to take ad hoc periods of leave because of a, b & c.
92. The cancellation of rest days to attend court was of particular concern to response and community officers because of the subsequent impact on the numbers of officers remaining on duty to provide policing services when the rest days are re-allocated. This was said to be exacerbated as a result of the strict application of a divisional OBL. These are issues that we will develop further in the Resources section of this report.

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<sup>45</sup> Red days are dates on which there is a known pressing need or demand for officers to work. Approval of an Assistant Chief Constable is required in order to designate a day as a Red Day. There is a restriction on the application of any TOIL, Re-rostered rest days and/or annual leave (that is not within a provisional leave period). A level of authorisation within the division is required before time off can be granted on these dates.

<sup>46</sup> The operational base level identifies the number of resources required in the division to meet anticipated operational demand.

<sup>47</sup> The incorporation of public holidays into annual leave followed a negotiated settlement between the Scottish Police Federation and the service. The result has been an uplift in the annual leave entitlement.



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93. 2014 was a challenging year for Police Scotland with the Commonwealth Games and other national events resulting in considerable pressures for the management of time off and annual leave. The division has sought to address this through effective resource management and monitoring of the levels of outstanding annual leave and time off. We recognise that this has presented some difficulties but we would expect some of these pressures to ease in the coming months. As in Fife we note the concerns of officers and staff but are assured that the Divisional Commander, Senior Management Team and SPA Human Resources and Remuneration Committee are closely monitoring practices and progress in relation to the cancellation of rest days and the management of time off and annual leave.

### **Motivation and job satisfaction**

94. In Ayrshire we found that morale amongst officers and staff was low. This reflects the position we found in Fife where the pace and nature of change had affected morale. We were surprised to find this in Ayrshire given that many of the changes that were affecting Fife had taken place in the division some time ago under the legacy Strathclyde arrangements. We had expected that these processes had become well embedded and become accepted. We noted that the impact on morale was most evident with response and community teams and police staff. In addition to the concerns identified at paragraph 90 other issues raised by officers and staff and their representatives as having an effect on morale included:

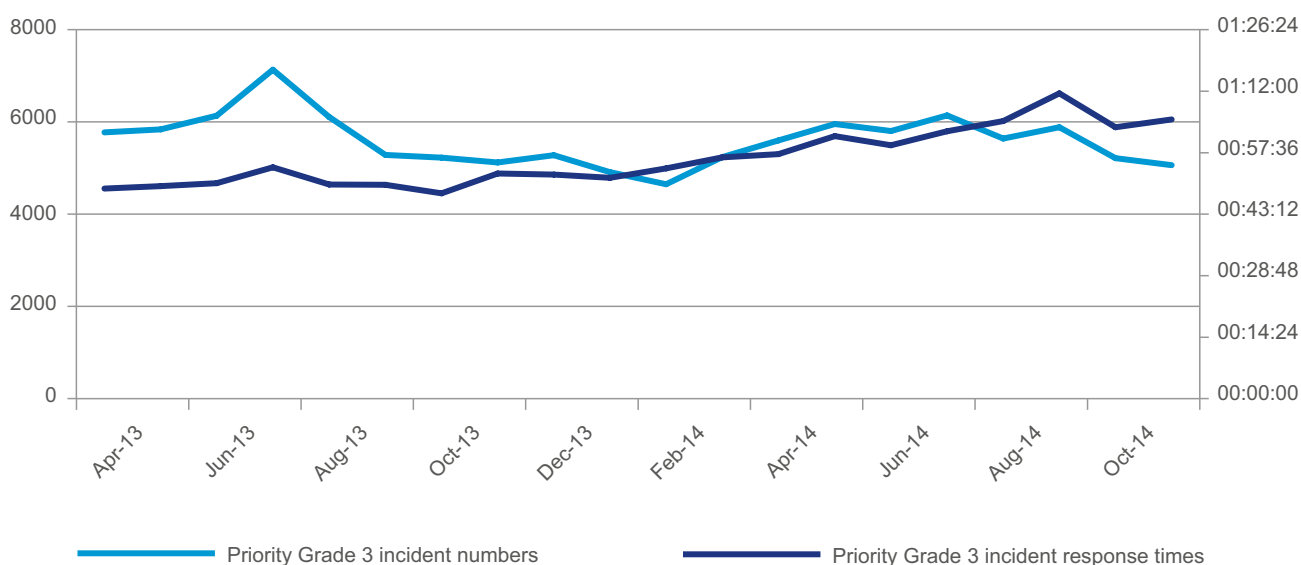
- Reductions in staffing levels on response and community teams affecting their ability to respond to demand (paragraphs 95-97 and 110).
- Increasing demands on response and community teams as a result of the introduction of new processes (e.g. iVPD, paragraph 74-75) and transfer of functions from other areas (e.g. service of citations, paragraphs 76-77).
- Constant pressure to achieve performance targets (paragraph 56).
- Lack of opportunities for engagement with senior officers to exchange views and contribute to or influence change (paragraph 99).
- Changes to terms and conditions with particular reference to police pensions and a lack of clarity about the implications of the changes that was inhibiting officers' ability to make financial planning decisions.

95. A decline in morale could typically result in increased rates of sickness and growing numbers of individuals leaving the organisation. We did not find this to be the case in Ayrshire.



96. As a means of assessing whether or not the capacity to respond to demand was being affected we would expect to see changes in the number of times officers were being required to remain on duty to meet demand and also an increase in the time it was taking officers to respond to calls from the public<sup>48</sup>. We were provided with data by Police Scotland in relation to both factors. In relation to officers being retained on duty we found there had been a 12% rise in the number of hours of time off in lieu banked as a result of officers remaining on duty between 2012/13 and 2013/14. We found that response times for higher priority Grade 1 and 2 calls had not changed, but response times for lower priority Grade 3 calls had risen on average by around 15 minutes over the past 18 months (see chart 3 below) even though the number of calls has remained largely the same.

Chart 3: Ayrshire Priority Grade 3 call volumes and response times April 2013 – November 2014.



Source: Police Scotland

<sup>48</sup> Calls from the public are graded according to urgency with Grade 1 being an emergency response, Grade 2 a priority response, Grade 3 a standard response and Grades 4-6 being calls where the response could be scheduled or resolved over the telephone without the need for an officer to be deployed. Under Police Scotland's Guiding Principles for Local Policing response teams deal with priority 1 and 2 calls and community teams are expected to attend Grade 3 and below calls.





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97. The rise in response times is indicative of the concerns highlighted by officers that staffing levels on response and community teams are affecting their ability to respond to demand. The fact that Grade 1 and 2 call performance is still being met whilst Grade 3 call performance is declining, supports the assertion that community officers are bolstering the demands placed on response officers. We are of the view that these are potential early indicators of increasing pressures on the division's capacity to respond effectively to demand and is an issue we will discuss further in the Resources section of this report.
98. We found that Police staff and UNISON in Ayrshire expressed similar views to the views of their colleagues in Fife, these included:
- The view that they had no mechanism to voice their concerns during the reform programme.
  - Changes to role descriptions which they considered to be too generic and did not take account of the range of tasks they perform.
  - Uncertainty about which division they should be working for.
- As a result staff felt unsure about where their future lay.
99. The division has no formal mechanism for officers or staff to raise or receive feedback on current issues. Some officers and staff suggested there was no point in expressing concerns as they felt they were not always listened to. Some expressed the view that the organisation was not upholding its own values of Integrity, Fairness and Respect in relation to its staff. We are of the view that more could be done to engage with officers and staff so that key messages are able to be understood, issues can be raised for constructive discussion, feedback received on the outcomes and individuals are given the opportunity to participate in change. The Division has recognised this as an issue and, in addition to the communication methods highlighted at paragraphs 58-61, intends to introduce monthly forums to provide opportunities for face-to-face dialogue with senior leaders.
100. We understand that Police Scotland and the SPA are considering a number of initiatives to improve officer and staff engagement nationally, including a 'Leadership Engagement Programme' and plans to conduct an Employee Opinion Survey early in 2015. The service publicly recognises that "*Engaged staff, staff who feel they are consulted, listened to, considered and supported are more likely to take fewer absences, work harder, remain with*
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*the organisations and represent and advocate a professional and positive picture of their organisation to the public”<sup>49</sup>.*

101. We fully support this statement by Police Scotland and the proposals for leadership engagement and the staff survey. In particular we welcome the intention that the survey is to be conducted independently, but believe that the SPA should take ownership for commissioning the survey and any subsequent report. This should reassure officers and staff over the integrity of the process and encourage their full and honest participation. We also consider that the survey should include an opportunity to assess the extent to which police officers and staff believe that Police Scotland is living its own organisational values and meeting its public statements on staff engagement. This is in keeping with our recommendation made in the Fife inspection report for Police Scotland to review internal communications processes.

### **Recommendation 5**

The Scottish Police Authority should commission the planned Police Scotland staff survey as soon as practicable and ensure that this is undertaken independently.

### **Equalities**

102. Police Scotland and the Scottish Police Authority have stated their ambition to be an employer which values its different communities, fostering respect for diversity and challenging prejudice and discrimination to meet its ‘general duty’ under the Equality Act 2010<sup>50</sup>. In doing so there is an acknowledgement that service delivery is inextricably linked to the way staff are treated and confidence in communities requires this first to be built in its own staff. The service has identified a number of equality and diversity outcomes<sup>51</sup> that will deliver these aims and has implemented an action plan<sup>52</sup> and governance arrangements to oversee activity.

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<sup>49</sup> Scottish Police Authority: HR and Remuneration Committee – 27 November 2014:  
<http://www.spa.police.uk/meetings-events/183866/257656/>

<sup>50</sup> Equality Act 2010: <http://www.legislation.gov.uk/ukpga/2010/15/contents>

<sup>51</sup> Police Scotland: Equality and Diversity in Police Scotland 2013:  
<http://www.scotland.police.uk/about-us/equality-and-diversity>

<sup>52</sup> Police Scotland Equality and Diversity Update – July 2014:  
<http://www.scotland.police.uk/assets/pdf/138327/243045/equality-and-diversity-update-july-2014?view=Standard>



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103. In Ayrshire the division has articulated its commitment to ensuring equalities are considered throughout every aspect of local policing. The division's Diversity Group is responsible for ensuring the delivery of local and national equality and diversity outcomes. The group is chaired by a superintendent and members include area commanders, partnership Chief Inspector and Inspector and Local Authority Liaison Officers.
104. Due to the limited time available in our inspection we were unable to fully assess the divisions approach to equalities. **We note the approach that has been adopted with respect to this important issue and will continue to monitor approaches at divisional and force levels as we progress our inspection programme.**



## Resources

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### Key Findings

- The effectiveness of community policing arrangements is being affected by regular abstractions to support response policing.
- There is an opportunity for the division, in reviewing operational base levels, to get policing closer to communities.
- The division has a good overview of its estate and has identified opportunities to make savings by sharing accommodation with partners.

### Structure

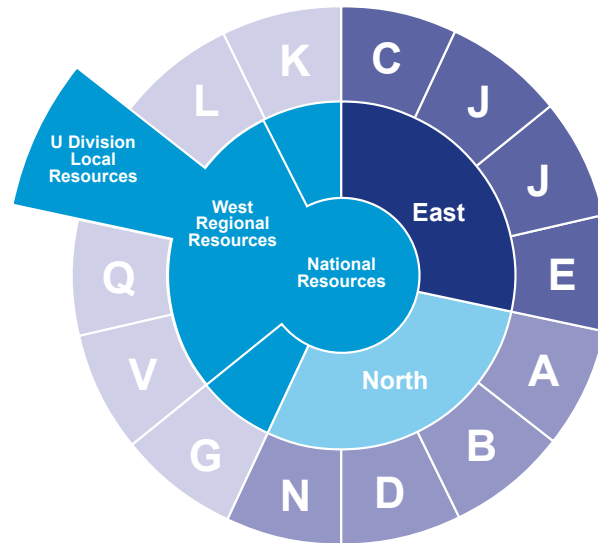
105. Police resources in Ayrshire Division have been structured in accordance with Local Authority boundaries. Three area commands, each led by a chief inspector, deliver operational policing. The area commands are largely self-contained but provide mutual support where necessary. There are three main operational hubs, from which the majority of local resources operate, and a number of satellite stations in outlying areas (these are illustrated in Figure 2, paragraph 51).
106. Response and community teams in each area are the public face of the service as the first responders to calls from the public. These are supported by a range of 'specialists' based within the division including: Community Investigation Unit (CIU), Criminal Investigation Department (CID), Domestic Abuse Investigation Unit (DAIU), Divisional Rape Investigation Unit (DRIU) and local intelligence and analysis officers and staff.
107. The division has 850 officers to address local demands. These comprise response, community and other functions. This number is supported by specialist resources at a regional and national level as indicated in the diagram at Figure 3. Police Scotland data<sup>53</sup> identifies that the division can call on 1,259 regional and 1,349 national officers to support local policing. However, these are not necessarily immediately accessible to the Divisional Commander and are subject to other competing local, regional and national demands.

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<sup>53</sup> Police Scotland: Officer Numbers Quarterly Fact Sheets, Quarter 2 – 30 September 2014



Figure 3: Resources available to Ayrshire 'U' Division.



(Source: Police Scotland) – The outer ring denotes Police Scotland's 14 divisions by their divisional letter with the expanded section showing U Division for Ayrshire.

108. The community policing structures in Ayrshire have been in place for some time. As a consequence we anticipated that these would be fully embedded and working effectively with officers working in and with local communities. But we found a number of issues including:

- Attendance at Community Council meetings and other events is fragmented and lacking continuity.
- Community officers routinely abstracted to backfill e.g. in custody, or to cover for gaps in response teams.
- Blurred lines of responsibility – community officers worked different shift patterns to community inspectors and had little contact with them to the extent that officers stated they identified more with their response colleagues than community policing.
- No sense of local ownership – many community officers reported spending little time on their area as they are regularly directed to attend calls in other areas and as a consequence spent little time developing local relationships.



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109. Current structures are based upon Police Scotland's 'Guiding Principles for Local Policing'. These were introduced initially by Strathclyde Police in 2009 and introduced nationally in 2013 to ensure a degree of consistency under the single service. The principles advocate an "integrated approach that puts community policing at the heart of operational service delivery". Teams of community and response officers work together dealing with calls from the public supported by local and regional specialist units to address overall demand. We understand the need to balance local policing resources and specialist resources to meet emerging challenges and the changing nature of policing e.g. human trafficking and child exploitation. Given the finite number of officers within Police Scotland the creation of specialist teams has resulted in inevitable reductions of officers on community and response policing teams. Data from Police Scotland indicates that there had been a 16% reduction in numbers in response and community teams in Ayrshire between October 2010 and the time of our inspection.
110. Many of the response and community officers we spoke to during our inspection regarded themselves as being part of one team, and whilst this is in keeping with the 'one-team' ethos of the 'Guiding Principles', many officers expressed the view there was little or no demarcation in terms of the calls they were responding to. This was attributed by officers to the reductions in the numbers of officers on response and community teams, and meant that community officers had little time to engage with communities to address local issues. We have mentioned in the People section that the volume of calls from the public has not diminished and, with fewer officers, meeting some aspects of that demand appears to be becoming more difficult. **Given that one of the benefits of police reform is to take policing closer to communities this is an area of concern which we will continue to monitor during our local policing inspection programme.**
111. During our inspection of Fife we found similar issues to those identified in Ayrshire. In Fife we took the view that this was due to new structures not having been fully embedded and recommended that the Divisional Commander completed a review of arrangements at the earliest opportunity. In Ayrshire we found that the division was about to review Operational Base Levels (paragraphs 90-91). These are based on a complex analysis of demand data with the intention of ensuring the right numbers of officers are available to meet anticipated levels of demand. The review will ensure that the changing nature of the demands faced by response and community teams, e.g. citations, are taken into consideration. We are of the view that this may present the division with an opportunity to review the effectiveness of current roles and responsibilities of response and community policing teams that takes account of the concerns raised by officers and staff here and at paragraphs 94 and 98.
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## Recommendation 6

The Divisional Commander should incorporate the proposed review of operational base levels into a wider review of the roles and responsibilities of community and response policing teams that takes account of the views of officers, staff and stakeholders.

## Physical assets

112. The division has a good overview of its estate and has in place a local asset management plan, based on the national asset plan<sup>54</sup>, and has worked in partnership to broaden its base within communities. For example in East Ayrshire the Council has in place a range of co-located premises tailored to meet the needs of local communities. Police Scotland has staff bases within three of these facilities, namely Dalmellington, Drongan and Stewarton.
113. In addition to co-location the division has identified a number of opportunities to release buildings that may be surplus to requirement or no longer fit for purpose. Arrangements are at an advanced stage in Girvan where the police will be located within NHS facilities. Final approval rests with the SPA Finance and Investment Committee, which has oversight over estates nationally. We are of the view that the views of divisions and partners are key to local decisions and, when the need arises, should be involved in exploring alternative accommodation solutions that meet the needs of local communities.
114. During the course of our inspection several concerns were expressed regarding the physical condition of Ayr police station and in particular interview facilities. These concerns have been raised with Police Scotland and a review is under way.
115. Similar to Fife<sup>55</sup> another area of concern that was raised during our inspection related to access to vehicles. Officers highlighted that there were periods of time when the number of vehicles available was limited e.g. as sometimes they were being repaired. Concerns were raised that any further cuts to the fleet could affect the division's ability to respond to demand. **We understand that Police Scotland has introduced new ways of working that are intended to improve the effectiveness of its fleet, but we will continue to monitor this issue as we progress our scrutiny programme.**

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<sup>54</sup> Police Scotland: Property Asset Management Plan 2013 – 2016: <http://www.spa.police.uk/assets/126884/188888/item14>

<sup>55</sup> HMICS (December 2014): Local Policing+ Inspection of the Investigative Approach to Rape in Fife Division: <http://www.hmics.org/sites/default/files/publications/HMICS%20-%20Local%20Policing%2B%20Inspection%20of%20the%20Investigative%20Approach%20to%20Rape%20in%20Fife%20Division.pdf>

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### **Financial assets**

116. Arrangements for managing finances locally are similar to those we found in Fife. In essence the Divisional Commander has little influence over the budget as officer numbers are fixed and combine with police staff to account for around 95% of the divisional costs. The only area for meaningful discretion is the overtime budget, which can be used to target operational demand. The division has secured additional overtime funding from partners for use in addressing local priorities. We understand that this has been 'ring-fenced' to protect it from future savings in the overall budget. We found that there is effective monitoring of the overall budget.

### **Managing information and intelligence**

117. Intelligence structures and processes are being inspected as part of the 'plus' element of this Local Policing Inspection. The findings of the review will be reported separately.





## Partnerships

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### Key Findings

- Partnership working is well established in all three local authority areas.
- Local Authority Liaison Officers play a key role in supporting partnership activity in each local authority.
- Campus officers have helped build good relationships with young people, which may be a contributory factor in reducing antisocial behaviour and disorder in the division and support the delivery of wider social outcomes for communities.
- The division is making a valuable contribution to partnership activity but this could be enhanced if the divisional partnership roles were more closely aligned to community-based policing.

118. Police Scotland is a statutory body with a duty to participate in Community Planning processes in each Local Authority area. We found that the division is an active partner at all levels, including participation in and support to strategic Community Planning processes and contribution to the operational delivery of agreed outcomes. There are clear links between the priorities in local policing plans and Single Outcome Agreements.
119. We found many examples of how the division is working effectively with a variety of organisations to support the delivery of local outcomes in each of the local authorities and have selected one from each area as case studies.



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### **East and North Ayrshire – Prevention First**

Prevention First is a community-based partnership initiative that seeks to provide an enhanced collaborative approach to prevent and detect crime and address the underlying causes of crime. First piloted in North Ayrshire the initiative has recently been adopted within East Ayrshire and involves a range of partners including:

- Community safety services & antisocial behaviour investigation team;
- Housing & tenancy support services;
- Social services & providers of children’s services;
- Addiction services; and
- Rehabilitation services.

On a daily basis all reported incidents within the designated problem areas are scrutinised to enable early identification of repeat victims, repeat offenders and emerging trends. Where patterns are identified, reports are developed and shared with the appropriate agencies. Meeting structures have also been implemented to allow invested partners to engage in regular dialogue, develop a range of comprehensive interventions and dedicate resources to resolve these identified, often complex, issues.

In cases involving repeat offenders, joint enforcement visits are undertaken with the antisocial behaviour team to make full use of all legislative powers available to both the Police and Local Authority. Initially offenders are warned regarding their behaviour however if they reoffend during an agreed review period tenancy enforcement action can be taken. The wide range of partner agencies involved in this initiative also ensures that in cases where health or welfare concerns are identified, additional support can be provided to those identified as vulnerable.

Although yet to be formally evaluated early indications suggest this approach is supporting the delivery of improved outcomes for local communities whilst realising both efficiency and financial savings for police and partner agencies.

### **North Ayrshire – MADART**

Historically, North Ayrshire had experienced high rates of reported domestic abuse incidents. Analysis conducted in 2011/12 demonstrated that the number of reported incidents had increased by 90% over the previous decade and 80% of children who had been identified as being at risk of significant harm and placed on the child protection register, had been affected by domestic abuse.

In response to these findings a Multi-Agency Domestic Abuse Response Team (MADART) was established in North Ayrshire in August 2012 to enhance the collaborative approach taken by agencies in response to domestic abuse. The MADART comprises representatives from North Ayrshire Council’s Social Work and Housing department. Administrative support, which is funded by the national lottery, is provided by Women’s Aid. This team is co-located with policing personnel at Kilmarnock Police Office and works in close partnership with a variety of services including:



### **North Ayrshire – MADART (continued)**

- addiction services
- victim advocacy services
- health
- education
- the Scottish Children’s Reporter Administration (SCRA) and
- welfare rights

to provide support in cases of domestic abuse involving children or particularly vulnerable victims identified through a risk assessment process which is applied to all reported domestic abuse incidents in North Ayrshire.

Local processes and information sharing protocols have been established to enable police officers to directly refer domestic abuse incidents which meet this criteria to MADART, who will initiate a co-ordinated partnership intervention. Co-location has assisted in streamlining the referral process, enabling the team to collate relevant background information from partners and conduct joint visits; often whilst the suspect remains in custody pending their court appearance. Prompt intervention is critical as this highlights the support mechanisms which are available to victims and their children from an early stage and enables longer term plans to be put in place to minimise potential future risk. The introduction of MADART has enabled a faster response to be provided to the needs of children impacted by the effects of domestic abuse with the average time taken to deal with a referral having been reduced from 10 days to between two to three days.

North Ayrshire also participates in the Scottish Government’s Caledonian System which, as well as offering services for victims and children affected by domestic abuse, enables convicted domestic abuse offenders to be referred into a two year mandatory rehabilitation programme to reduce future offending behaviour.

Prior to the establishment of MADART all instances of domestic abuse involving children were referred by the police to the SCRA for consideration. SCRA would thereafter make the necessary referrals to partner agencies as considered appropriate for each individual case. This process was time consuming and due to the volume of referrals, there was a danger that high risk cases might not be immediately identified and expedited accordingly. The establishment of MADART has streamlined this process; allowing risk and welfare considerations to be taken into account at an early stage by dedicated, trained personnel. This has reduced the overall number of referrals to SCRA by 53%, with only those deemed most at risk and potentially in need of statutory intervention now being put forward for consideration. This risk based approach allows a more comprehensive focus to be applied to those children identified as most vulnerable. In addition the burden of producing supplementary reports has been reduced for partner agencies with a 20% reduction in the number of reports requested.

The effectiveness of the MADART approach in delivering improved outcomes for victims and children affected by domestic abuse has been widely recognised, with the team being recently presented with an award by Police Scotland at their Ayrshire Division awards ceremony as well as being awarded ‘Team of the Year’ by North Ayrshire Council at the North Ayrshire Achieves awards 2014 and ‘Best Public/Public Partnership Working Initiative’ at the APSE Service Awards 2014.



### **South Ayrshire – Early and Effective Intervention**

Early and Effective Intervention (EEI) is a national youth justice model which seeks to offer alternative solutions to criminal prosecution which will divert young people from the criminal justice system and reduce re-offending rates.

Within Ayrshire, the South West Scotland Community Justice Authority has further developed the EEI approach to offer community-based alternatives to custody for women involved in the justice system. Having successfully secured funding from the Scottish Government's Women's Justice Services fund, EEI for Woman was launched in South Ayrshire in April 2014 and has since been recently extended into East Ayrshire.

As part of this unique approach Police can refer women, who meet the criteria and have committed low level offences, to SACRO who co-ordinate partnership interventions and support provisions based on the identified needs of the individual. Additional partners involved in this initiative include the South West Scotland Criminal Justice Authority, NHS Ayrshire and Arran who provide occupational therapy services and local authorities. In addition the partnership is supported by the Crown Office and Procurator Fiscal service (COPFS).

Individuals who agree to participate are actively involved in working with these partners to identify their needs, address the underlying issues which have caused them to offend and make positive lifestyle choices.

Members of the EEI partnership meet on a quarterly basis to support and assess progress. Women are also empowered to participate in multi-agency meetings which are held in relation to their case; allowing women to be a part of the decision making process which impacts upon their life.

To date Police in South Ayrshire have referred 14 women to SACRO. Two individuals rejected the opportunity to participate in the scheme and as such were reported to the Procurator Fiscal. The remaining 12 individuals continue to actively engage with the partnership and have not re-offended to date.

The EEI for Women process will be subject to evaluation by the Scottish Government in early 2015 and is currently being considered for further roll out in other areas of Scotland.

120. Further evidence of the division's commitment to working in partnership can be found in the range of roles directly involved in partnership working, including:

- Chief Inspector, Director of Community Safety for North Ayrshire Council;
- Partnership Inspector with pan-Ayrshire responsibility supporting strategic partnerships;
- Local Authority Liaison Officers (LALO) – Sergeants that provide a link between Local Authority and the division; and
- Campus Officers – officers that work closely with local schools and locally referred to as 'Campus Cops'.



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121. 'Campus Cops' are contributing to the achievement of wider partnership outcomes through their involvement in a range of activities, including: relating to early years development. Of particular note are:

- South Ayrshire – The Early Years Collaborative has involved primary age children conducting Environmental Visual Audits and reporting findings to a range of community groups. The project is being extended and has assisted in the development of young people.
- South Ayrshire – The Raising Awareness of Stalking initiative involved secondary pupils creating a DVD and lesson notes for schools to raise awareness on how to deal with Internet Stalking and has received recognition from the local MP who raised the matter in Parliament.
- North Ayrshire Campus – The Cedar project (Children Experiencing Domestic Abuse Recovery)<sup>56</sup> involves supporting young children who are affected by domestic abuse. One officer is the first police officer and first male to be trained as a facilitator.

In addition to these initiatives the officers are used on disorder patrols, test purchase operations and the Reckless Driving Wreck Lives<sup>57</sup> campaign.

122. The use of 'Campus Cops' in this way is an example of an effective use of resources that helps build good relationships with young people; may well be a contributory factor in reducing antisocial behaviour and disorder in the division (paragraph 20); and supports the delivery of wider social outcomes for communities.

123. The Partnership Inspector has responsibility for maintaining police partner relationships across Ayrshire by maintaining divisional oversight of all groups and acting as a single point of contact that can make connections between groups to access a range of services to support activity. The role has no line-management responsibilities and therefore sits outside other partnership and community policing arrangements. In addition, like community policing counterparts, the role carries the additional responsibility to provide support to the response inspector at weekends. This limits capacity to develop new initiatives; implement national practice around community safety and drive the divert/deter agenda. We recognise the need to maintain relationships with partners but the role could be further enhanced if more

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<sup>56</sup> For more information on this project visit the cedar network website <http://www.cedarnetwork.org.uk/about/>

<sup>57</sup> <http://www.safercommunitiesscotland.org/publications/reckless-driving-wrecks-lives.pdf>



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closely aligned to other partnership and community policing arrangements. This would provide greater resilience and continuity during periods of absence e.g. annual leave or sickness.

124. There can be no doubt that the division's partnership resources are making a valuable contribution to partnership activity but we take the view that this contribution could be even more effective if key roles such as the partnership inspector, 'Campus Cops' and LALO were more closely aligned to community-based policing. We have recommended that the division reviews current response and community policing arrangements (paragraph 111). That review should also consider how partnership resources are organised, structured and contribute to local partnership activity.

## **CCTV**

125. The future of CCTV has been subject of some discussion recently, in particular, with regard to future funding arrangements. The Scottish Government's CCTV strategy<sup>58</sup> identifies CCTV as a tool to be used as part of an integrated problem solving approach and funding decisions are a matter for local Community Planning Partners. Given the current debate and the variety of approaches across Scotland to managing public space CCTV, we took the opportunity to consider arrangements in Ayrshire through interviews with key individuals in each area.
126. Each local authority is responsible for the management of CCTV in their respective areas with each adopting a slightly different approach. The police contribution is around £30k per authority and is a legacy Strathclyde Police arrangement that has been continued by Police Scotland. Police officers work within each of the CCTV operating centres with access to police radio channels to facilitate communication between CCTV operators and police officers responding to incidents.
127. In North Ayrshire CCTV is managed by North Ayrshire CCTV Ltd. This is a trust that was established when the CCTV systems were first installed. It provides a CCTV monitoring service for North Ayrshire Council, who owns the CCTV network; the service is based at Saltcoats Police Station and has been subject to a recent review, which is due to report to the council early in 2015.

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<sup>58</sup> Scottish Government (2011), *A National Strategy for Public Space CCTV in Scotland*



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128. In South Ayrshire the public space CCTV is managed by the local authority within its community safety structures. In addition to monitoring of CCTV they also provide alarm monitoring and out of hours call handling for the council. These arrangements were established about 20 years ago. At the time of our inspection, the council were reviewing practices. The review was due to be completed early in 2015.
129. In East Ayrshire CCTV is managed by the Risk Management Centre. The unit was established in 2008 following the amalgamation of the council's Community Alarm Service and Helpline, which were previously managed by Social Services and CCTV, which was part of Housing and Environmental Services. The centre provides a range of services including:
- Monitoring of public space CCTV, with access to Kilmarnock town centre shop radios to assist in the prevention and detection of crime and disorder.
  - Monitoring of council properties and sites including fire alarms.
  - Installation and monitoring of domestic abuse alarms, which is supported by the police with an agreement that all activations receive a high priority response, callers remain in touch with the centre until the police have dealt with the incident and left the scene.
  - The centre is used as a Joint Agency Command Centre in the event of civil emergencies.
  - A number of other services such as the monitoring of the council's community alarm service, tele-care services, out of hours home care services and the out of hours council helpline.
130. The service is funded by the council, but in bringing a range of services together the council made savings on the total operating costs. In addition because of the 24 hour monitoring of council properties and alarms the council made significant savings in insurance premiums that in effect have covered the cost of the service.
131. The police are a major user of the service, submitting regular requests for CCTV footage. Since 2009, in East Ayrshire the Police have made 2,709 CCTV footage requests. Since 2008, 5,311 incident reports have been generated, 15.1% refer to disturbances, 8.5% refer to suspect persons, 8.4% refer to missing persons, 7.4% refers to drinking in public, 7.1% refers to assault, and 5.6% refers to theft<sup>59</sup>.

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<sup>59</sup> Data supplied by East Ayrshire Council.



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132. In Fife we recognised that the challenges facing the public sector as a whole are varied and cannot be overcome in isolation. We raised the importance of Police Scotland considering the impact that decisions will have on other services and where appropriate consult at the earliest opportunity. This is very much the case for the future of CCTV. Clearly challenges lay ahead for the service provider and users alike. We note that steps have been taken nationally to commence dialogue between the main stakeholders. We encourage Police Scotland and the SPA to be active participants in ensuring the long-term future of CCTV systems across Scotland and their continuing contribution to keeping communities safe. **We will continue to monitor arrangements as we continue our scrutiny programme.**

**HMICS**

**February 2015**





## Appendix 1: Inspection methodology

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### Background

The Police and Fire Reform (Scotland) Act 2012 (the Act) places communities at the heart of the provision of police and fire and rescue services. The Act requires the police to work in partnership with others to ensure the services are accessible to and engaged with local communities; promote measures to prevent crime, harm and disorder, and improve the safety and well-being of persons, localities and communities in Scotland. This is to be achieved through the three key elements from the Act:

- the designation of a Local Police Commander;
- the production of a local policing plan for each local authority area and approved by the local authority; and
- the creation of formal relationships between the Councils and the service.

Fundamental to the delivery of these requirements is an effective and efficient local policing service. Police Scotland has fourteen police divisions each vary in size and composition but all share responsibility for the delivery of national outcomes through a Single Outcome Agreement with each council. This requires co-operative working between the police, councils, partners and communities to reduce crime and disorder and increase confidence. The police articulate what they intend to do to achieve these outcomes through the local and Multi Member Ward Plans that enable police officers and staff in the division to respond effectively to the concerns of local communities at the same time as meeting and tackling national demands. As such, each division will expect to be subject to close scrutiny<sup>60</sup> of performance locally, through local scrutiny arrangements, and nationally through the Scottish Police Authority and the Scottish Government.

Critical to success will be strong and effective leadership at every level and a performance management framework that is supportive but intrusive. Differences in performance outcomes between Divisions presents an opportunity to continuously improve and maximise the efficiency and effectiveness of local policing. Activity should be intelligence led and above all divisions should engage effectively with local communities to understand and meet their needs and concerns.

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<sup>60</sup> Section 45 (2)-(5) Police and Fire Reform (Scotland) Act 2012



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Our rolling programme of Divisional inspections will ensure that Police Scotland is delivering an accountable, effective and efficient policing service for the people of Scotland. Our overarching aim is to examine how local policing is contributing to achieving the national objectives of:

- We live our lives safe from crime, disorder and danger
- We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others
- Our public services are high quality, continually improving, efficient and responsive to local people's needs

Our inspection took place between July and December 2014.

## **Methodology**

The inspection of Ayrshire Division followed the stages outlined below:

### **Phase 1 – Scoping and planning**

This comprised stakeholder consultation, analysis of data, scanning of media and public documents and an assessment of policies, procedures, strategies and plans to identify areas of risk or of good practice on which to focus inspection activity.

The findings from phase 1 were aligned to our inspection framework from which key lines of inquiry were developed to provide focus for our inspection activity.

### **Phase 2 – The inspection**

During the inspection we conducted over 50 interviews and focus groups involving more than 160 officers, staff, partners and stakeholders along with observations of 15 meetings and briefings.

### **Phase 3 – Feedback**

At the conclusion of our inspection activity we conducted a debrief with the divisional commander. This provided an opportunity for the inspection team and the division to exchange views on the way the inspection was conducted and as a means of highlighting any areas of concern.

### **Phase 4 – Reporting**

Our report is structured around the six overarching themes contained within our framework to ensure consistency in our approach and in the presentation of findings.

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## Appendix 2: Crime group descriptors

Crime group	Type of crime	Examples
Group 1	Crimes of violence	<ul style="list-style-type: none"><li>■ Murder/Attempted murder</li><li>■ Serious assault/culpable and reckless</li><li>■ Firearms Act, S16-18</li><li>■ Robbery and assault with intent to rob</li></ul>
Group 2	Crimes of indecency	<ul style="list-style-type: none"><li>■ Rape</li><li>■ Sexual assault</li><li>■ Assault with intent to rape</li></ul>
Group 3	Crimes of dishonesty	<ul style="list-style-type: none"><li>■ Vehicle crime</li><li>■ Theft</li><li>■ Shoplifting</li><li>■ Housebreaking</li><li>■ Fraud</li></ul>
Group 4	Fire-raising, malicious mischief, etc.	<ul style="list-style-type: none"><li>■ Vandalism</li><li>■ Fire-raising</li><li>■ Malicious mischief</li></ul>
Group 5	Other crimes	<ul style="list-style-type: none"><li>■ Offensive weapons and Knives</li><li>■ Bail offences</li><li>■ Drug offences</li></ul>
Group 6	Miscellaneous offences	<ul style="list-style-type: none"><li>■ Common assault</li><li>■ Breach of the peace</li><li>■ Threatening behaviour</li><li>■ Drunkenness</li><li>■ Racially aggravated offences</li></ul>
Group 7	Offences relating to motor vehicles	<ul style="list-style-type: none"><li>■ Dangerous driving</li><li>■ Drink, drug driving offences</li><li>■ Driving whilst disqualified</li><li>■ Speeding</li><li>■ Seatbelt, mobile phone offences</li><li>■ Licence, insurance, MOT offences</li></ul>



## Appendix 3: Crime data tables

Table A: Crimes & Offences per 10,000 population 2012/13 – 2013/14 comparisons

Crimes	Ayrshire			Scotland		
	2012/13	2013/14	% Change	2012/13	2013/14	% Change
Group 1: violence	14.0	13.5	-3.8	14.2	12.8	-9.9
Group 2: sexual crimes	13.4	13.7	+2.2	14.5	16.2	+11.8
Group 3: dishonesty	254.3	243.9	-4.1	255.8	258.4	+1.0
Group 4: fire-raising, vandalism etc.	131.4	104.1	-20.7	111.9	102.6	-8.3
<b>TOTAL GROUPS 1 to 4</b>	<b>413.1</b>	<b>375.2</b>	<b>-9.2</b>	<b>396.4</b>	<b>390.0</b>	<b>-1.6</b>
Group 5: other crimes such as drugs offences and offensive weapons	99.4	105.0	+6.0	117.5	119.1	+1.3
<b>TOTAL GROUPS 1 to 5</b>	<b>512.5</b>	<b>480.2</b>	<b>-6.3</b>	<b>513.9</b>	<b>509.1</b>	<b>-0.9</b>
TOTAL GROUP 6: common assault, breach of the peace, drunkenness	NDA	347.6		387.1	395.8	+2.2
TOTAL GROUP 7: motor vehicle offences	NDA	617.7		647.7	533.5	-17.6

Sources: Scottish Government <sup>61</sup> <sup>62</sup> and Police Service of Scotland <sup>63</sup>

<sup>61</sup> Scottish Government: Recorded Crime in Scotland 2012/13

<sup>62</sup> Scottish Policing Performance Framework Annual Report 2012/13

<sup>63</sup> Police Scotland: Management Information 2013/14



Table B: Crimes & Offences per 10,000 population 2013/14 – 2014/15 year to date comparisons

Crimes	Ayrshire			Scotland		
	2013/14 Apr-Sep	2014/15 Apr-Sep	% Change	2013/14 Apr-Sep	2014/15 Apr-Sep	% Change
Group 1: violence	6.9	7.0	2.0	6.4	5.9	-8.1
Group 2: sexual crimes	8.0	9.0	12.8	8.6	8.8	2.5
Group 3: dishonesty	121.4	121.5	0.1	133.2	123.4	-7.4
Group 4: fire-raising, vandalism etc.	56.7	53.4	-5.7	53.9	50.0	-7.2
<b>TOTAL GROUPS 1 to 4</b>	<b>193.0</b>	<b>190.9</b>	<b>-1.1</b>	<b>202.1</b>	<b>188.1</b>	<b>-6.9</b>
Group 5: other crimes such as drugs offences and offensive weapons	48.9	56.2	14.8	61.7	58.1	-5.8
<b>TOTAL GROUPS 1 to 5</b>	<b>241.8</b>	<b>247.1</b>	<b>2.2</b>	<b>263.8</b>	<b>246.2</b>	<b>-6.7</b>
TOTAL GROUP 6: common assault, breach of the peace, drunkenness	185.8	170.5	-8.2	217.7	182.2	-16.0
TOTAL GROUP 7: motor vehicle offences	370.1	195.4	-47.2	312.5	198.2	-36.6

Sources: Scottish Government <sup>64</sup> <sup>65</sup> and Police Service of Scotland <sup>66</sup>

<sup>64</sup> Scottish Government: Recorded Crime in Scotland 2012/13

<sup>65</sup> Scottish Policing Performance Framework Annual Report 2012/13

<sup>66</sup> Police Scotland: Management Information 2013/14



Table C: Ayrshire Division detection rate comparison with Scottish average 2012/13 – 2013/14

Detections	Detection rate (%)					
	Ayrshire			Scotland		
	2012/13	2013/14	2014/15 YTD	2012/13	2013/14	2014/15 YTD
Group 1: violence	85.4	87.5	90.0	78.6	81.9	86.2
Group 2: sexual crimes	74.8	83.2	81.7	68.0	75.6	78.4
Group 3: dishonesty	35.3	35.0	38.4	38.1	37.4	34.9
Group 4: fire-raising, vandalism etc.	22.5	20.2	21.2	27.0	25.2	23.4
Group 5: other crimes such as drugs offences and offensive weapons	99.2	98.8	98.0	97.9	98.4	95.9
<b>TOTAL GROUPS 1 to 5</b>	<b>46.5</b>	<b>48.6</b>	<b>50.5</b>	<b>51.3</b>	<b>51.5</b>	<b>49.7</b>
TOTAL GROUP 6: common assault, breach of the peace, drunkenness	NDA	86.6	85.1	NDA	87.9	86.5
TOTAL GROUP 7: motor vehicle offences	NDA	99.7	99.2	NDA	98.9	98.4

Sources: Scottish Government <sup>67</sup> <sup>68</sup> and Police Service of Scotland <sup>69</sup>

<sup>67</sup> Scottish Government: Recorded Crime in Scotland 2012/13

<sup>68</sup> Scottish Policing Performance Framework Annual Report 2012/13

<sup>69</sup> Police Scotland: Management Information 2013/14

## Appendix 4: The links between local and national priorities

Multi Member Ward Plan priorities	Local policing plan priorities	Single outcome agreements	Police Scotland annual police plan priorities	Scottish Police Authority strategic police objectives	Scottish Government strategic policing priorities
Drug Dealing and Drug Misuse	Drug Dealing and Drug Misuse	<p>A safe and secure <b>North Ayrshire</b>:</p> <ol style="list-style-type: none"> <li>1. Levels of crime and antisocial behaviour have reduced and crimes being detected have increased</li> <li>2. Re-offending has reduced</li> <li>3. The harmful effects of drugs and alcohol are reduced</li> <li>4. Levels of domestic abuse have decreased and a higher level of support is provided to victims</li> <li>5. Road safety has improved</li> <li>6. Fire safety has improved</li> <li>7. Fear of crime and ASB has reduced</li> <li>8. More residents engage in community activities and volunteering</li> </ol>		<p>Work in partnership to improve safety for the citizens of Scotland and reduce crime</p> <p>Ensure that all communities, including the most vulnerable, have access to the police service and are given the support they need to feel safe</p>	<p><b>Strategic Priority 1</b></p> <p>Make communities safer and reduce harm by tackling and investigating crime and demonstrating pioneering approaches to prevention and collaboration at a national and local level</p>
Dishonesty/ Housebreaking/ Theft/Bogus Callers	Dishonesty			<p>Increase public confidence in the police service by understanding and responding to the particular needs of Scotland's diverse communities</p> <p>Promote a culture of excellence</p>	<p><b>Strategic Priority 4</b></p> <p>Make communities stronger and improve well-being by increasing public confidence and reducing fear of crime, making the new Police Service of Scotland an exemplar of visible, ethical and responsive policing.</p>
Road Safety/Road Crime/Speeding Motorists	Road Safety	<p>Improving Community Safety in <b>East Ayrshire</b>:</p> <ol style="list-style-type: none"> <li>1. Crime and anti-social behaviour tackled, and the fear of crime and anti-social behaviour reduced</li> <li>2. Preventative and diversionary activity delivered</li> <li>3. Community safety in neighbourhoods and homes improved</li> <li>4. Protection of children and the safety of vulnerable adults, individuals and families</li> </ol>	<p>Violence, Disorder and Antisocial Behaviour</p> <p>Road Safety and Road Crime</p> <p>Serious Organised Crime and Counter Terrorism</p> <p>Protecting Vulnerable People</p> <p>Major Events and Resilience</p> <p>Business Benefits of Reform</p>	<p>Enhance Scotland's global reputation as a safe place</p> <p>Ensure that there is equitable access to services across all of Scotland's communities where and when needed</p>	<p><b>Strategic Priority 2</b></p> <p>Strengthen Scotland's reputation as a successful and safe country by demonstrating excellence in effectively planning for and responding to major events and threats</p>
Violence/Antisocial Behaviour/Disorder	Violence and Antisocial Behaviour	<p><b>South Ayrshire Safer and Stronger Communities and Reduced Offending</b>:</p> <ol style="list-style-type: none"> <li>1. Communities are more confident and empowered to address the issues that matter to them</li> <li>2. People are safer as a result of reduced levels of violence, ASB and other crime</li> <li>3. People are safer as a result of a reduction in the number of fires and road traffic casualties</li> <li>4. Our local population is able to build on its strengths to reduce alcohol and drug misuse to the benefit of individuals, families and communities</li> </ol>		<p>Deliver the benefits of reform effectively and efficiently</p>	<p><b>Strategic Priority 3</b></p> <p>Provide an efficient, effective service focused on protecting frontline services, delivering the benefits of police reform, and promoting continuous improvement</p>



## Appendix 5: Ayrshire local policing plans – assessment against Police and Fire Reform (Scotland) Act 2012 legislative requirements

Section 47 (3) requirements	Local policing plans contents
<p>(a) sets out the main priorities and objectives for the policing of the local authority's area;</p> <p>(b) explains the reasons for selecting each of those priorities and objectives;</p>	<p><b>Introduction and purpose of plan</b>, of which the content and level of detail provided is unique to each plan</p> <p><b>Forewords</b> from the Chief Constable, SPA Chair, Leader of the relevant Council and Local Policing Commander for the Division</p> <p><b>Priorities and objectives</b> with added contextual information relevant to the individual Local Authority area provided from comments by the Area Commander</p> <p><b>Identifying our priorities</b> which details the key data sources referenced and consultation undertaken to develop the plan</p> <p><b>Results of local consultation to identify policing priorities</b> are incorporated as an appendix. This section provides a brief summary of the methodology utilised as part of the annual public consultation exercise and provides a high-level breakdown of survey results pertinent to the local area</p>
<p>(c) sets out the proposed arrangements for the policing of the local authority's area (and how those arrangements are expected to achieve the main priorities and objectives);</p>	<p><b>Policing within the Local Authority area</b> which articulates the focus of Police Scotland, the Local Authority areas encompassed by the Division and details of the Community Policing structure within the local area (to the level of CPT Inspector)</p>
<p>(d) where reasonably practicable, identifies outcomes by reference to which the achievement of those priorities and objectives may be measured;</p> <p>(e) describes how those priorities, objectives and arrangements are expected to contribute to the delivery of any other relevant local outcomes which are identified by community planning, and</p>	<p><b>National outcomes</b> which describes the linkages between the local policing plan and the national outcomes articulated within the Scottish Government's national performance framework</p> <p><b>Performance and accountability</b>; indicating that the national performance framework developed by Police Scotland will be utilised to demonstrate how successful the division are in meeting the key priorities and objectives outlined within the local policing plan</p> <p><b>Local scrutiny and engagement</b> which details how the local policing plan will be scrutinised by the relevant local authority and highlights local arrangements whereby members of the community can engage with officers and supervisors from their local community policing team</p>
<p>(f) includes any other information connected with the policing of the local authority's area which the local commander considers relevant.</p>	<p><b>Equalities</b> section outlining Police Scotland's commitment to equality and diversity and the associated 7 organisational outcomes for 2013-17</p> <p><b>Contact us</b> section which provides national contact information such as emergency and non-emergency numbers, Crimestoppers and Police Scotland website details as well as local information such as email addresses for each community policing team, social media links, addresses for police offices in the local area and details of associated public counter opening times.</p>





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### **About Her Majesty's Inspectorate of Constabulary in Scotland**

HMICS operates independently of Police Scotland, the Scottish Police Authority and the Scottish Government. Under the Police and Fire Reform (Scotland) Act 2012, our role is to review the state, effectiveness and efficiency of Police Scotland and the Scottish Police Authority. We support improvement in policing by carrying out inspections, making recommendations and highlighting effective practice.

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