



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Local Policing+

Inspection of the Investigative Approach to Rape in Fife Division

December 2014





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HM Inspectorate of Constabulary in Scotland

HM Inspectorate of Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012 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 (The Authority).¹

We have a statutory duty to ensure that the Chief Constable and the Authority 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 Authority 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 Authority 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 Authority 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 coordinate 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 Authority to deliver services that are high quality, continually improving, effective and responsive to local needs.²

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

¹ Chapter 11, Police and Fire Reform (Scotland) Act 2012.

² HMICS, Corporate Strategy 2014-17 (2014).



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Our inspection

This aim of this inspection was to **assess the state, effectiveness and efficiency of Police Scotland’s approach to the investigation of rape**. Whilst we have examined the investigative approach through the lens of local policing in Fife, we have also had regard to the national approach to rape investigation through an examination of the interaction between local officers in Fife Division and the National Rape Taskforce (NRTF).

Our inspection forms part of our published scrutiny plan³ and was conducted as a pilot to test our methodology of the Local Policing+ inspection programme, whilst at the same time undertaking an evidence-led inspection of Fife Division. Our approach to Local Policing+ inspections provides an opportunity to assess the quality of local policing across Scotland and enables us to publicly report on how Police Scotland is delivering against local priorities and **keeping people safe**. Our findings from the overarching Local Policing inspection in Fife Division are subject of a separate report which is available on our HMICS website.⁴

Our programme provides flexibility to scrutinise new and emerging issues affecting policing in Scotland. These issues are identified through a process of stakeholder engagement and informed by our scrutiny risk assessment. Given the significant rise in the number of rapes recorded within Fife Division during 2013-14,⁵ we decided that it would be an opportune moment to inspect the investigative approach to rape in Fife.

Inspections of police divisions are based on our framework that provides a structure within which we can ensure a consistent and professional approach to our work. This framework considers six overarching themes:

- Outcomes
- Leadership and governance
- Planning and processes
- People
- Resources
- Partnerships



³ HMICS, [Scrutiny Plan 2014-15](#) (2014).

⁴ HMICS, [Local Policing+ Pilot Inspection of Fife Division](#) (2014).

⁵ Police Scotland, [Management Information: Police Division Report: year end 2013/14](#) (2014).



The Scottish Government set three aims of police reform: (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 services and communities. During this inspection we explored the extent to which these aims are being achieved in terms of the investigation of rape.

As part of our methodology we took evidence from a range of sources, including:

- interviews with staff and senior police officers at Fife Division and the National Rape Taskforce (NRTF);
- focus groups with Fife Divisional Rape Investigation Unit (DRIU), Sexual Offences Liaison Officers (SOLO), the National Rape Review Team (NRRRT) and the National Rape Investigation Teams (NRIT);
- observations from the Fife Multi-Agency Tasking and Coordinating (MATAC) meeting;
- interviews with staff from Fife Rape and Sexual Assault Centre and Rape Crisis Scotland;
- review of documents, policies, internal guidance and publications; and
- an examination of anonymised victim feedback reports collated by Rape Crisis Scotland.

HMICS wishes to thank Detective Chief Superintendent Lesley Boal, Detective Superintendent Louise Raphael, officers and staff from Specialist Crime Division, Fife Division and staff from both Rape Crisis Scotland and Fife Rape and Sexual Assault Centre for their support and co-operation during this inspection.

Our inspection team was led by Stephen Whitelock and supported by Laura Paton. Executive lead was provided by the Assistant Inspector of Constabulary, Andy Cowie.

Derek Penman QPM

HM Inspector of Constabulary in Scotland

December 2014



Key facts

- **In its most recent annual report Rape Crisis Scotland estimate that 52.2% of rapes are reported to the police.⁶**
- **Between 1 April 2013 and 31 March 2014:**
 - 1,690 rapes were recorded nationally by Police Scotland, an increase of 318 reports or 23.2% increase on the previous year.⁷
 - 198 rapes were recorded in Fife Division, an increase of 91 reports or 85% increase on the previous year.⁸
 - The national detection rate by Police Scotland for rape was 71.8% which represents a 10.4% increase on the previous year.
 - In Fife Division, the detection rate was 77.8%.⁹ This compares favourably to the national average and represents a 1.2% increase on the previous year.¹⁰

Nationally:

- 95% of reported rapes were committed by someone known to the victim.¹¹
- One third of all reported rapes were perpetrated by the victim's current or previous partner.¹²
- One third of all reported rapes were classified as historic/non-recent. These are rapes that are reported more than 12 months after the offence.¹³

6 Rape Crisis Scotland, [Annual Report 2013-14](#).

7 Police Scotland, [Management Information Year End 2013/14](#) (2014).

8 Police Scotland, [Management Information: Police Division Report: year end 2013/14](#) (2014).

9 The detection rate is calculated from the total number of rapes recorded during the period divided by the number detected. Detections are achieved when an offender is identified and a report submitted to the Crown Office and Procurator Fiscal Service (COPFS).

10 Police Scotland, [Management Information Year End 2013/14](#) (2014).

11 Source: Police Scotland.

12 Police Scotland, [Police Scotland publish year end Management Information report](#) (19 June 2014).

13 Source: Police Scotland.



Key findings

Outcomes

- During 2013-14, Fife Division achieved a detection rate of 77.8%, one of the highest detection rates for rape in Scotland.
- The majority of rape victims within Fife commented favourably that the police had sufficiently explained the reporting process to them (82.1%); felt supported in considering the options available to them (75%); had no concerns regarding how they were dealt with (89.2%); and did not feel that the police could have treated them differently (96.4%).¹⁴
- The level of communication provided to victims within Fife after the initial report is inconsistent. In total, 46.4% of respondents were not satisfied with the level of feedback provided to them as the investigation progressed.
- As the National Rape Taskforce does not have access to local incident and crime systems, outwith the legacy Strathclyde Police force area, it remains incumbent on local senior management across Scotland to ensure that reports of rape are identified, monitored and recorded timeously.
- Police Scotland examines areas of high performance as well as low performance and places emphasis on investigative standards and the quality of case submissions. They are committed to victims being at the centre of investigations.

Leadership and governance

- The creation of a single policing service has brought a consistent approach to the investigation of rape across Scotland and created a more equal access to specialist support and national capacity.
- The investigation of rape continues to be a policing priority for Police Scotland.
- Experienced management teams are in place at local and national levels, providing direction to officers under their command and appropriately scrutinising and auditing performance in relation to rape investigation.

¹⁴ Source: Rape Crisis Scotland.



Planning and processes

- Support groups have commented in positive terms on the new structures to support the investigation of rape across Scotland and staff have recognised that overall standards have improved.
- The introduction of a 28-day review process has encouraged greater consistency and raised overall investigative standards in the management and investigation of rape across Scotland. However, the process is overly bureaucratic due to a lack of ICT support.
- The National Rape Review Team (NRRT) has been instrumental in improving overall standards, although there is an opportunity to extend the scope of the NRRT towards a qualitative model that is more intelligence and risk-led.
- Police Scotland has sought to engage with previous partners of those who perpetrate domestic abuse. While this has been effective in identifying non-recent victims of rape and securing the conviction of offenders, there needs to be greater consideration of the personal circumstances and emotional impact on these victims.

People

- Following the creation of Police Scotland, many experienced officers transferred directly to the Divisional Rape Investigation Units and the National Rape Taskforce providing continuity of specialist skills and knowledge.
- Managers do not always have time to listen to staff views around service delivery and improvement. This has hindered opportunities for innovation and creativity.
- During our inspection, we met with a number of Sexual Offences Liaison Officers and were impressed by their professionalism and commitment towards a victim-centred approach to rape investigation.

Resources

- The establishment of a National Rape Taskforce and Divisional Rape Investigation Units provides a recognised single point for local and national contact ensuring greater consistency and clearer lines of communication.
- The levels of specialist knowledge across the National Rape Review Team required to effectively carry out investigative reviews are variable potentially leading to inconsistencies.



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- Whilst we support the strong operational focus on domestic abuse and recognise the importance of local policing in terms of operational delivery, there are significant cross-overs in terms of public protection policy and specialist rape investigation.
 - National Rape Taskforce staff are generally unsighted on information held in the north and east of the country and are restricted from accessing ICT systems outwith what was their legacy force area.

Partnerships

- We found evidence of positive working relationships both nationally and locally between Police Scotland and voluntary sector support groups.
- The proactive approach by Police Scotland in pursuing offenders, including the identification of non-recent victims, is welcomed by support groups. However, this approach has resulted in increased victim referrals which has impacted upon the capacity of support groups.
- We found evidence of strong, professional relationships between Police Scotland and partner agencies.
- Staff involved with the investigation of rape commented that medical facilities across police offices and the equipment therein remain inconsistent across the country.



Recommendations

Recommendation 1

Police Scotland should commission further research and analysis to better understand the local variations in rape reporting across Scotland.

Recommendation 2

Police Scotland should review the national cadre of Sexual Offences Liaison Officers against current and projected demand to ensure there is sufficient capacity and resilience.

Recommendation 3

Police Scotland should develop measures which promote preventative outcomes for rape and sexual offences.

Recommendation 4

Police Scotland should work with its criminal justice partners and rape victim advocacy services to develop joint approaches which measure victim confidence and satisfaction throughout the various stages of the criminal justice process.

Recommendation 5

Police Scotland should extend the scope of the National Rape Review Team to a more qualitative role that is intelligence and risk-led.

Recommendation 6

Police Scotland should engage with rape victim advocacy services to develop an approach to engaging with non-recent victims of rape which balances the needs of the victim with the pursuit of public protection.

Recommendation 7

Police Scotland should undertake a training needs analysis for the National Rape Review Team to ensure staff have the necessary range of specialist skills and competencies to conduct investigative reviews.

Recommendation 8

Police Scotland should review the management structures for the National Rape Taskforce and the Domestic Abuse Taskforce to establish whether there are policy and operational benefits in bringing them both under the professional management of the public protection portfolio.



Improvement actions

Number	Paragraph reference	Improvement action
1	49	Data from the National Rape Taskforce case tracking system may as part of continuous improvement provide management data across a number of areas including reasons for attrition which could assist in the development of future approaches.
2	53	Police Scotland should revisit the processes which support 28-day reviews to reduce unnecessary bureaucracy.
3	56	Police Scotland should consider formalising the tasking and coordinating arrangements for the provision of specialist support such as surveillance and major investigation.
4	73	Divisional management teams should regularly monitor the workload and performance of Divisional Rape Investigation Units.
5	74	We would encourage Police Scotland to ensure that there is sufficient capacity of unmarked fleet vehicles to facilitate the work of the Sexual Offences Liaison Officers and those involved in the investigation of serious sexual crime, including rape.
6	77	We suggest that Police Scotland should review the National Rape Taskforce internal processes to reduce the duplication of data input.
7	81	Police Scotland should consider producing a glossary of police and criminal justice terms to support partner agencies at meetings.



Background

1. Rape and serious sexual crimes involving women, men and children are amongst the most distressing in society. Many people associate rape with a violent physical assault by a stranger, however, rapes committed by a stranger account for only a small proportion of rape cases.¹⁵ The majority of rapes occur within a domestic/family setting with 95% of all reported rapes in Scotland during 2013-14 having been carried out by a partner, friend or someone known to the victim.¹⁶
2. For numerous reasons many victims do not report rape, whilst others may wait several months or years before reporting the matter to the police. Where the victim reports a rape more than 12 months from the commission of the offence, the rape is categorised by Police Scotland as historic /non-recent. Irrespective of the timeframe, each report is investigated.
3. Rapes are recorded as contraventions of sections 1 or 18 of the Sexual Offences (Scotland) Act 2009 (the Act).¹⁷ The Act states that rape occurs when a person intentionally or recklessly penetrates another person's vagina, anus or mouth with their penis, where the victim does not consent and the person responsible has no reasonable belief that the victim is giving consent. Furthermore, in circumstances where penetration is initially consented to but consent is subsequently withdrawn, the person responsible will have committed rape if they persist in the act of penetration.
4. Under legacy policing arrangements, each of the eight police forces had individual responsibility for the effective management of rape and other serious sexual crime investigations. On a national level, the Sexual Crime Working Group of the then Association of Chief Police Officers in Scotland (ACPOS) provided coordination in terms of policy and national practice.
5. All Scottish police forces prioritised the investigation of rape through specialist officers working in public protection, local policing and crime management. Apart from Lothian and Borders Police and Strathclyde Police, there were no dedicated rape investigation units elsewhere across the country.

¹⁵ The Stern Review. A report by Baroness Vivien Stern CBE of an independent review into how rape complaints are handled by public authorities in England and Wales (2010). Chapter One: Rape – misunderstandings, myths and reality. http://webarchive.nationalarchives.gov.uk/20100418065537/http://equalities.gov.uk/PDF/Stern_Review_acc_FINAL.pdf

¹⁶ Source: Police Scotland.

¹⁷ Rapes committed after 1 December 2010 are recorded under 2009 Act. Rapes committed before that date are recorded as contraventions of the law in force at the time.



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6. The creation of a single policing service has provided an opportunity to adopt a consistent approach to the investigation of rape and create more equal access to specialist support and national capacity; a key aim of police reform.
 7. Police Scotland has identified rape as a policing priority¹⁸ and as part of its Specialist Crime Division (SCD) has established a National Rape Taskforce (NRTF). The intended organisational benefits of the NRTF include:¹⁹
 - improved quality of rape investigation;
 - better targeted local service delivery, supported by key partners;
 - improved resilience and flexibility across Scotland;
 - improved quality of specialist support across Scotland; and
 - provision of a more sustainable and cost effective service in respect of rape investigation.

National Rape Taskforce

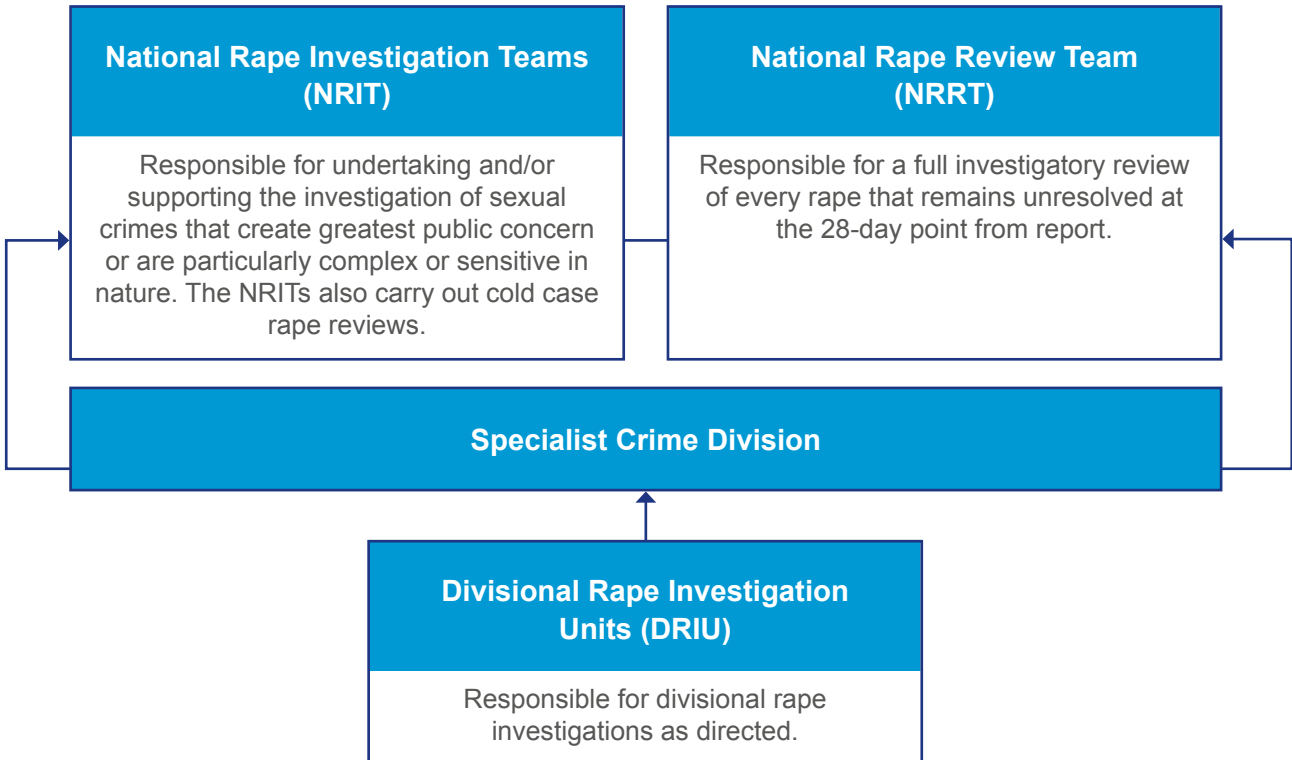
8. The National Rape Taskforce (NRTF) comprises a number of elements which operate on both a divisional and national basis. At a national level, the NRTF consists of two National Rape Investigation Teams (NRIT), which are based in Aberdeen and at the Scottish Crime Campus, Gartcosh, alongside a National Rape Review Team (NRRT). At a local level, Divisional Rape Investigation Units (DRIU) have been established in each of the fourteen local policing divisions across Scotland. The roles and responsibilities of the various elements of the NRTF are described in Diagram 1.

¹⁸ Police Scotland Annual Police Plan 2013-14.

¹⁹ See item 27, [Scottish Police Authority Board Meeting](#), 25 June 2014.



Diagram 1 – Components of the National Rape Taskforce



9. Outwith the normal working hours of the DRIU, reports of rape are investigated by the local divisional CID. Instances of rape which are identified through the efforts of the Domestic Abuse Taskforce (DAT) are progressed by specialist domestic abuse staff.



Outcomes

Key findings

- During 2013-14, Fife Division achieved a detection rate of 77.8%, one of the highest detection rates for rape in Scotland.
- The majority of rape victims within Fife commented favourably that the police had sufficiently explained the reporting process to them (82.1%); felt supported in considering the options available to them (75%); had no concerns regarding how they were dealt with (89.2%); and did not feel that the police could have treated them differently (96.4%).²⁰
- The level of communication provided to victims within Fife after the initial report is inconsistent. In total, 46.4% of respondents were not satisfied with the level of feedback provided to them as the investigation progressed.
- As the National Rape Taskforce does not have access to local incident and crime systems, outwith the legacy Strathclyde Police force area, it remains incumbent on local senior management across Scotland to ensure that reports of rape are identified, monitored and recorded timeously.
- Police Scotland examines areas of high performance as well as low performance and places emphasis on investigative standards and the quality of case submissions. They are committed to victims being at the centre of investigations.

The reporting and recording of rape

10. The introduction of the Sexual Offences (Scotland) Act 2009 provided clarity around the definition of consent. This has been recognised in positive terms by support groups.
11. Crime recording practice is governed by the Scottish Crime Recording Standard (SCRS) and the Scottish Government's Counting Rules.²¹ This document provides a framework for deciding when an incident should be recorded as a crime, what type of crime should be recorded and how many crimes should be counted. Reported rapes should be recorded by the police in compliance with the SCRS.

²⁰ Source: Rape Crisis Scotland.

²¹ Police Scotland, *Scottish Crime Recording Standard: Crime Recording and Scottish Government Counting Rules* (2014).



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12. As part of our 2014-15 scrutiny programme, we conducted an audit to assess the state, efficiency and effectiveness of crime recording by Police Scotland. This included an examination of reported rapes and the extent to which recording practice complies with the SCRS and the Counting Rules. Our findings have been reported separately.²²
 13. In Fife we found evidence of established local processes which enable rape incidents to be identified and monitored at senior management level. All reported incidents, including rape, are electronically logged on the command and control system. On a daily basis, divisional senior management review rape incidents which have been logged in the local area during the previous 24 hours. Additional checks are provided by reviewing the Chief Constable's national 24-hour note which provides an overview of significant incidents which have occurred throughout the fourteen local policing divisions across Scotland. This process of daily scrutiny provides an effective means to ensure reports of rape are identified and recorded as soon as possible, in line with the SCRS guidelines.
 14. While the NRTF has remote access to ICT systems that cover the legacy Strathclyde Police force area, they do not have national oversight of this local process due to data access limitations from other legacy ICT systems. As such, it remains incumbent on local senior management across Scotland to ensure that reports of rape are supervised and recorded timeously.
 15. On occasion, information will emerge following the initial recording of a crime of rape that establishes no-crime took place. In line with the SCRS, a crime may be reclassified as a no-crime where one of the following criteria is satisfied:
 - where additional credible information is available which determines that no-crime has been committed;
 - the crime was committed outside the jurisdiction of Police Scotland;
 - the crime was committed in another Police Scotland division and has been transferred to that division for recording;
 - the crime was recorded in error or as a duplication; or
 - a procedural error has been made for a non-victim based crime or offence (such as a fixed penalty notice or in relation to a road traffic offence).

²² HMICS, *Crime Audit 2014* (2014).



16. Within Fife all rape reports which are marked no-crime are examined by the crime manager and scrutinised at a senior management level. The decision to mark the crime report as no-crime is also independently validated by the NRTF. The process used in Fife to assess rape no-crime decisions is outlined in the Police Scotland Rape Protocol and is an effective control measure which promotes consistency and should be reinforced as good practice across Police Scotland.
17. In 2013-14, 1,690 reports of rape were recorded in Scotland. This represents a national increase of 23.2% in comparison to the previous year. Of the 1,690 rapes recorded nationally, 198 (11%) occurred within Fife. This correlates to an 85% increase within Fife when compared to the previous year. Of the 198 rapes recorded in Fife during 2013-14, 11 (5.6%) involved a victim under the age of 13 years.²³ Table 1 provides an overview of recorded rape in 2013-14, highlighting when the reported offences were committed.

Table 1: Overview of reported rape in Scotland 2013-14

	Scotland	Fife Division
Total rapes recorded 2013-14	1,690	198
Committed in 2013-14	943 (55.8%)	92 (46.5%)
Committed during 2012-13	182 (10.8%)	14 (7.0%)
Committed prior to 1 April 2012 (non-recent)	565 (33.4%)	92 (46.5%)

18. The increased reporting of rape does not necessarily mean more rapes have been committed within Scotland. As demonstrated within Table 1, 46.5% of recorded rapes within Fife and 33.4% of offences recorded nationally during 2013-14 were classified as non-recent. These are rapes reported more than 12 months from the time of the offence. The proportion of victims coming forward to report historical offences is significant and may suggest that more victims are more willing to engage with the police.
19. Although the number of reported rapes in Scotland increased during 2013-14, broad regional variations are demonstrated when these statistics are reviewed by local authority area. Whilst increased reporting occurred in 19 of the 32 local authority areas, 13 local authorities experienced reductions of up to 88.9%. Police Scotland cannot explain these significant variations across Scotland, and while we accept that interpreting reporting trends is complex

²³ Source: Police Scotland.



and informed by a range of variables, we recommend the service commissions further research and analysis to better understand the reporting variances. In addition to analysing data already held by Police Scotland, there may be value in considering wider academic research and working with support groups to seek the views and experience of victims.

Recommendation 1

Police Scotland should commission further research and analysis to better understand the local variations in rape reporting across Scotland.

The investigation and detection of rape

20. The deployment of a trained Sexual Offences Liaison Officer (SOLO) is recognised as good practice²⁴ as this ensures that specialist support is provided to victims of rape at the early stages of an investigation leading to improved investigative outcomes. Police Scotland has introduced performance measures in relation to SOLO deployment; seeking to ensure that a SOLO is deployed and makes first contact with a victim of rape within 24 hours of report. In total, 198 reports of rape were received by Fife Division in 2013-14 and, following initial assessment, SOLOs were deployed within 24 hours in 133 of these cases achieving a compliance rate against the performance target of 100%. The difference between the number of reported rapes and the number of SOLO deployments is based on the fact that a number of victims were subject of repeated rapes by the same offender. This results in an accurate report of recorded rapes albeit a requirement for a single SOLO deployment.
21. Staff commented that the increase in reported rapes in Fife and the commitment to provide SOLO deployment had on occasions stretched the available resources. This typically resulted in SOLOs being involved in multiple consecutive enquiries and we heard of one SOLO being deployed on three separate rape investigations in a single week. Given the nature of these investigations, this is likely to have impacted on the officer in terms of their personal resilience and effectiveness.

Recommendation 2

Police Scotland should review the national cadre of Sexual Offences Liaison Officers against current and projected demand to ensure there is sufficient capacity and resilience.

²⁴ The Stern Review (2010).



22. Police Scotland set a national detection rate target of 68% for recorded rape in 2013-14. While it effectively monitors the levels of reported rape as a key performance indicator (KPI), it has not set performance measures focused on crime reduction. We consider this a sensible approach, aimed at encouraging victims to report such crimes and recognising the current levels of under-reporting of rape to police.
23. Individual performance measures are allocated to each division and vary based on the local achievements in the previous year. The target detection rate of 77% for Fife represents maintained performance, in recognition of the division having secured a detection rate of 76.6% in the previous year. A summary of performance relative to detection rate is provided within Table 2.

Table 2: Overview of 2013-14 performance against rape detection rate KPIs

KPI	National		Fife Division	
	Target	Actual	Target	Actual
Achieve a minimum detection rate of 68%	68%	71.8%	77%	77.8%

24. During 2013-14, Fife Division achieved a detection rate of 77.8%, one of the highest detection rates for rape in Scotland. Given this high detection rate, the NRTF selected six cases at random and reviewed them in terms of the quality of evidence and standard of report submitted to the Crown Office and Procurator Fiscal Service (COPFS). The NRTF reported that they were satisfied with the quality of the investigations undertaken. We welcome the approach by Police Scotland to scrutinise areas of high performance as well as low performance and place emphasis on investigative standards and the quality of case submissions.
25. Effective management oversight is necessary to ensure continued emphasis is placed on victim care and the quality of the evidential case submitted to the COPFS. We found that Police Scotland has taken measures to address this risk, with the NRTF conducting a quality review of twenty, randomly selected, detected rape cases per month. We welcome this approach in supporting quality assurance to local policing and ensuring that victims remain at the centre of investigations.

Rape prevention

26. In addition to the establishment of a national investigative strategy, Police Scotland has developed a prevention strategy which aims to reduce rape and sexual assault through an integrated, multi-agency approach. This provides the opportunity to promote information sharing, develop victim-focused policy and practice and enhance public confidence.



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27. The 'We Can Stop It' campaign, which is supported by Rape Crisis Scotland, ASSIST, Scottish Women's Aid, White Ribbon Scotland and Scottish Government, aims to raise public awareness and challenge the attitudes and behaviours which lead to sexual violence. In addition, this campaign seeks to provide assistance to victims so that they may have the confidence to come forward and report their experiences. This is particularly critical given that Rape Crisis Scotland, supported by wider research,²⁵ had estimated that in 2012-13, 83% of rapes were not reported to the police. However, in its most recent annual report Rape Crisis Scotland estimate that, where known, 52.2% of rapes are reported to the police an increase of 35.2% on the previous year. This is a positive development.
 28. Police Scotland has articulated their commitment to support the victims of rape and other sexual offences, regardless of when the attack happened.²⁶ Police Scotland has created a third party reporting facility which enables victims, witnesses or an individual reporting on behalf of another person to remotely report instances of domestic abuse via the Police Scotland website. This enables individuals, who may otherwise have felt unable to approach the police directly, to report instances of physical, emotional, sexual, mental or other forms of abuse. HMICS welcomes the establishment of third party reporting mechanisms for rape.
 29. Whilst KPIs have been developed by Police Scotland to monitor the organisation's performance in response to rape investigation, no such measures have been developed to date which demonstrate the outcomes of rape prevention activity. Given that the statutory purpose of policing in Scotland is to improve the safety and wellbeing of people, places and communities in Scotland, Police Scotland should better understand and be able to demonstrate their contribution to the wider preventative agenda in order to promote public confidence.

Recommendation 3

Police Scotland should develop measures which promote preventative outcomes for rape and sexual offences.

30. Rape victim advocacy services are available across Scotland to provide support to survivors of sexual violence. Rape Crisis Scotland is one such organisation which provides a national telephone helpline and email support services to victims of sexual crime. Victims who are

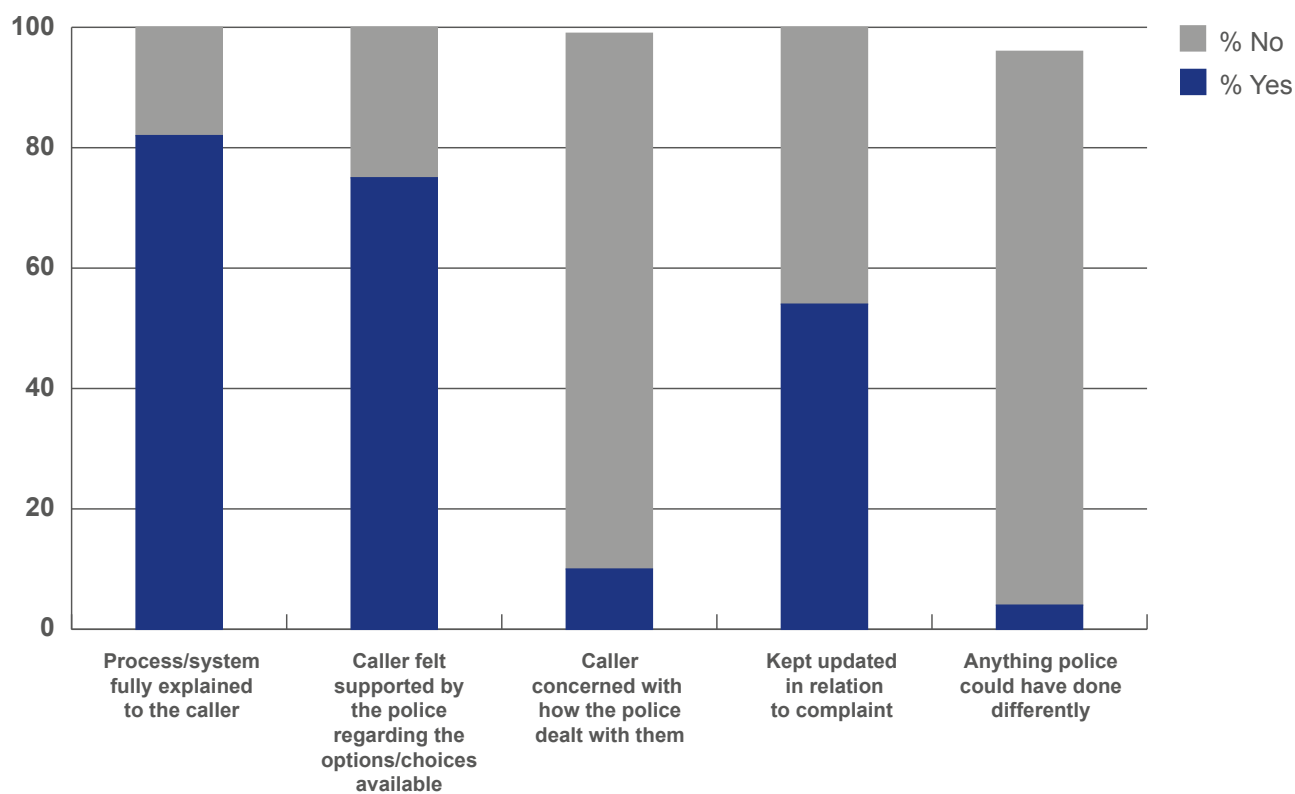
²⁵ Ministry of Justice, Home Office and Office for National Statistics, [An Overview of Sexual Offending in England and Wales](#) (2013).

²⁶ Police Scotland, [Help for victims of sexual crime](#).



referred to the organisation can elect to participate in a survey which provides feedback about their experiences of the police in dealing with their investigation. In relation to Fife Division, 28 individuals provided feedback between February 2012 and April 2014, a summary of which is provided within Graph 1.

Graph 1: Victim feedback from Fife Division



31. The majority of rape victims within Fife commented favourably that the police had sufficiently explained the reporting process to them (82.1%); felt supported in considering the options available to them (75%); had no concerns regarding how they were dealt with (89.2%); and did not feel that the police could have treated them differently (96.4%). Whilst it is recognised that the sample size is limited, this echoes the experience of staff from Police Scotland and support groups who informed us that there had been a notable attitudinal change by police in the investigation of rape, with a greater focus on empathy shown towards the victim.



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32. However, feedback provided from Fife Division indicates that the level of communication provided to victims post-initial report is inconsistent. In total, 46.4% of respondents were not satisfied with the level of feedback provided to them as the investigation progressed. Anecdotal information provided by Rape Crisis Scotland suggests that this degree of inconsistency is replicated throughout the country.
 33. A key partner in victim engagement is the Victim Information and Advice (VIA) service provided by the COPFS. VIA staff provide valuable information about the criminal justice system, keeping the victim informed on key developments on the case including dates of hearings, decisions about bail, verdicts and sentences. VIA staff may also explain why no proceedings are taken. In some cases we evidenced engagement between the SOLO and COPFS in terms of victim requirements. Although this approach is not common practice we acknowledge the ongoing work between Police Scotland and COPFS to formalise guidance in relation to victims of serious sexual offence cases.
 34. We believe that public confidence and satisfaction indicators are essential for Police Scotland and have commented in our local policing inspection of Fife on the importance of public surveys to meet local needs and inform priorities.²⁷ We would therefore encourage Police Scotland to use surveys to gauge the satisfaction levels of victims of rape in relation to service delivery in order to maximise the information provided from a victim perspective and improve overall performance as recommended in the Stern Review.
 35. We also consider that the experiences of rape victims should be better assessed as they move through the criminal justice process, and their levels of confidence and satisfaction measured to demonstrate the effectiveness of the various stages. As this recommendation extends into the services provided by other agencies, we would encourage Police Scotland to work with its criminal justice partners and rape advocacy services to achieve this.

Recommendation 4

Police Scotland should work with its criminal justice partners and rape victim advocacy services to develop joint approaches which measure victim confidence and satisfaction throughout the various stages of the criminal justice process.

²⁷ HMICS, *Local Policing+ Pilot Inspection of Fife Division* (2014).



Leadership and governance

Key findings

- The creation of a single policing service has brought a consistent approach to the investigation of rape across Scotland and created more equal access to specialist support and national capacity.
- The investigation of rape continues to be a policing priority for Police Scotland.
- Experienced management teams are in place at local and national levels, providing direction to officers under their command and appropriately scrutinising and auditing performance in relation to rape investigation.

36. Police Scotland was formally established on 1 April 2013. At the time of our inspection, the service comprised 17,318 full-time equivalent police officers, 5,806 members of police staff and 1,293 special constables. The Chief Constable is supported by a command team of four Deputy Chief Constables, six Assistant Chief Constables and four Directors of Service.²⁸
37. The new local policing landscape has fourteen local policing divisions, each headed by a divisional commander at Chief Superintendent level whose role is to ensure that local policing in each area is responsive, accountable and tailored to meet local needs. Each division includes response officers, community officers, local crime investigation, roads policing, local intelligence and public protection units including a DRIU.
38. Complementing local policing are a number of specialist divisions including SCD which provides investigative and intelligence functions across Scotland such as major crime investigation, organised crime and counter terrorism, public protection including the NRTF. The creation of a single policing service has brought a consistent approach to the investigation of rape across Scotland and created more equal access to specialist support and national capacity.

²⁸ Police Scotland – Human Resources Performance Report, August 2014 – <http://www.spa.police.uk/assets/126884/241558/item6>



39. Police Scotland's priorities are outlined in its Annual Police Plan.²⁹ These are aligned to the strategic police priorities set by the Scottish Government and the strategic objectives outlined by the Scottish Police Authority in its three-year plan³⁰ as shown within Figure 1. Police Scotland's activities in the area of protecting vulnerable people also support the outcomes of the Equally Safe strategy;³¹ Scotland's national approach to prevent and eradicate violence against women and girls as part of the wider Strategy for Justice in Scotland.³²

Figure 1: Alignment of Police Scotland priorities 2014-15 to local and national strategy



²⁹ Police Scotland, *Annual Policing Plan 2014/15*.

³⁰ Scottish Police Authority, *Strategic Police Plan* (2013).

³¹ Scottish Government and COSLA, *Equally Safe: Scotland's strategy for preventing and eradicating violence against women and girls* (June 2014).

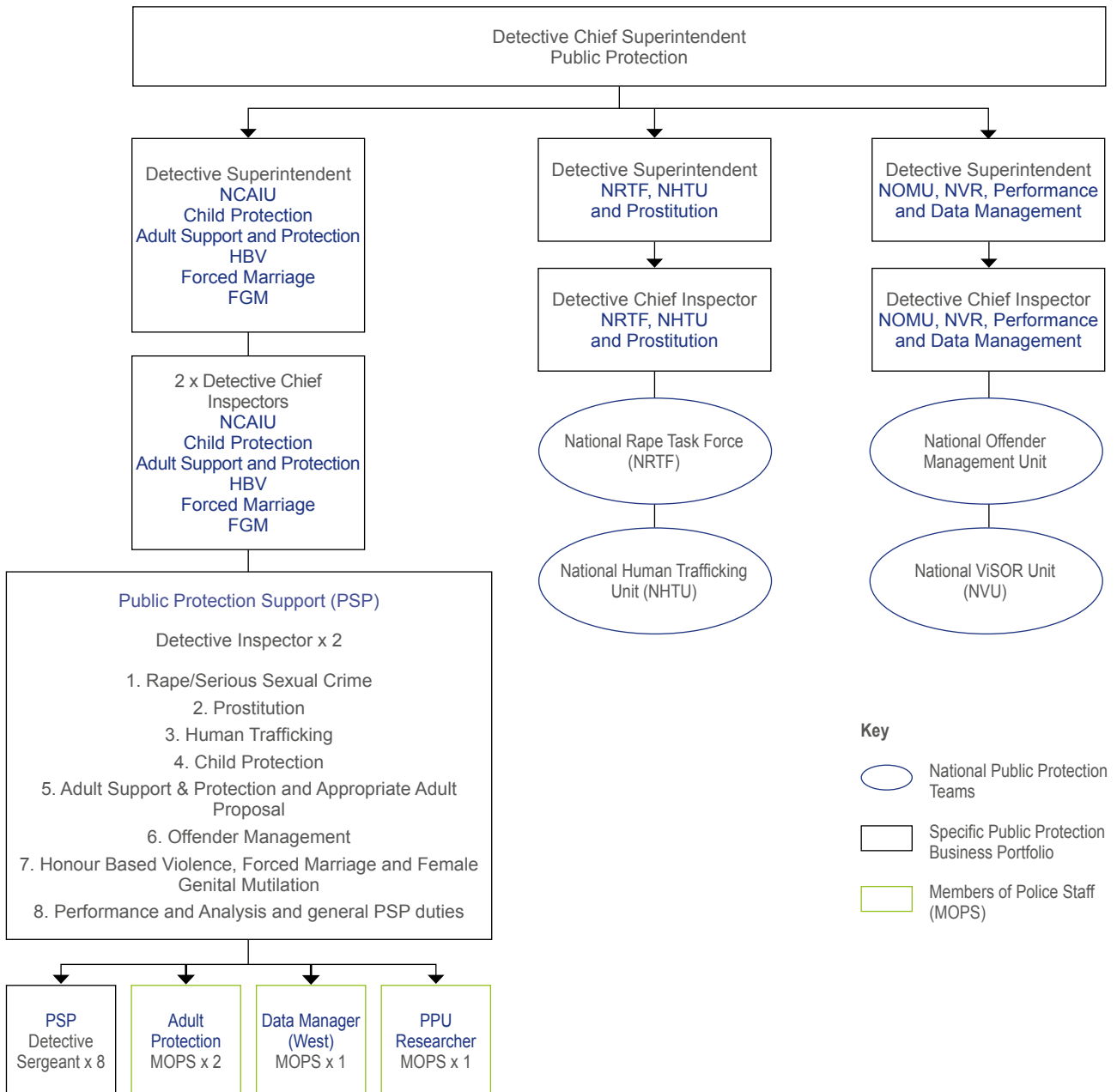
³² Scottish Government, *The Strategy for Justice in Scotland* (2012).
<http://www.scotland.gov.uk/Resource/0045/00454152.pdf>



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40. From the inception of Police Scotland, the Chief Constable has provided clear leadership and direction that the investigation of rape continues to be a policing priority for Police Scotland. This is demonstrated within the Annual Police Plan 2013-14 where Police Scotland outlined a number of objectives relative to public protection including:
- establishment of a National Rape Taskforce (NRTF);
 - establishment of Rape Investigation Teams in every local division; and
 - deployment of trained Sexual Offences Liaison Officers (SOLO) in every case of rape.
41. The design of the DRIU is based on wider United Kingdom (UK) research that indicates that the use of dedicated investigation teams has made a positive difference to rape investigation.³³ The number of resources dedicated to a DRIU is determined by the divisional commander based on local demand.
42. During our inspection we found that experienced management teams are in place at local and national levels, providing direction to officers under their command and appropriately scrutinising and auditing performance in relation to rape investigation.
43. At a national level, the public protection portfolio is led by a Detective Chief Superintendent who reports to the Assistant Chief Constable responsible for Major Crime and Public Protection. An overview of the national public protection organisational structure is provided within Figure 2.

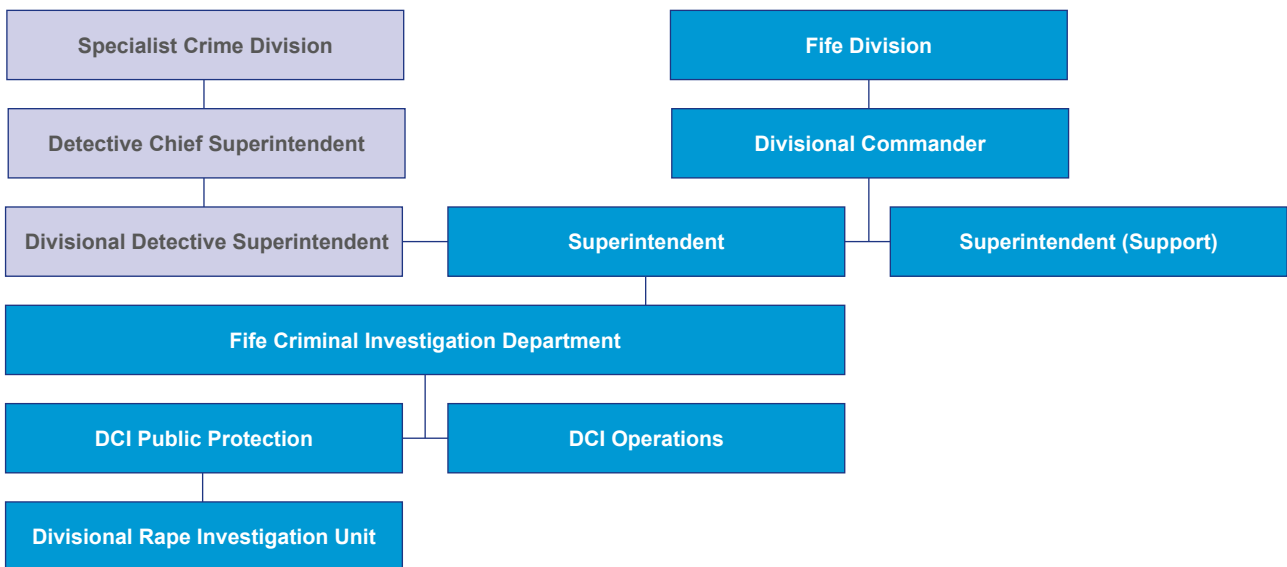
³³ ACPO Rape Support Programme, Use of Dedicated Teams by Dave Gee MBE and Carol Ashworth.

Figure 2: Overview of the national public protection portfolio



44. In Fife Division, the Chief Superintendent is supported by a senior management team comprising a Superintendent (Operations), Superintendent (Support) and a Detective Superintendent (Crime). This model is largely replicated throughout the fourteen local policing divisions. The divisional public protection portfolio is led by a Detective Chief Inspector and a Detective Inspector responsible for the DRIU. The divisional Detective Superintendent is a SCD resource and, whilst a key member of the divisional command structure, has specific responsibility linking the division and SCD in terms of accessing specialist support when needed.³⁴ An overview of the divisional public protection organisational structure is provided within Figure 3.

Figure 3: Overview of the divisional public protection portfolio



³⁴ Scottish Government: 2012, cited in Audit Scotland Police Reform update report, November 2013.



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45. On a monthly basis, the Assistant Chief Constable, Major Crime and Public Protection, chairs a meeting with all public protection superintendents including divisional representation. This provides a forum for information sharing and a means of communicating strategic and operational requirements across all fourteen divisions.
 46. As highlighted, Police Scotland has three KPIs to monitor the organisation's performance in response to the investigation of rape. These indicators include: (i) achieving a minimum detection rate for rape; (ii) deployment of SOLO officers and providing support to victims of rape within 24 hours of report; and (iii) ensuring undetected rapes are subject to review after 28 days. Data collated using the Scottish Management Information System (SCOMIS) is used to monitor performance in these key areas. Both weekly and monthly reports are provided to each division to support analysis and maintain focus on **keeping people safe**. The application of KPIs in respect of the investigation of rape provides a useful basis for understanding performance across the service and driving continuous improvement.



Planning and processes

Key findings

- Support groups have commented in positive terms on the new structures to support the investigation of rape across Scotland and staff have recognised that overall standards have improved.
- The introduction of a 28-day review process has encouraged greater consistency and raised overall investigative standards in the management and investigation of rape across Scotland. However, the process is overly bureaucratic due to a lack of ICT support.
- The National Rape Review Team (NRRT) has been instrumental in improving overall standards, although there is an opportunity to extend the scope of the NRRT towards a qualitative model that is more intelligence and risk-led.
- Police Scotland has sought to engage with previous partners of those who perpetrate domestic abuse. While this has been effective in identifying non-recent victims of rape and securing the conviction of offenders, there needs to be greater consideration of the personal circumstances and emotional impact on these victims.

47. Prior to police reform, the ACPOS Sexual Crimes Working Group led the development of national policy and the sharing of good practice. Whilst this sought to promote greater consistency, there were still varied practices across Scotland in terms of investigative strategies and SOLO deployment. Police reform provided the opportunity to introduce a consistent approach to the investigation of rape across Scotland.
48. On 16 April 2013, the NRTF produced a memorandum of understanding which set out the levels of service between the NRTF and DRIU and the process involved in terms of rape investigation.³⁵ The NRTF has introduced processes and guidance in support of the investigation of rape. Support groups have commented in positive terms on the new structures to support the investigation of rape across Scotland and staff have recognised that overall standards have improved.

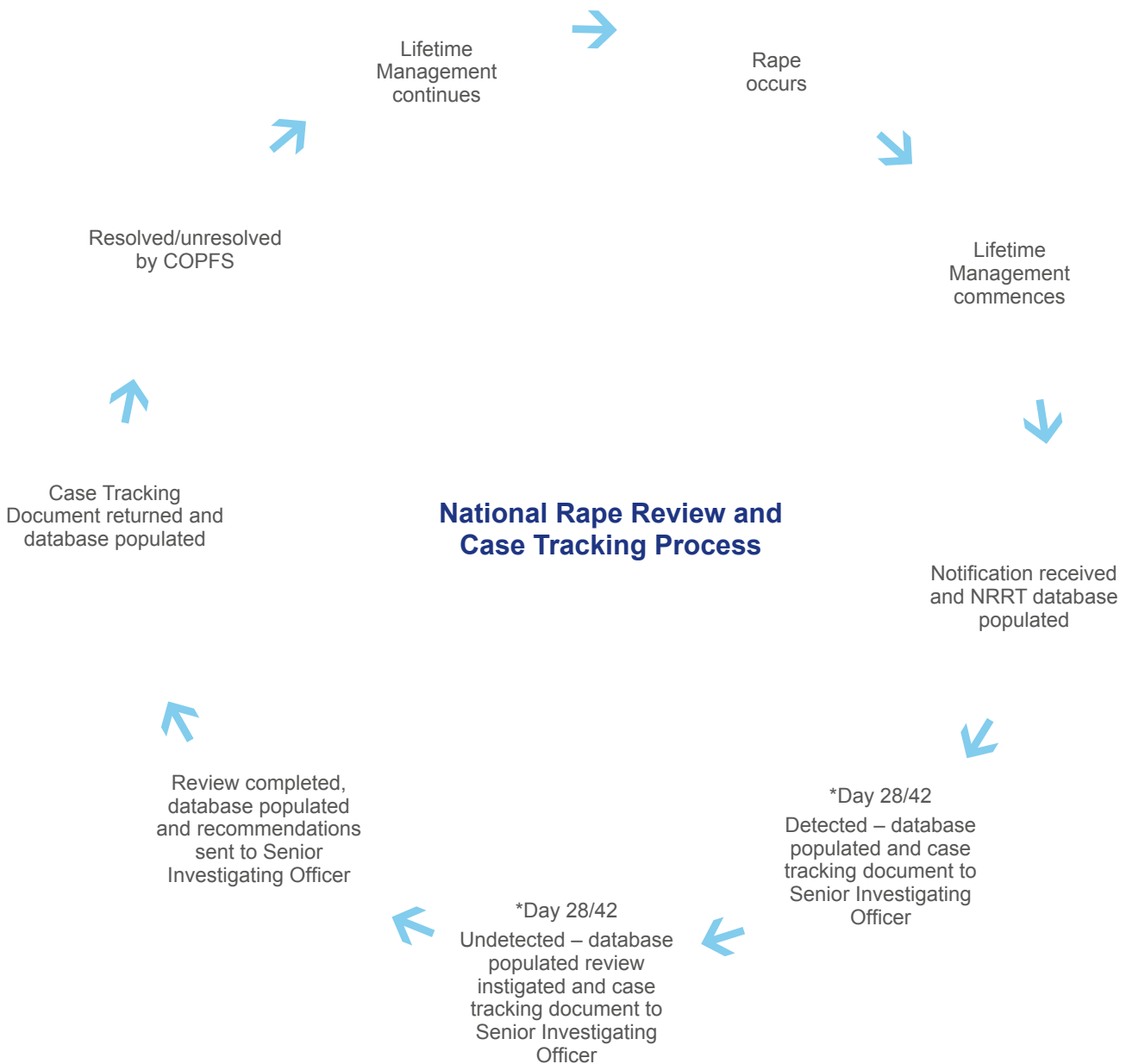
³⁵ Police Scotland, National Rape Taskforce, briefing document dated 16 April 2013.



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- 49 A case tracking system has been developed by the NRTF to record and monitor progress of all rape cases as they move through the criminal justice system. We welcome the introduction of this system and the value of the information collected in terms of informing future approaches. We consider that the analysis of the investigation outcome recorded within the case tracking system may as part of continuous improvement provide management data across a number of areas including reasons for attrition. This, **when combined with the feedback from victims, could assist in the development of future approaches to tackle the attrition rate at various stages of the criminal justice process.**
50. The current remit of the NRRT is to carry out a full investigatory review of every rape that remains undetected after 28 days from the date of report (or in the case of non-recent rapes within 42 days of report). All aspects of the investigation are critically examined including the quality and detail of statements provided, crime scene examination, forensic strategy, CCTV evidence, technical evidence, intelligence development, suspect interview and victim care.
51. Once a 28-day review is received from the division, an officer from the NRRT will review the investigation. The NRRT indicated that staff endeavour to complete the investigatory review within two days. A report is then forwarded to the division within seven days of receipt. This timeline may be extended depending on the workload of individual officers. Figure 4 outlines the key stages of the investigatory review and case tracking process undertaken by Police Scotland.



Figure 4: Key stages of the investigatory review and case tracking process





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52. During 2013-14, the NRRT carried out 546 rape investigation reviews across Scotland. This included 53 reviews in the Fife area from a total of 59 cases submitted for review. In Fife, a compliance rate of 90% was achieved which compares favourably with the national average compliance rate of 83%. Police Scotland recognise that issues in terms of volume of cases, capacity and the need to introduce a more predictive element to the review process to manage demand and resources have all played a part in preventing some rape cases being reviewed within the allocated timeframe.
53. It is our assessment that the introduction of a 28-day review process has encouraged greater consistency and raised overall investigative standards in the management and investigation of rape across Scotland. However, in examining this process through the lens of Fife, we found the process overly bureaucratic due to a lack of ICT support.³⁶ We found that it was not uncommon for a member of Fife DRIU to be abstracted for a full working day in order to photocopy the vast number of evidential documents associated with a rape investigation. Whilst the principle behind the review of all undetected rapes is sound, **Police Scotland should revisit the processes which support 28-day reviews to reduce unnecessary bureaucracy.**
54. During our inspection we were informed by NRRT staff that they were experiencing capacity issues due to the increased volume of undetected cases. This has resulted in more recent 28-day reviews not being as detailed as they had been previously; a position recognised by the experiences from Fife. There was no evidence that these less detailed reviews were having any negative impact on the outcome of rape investigations. In the absence of any significant investigative issues being identified from current reviews, some staff questioned the value in continuing to review all undetected rape cases.
55. Whilst the NRRT has been instrumental in improving overall standards, they currently have a narrow demand-led role. We consider there is an opportunity to extend the scope of the NRRT towards a qualitative model that is more intelligence and risk-led. This will use the skills and knowledge of specialist staff to best effect and provide added value to the service. We envisage that in addition to conducting reviews of undetected rapes, the NRRT could provide a broader quality assurance role; undertaking reviews of rapes marked no-crime, monitoring delays in recording reported rapes and scrutinising detected rapes for quality and identification of good practice which may be shared not only across Police Scotland but throughout the United Kingdom.

³⁶ Due to the limitations of our inspection we were not able to test this position elsewhere.



Recommendation 5

Police Scotland should extend the scope of the National Rape Review Team to a more qualitative role that is intelligence and risk-led.

Specialist support

56. Bids for specialist services such as surveillance and major investigation support are often dynamic in nature. We established that requests for specialist support are often facilitated by the divisional Detective Superintendent through contact with colleagues in SCD. While this approach has been successful, it is recognised as good practice to ensure that auditable decision making processes are in place. **Police Scotland should consider formalising the tasking and coordinating arrangements for the provision of specialist support such as surveillance and major investigation.**

Victim engagement

57. In cases of domestic abuse, Police Scotland has given a commitment that all possible lines of enquiry will be pursued and all available evidence secured and, where there is sufficient evidence available, the perpetrator will be arrested and reported to the COPFS. Such measures are taken whether or not the victim makes a complaint.
58. In cases of rape, including those which occur within the confines of a domestic relationship, the report will be investigated whether or not the victim cooperates. The extent of the investigation and whether or not the circumstances are reported to the COPFS will depend on the sufficiency of evidence to prove the crime. The three evidential points include:
- penetration;
 - mens rea;³⁷ and
 - lack of consent.
59. Scots law is based on the principle of corroboration. This can prove challenging in rape cases as often the victim is the sole witness to the event. The Moorov doctrine however allows a number of offences which are witnessed by a single person to be grouped together to show a pattern of behaviour. Taken individually such reports would not be considered evidentially sufficient, however, when reviewed collectively; this can provide corroboration to

³⁷ Mens rea is often defined as the mental element or the 'criminal' intent.



enable a case to be submitted to the COPFS for consideration. In terms of an investigative strategy, Police Scotland has sought to engage with the previous partners of those who perpetrate domestic abuse. This has proved successful in terms of identifying further victims and providing essential evidence to support the prosecution of offenders. We consider this investigative strategy to be effective in identifying non-recent victims of rape and, by securing the conviction of offenders it has the potential to prevent further victimisation in the future.³⁸

60. Support groups provided feedback that as a consequence of this change in investigative strategy, some non-recent victims were being contacted by police and asked to provide a statement to support a current investigation with little regard to their personal circumstances or the emotional impact this may have. In order to reduce the risk of further traumatising non-recent victims of rape, and to protect future victims, officers who proactively trace non-recent victims or previous partners of rape suspects must take a risk-based approach which is sensitive and congruent with the aim of a victim-centred approach.

Recommendation 6

Police Scotland should engage with rape victim advocacy services to develop an approach to engaging with non-recent victims of rape which balances the needs of the victim with the pursuit of public protection.

³⁸ *Moorov v HM Advocate* 1930 JC 68.



People

Key findings

- Following the creation of Police Scotland, many experienced officers transferred directly to the Divisional Rape Investigation Units and the National Rape Taskforce providing continuity of specialist skills and knowledge.
- Managers do not always have time to listen to staff views around service delivery and improvement. This has hindered opportunities for innovation and creativity.
- During our inspection we met with a number of Sexual Offences Liaison Officers, and were impressed by their professionalism and commitment towards a victim-centred approach to rape investigation.

61. Following the creation of Police Scotland, staff from legacy forces working within specialist policing units were invited to apply for roles under the new structures. Subsequently, many experienced officers transferred directly to the DRIU and the NRTF providing continuity of skills and knowledge.
62. During our inspection we found that staff were motivated and committed to their role. Staff understood public protection priorities and the reason for the performance measures that were in place. To further aid this understanding and facilitate the sharing of learning points from recent investigations, Police Scotland publish an internal Rape and Serious Sexual Crime Bulletin, which we consider to be informative.
63. Staff commented that, due to the focus on performance, managers do not always have time to listen to staff views around service delivery and improvement. This has hindered opportunities for innovation and creativity. Staff within the NRRT informed us that having the flexibility to prioritise their workload across both detected and undetected rapes would maintain and develop standards while providing a supportive quality assurance for local policing.
64. We recognise the value of staff engagement and the positive contribution that staff can make towards organisational development. We recognise that staff engagement issues are not restricted to those involved in rape investigation and within our local policing inspection report for Fife Division we have recommended that Police Scotland review their internal engagement processes to provide the opportunity for staff to raise issues for discussion, receive feedback and participate in change.



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65. Sexual Offences Liaison Officers (SOLO) are volunteer police officers who are trained in understanding rape trauma syndrome, forensic medical examination and how to interview victims of sexual assault. SOLOs are expected to deliver this role in addition to their day-to-day duties. During our inspection, we met with a number of SOLOs and were impressed by their professionalism and commitment towards a victim-centred approach to rape investigation.
 66. Prior to the inception of Police Scotland, each legacy force identified and trained their own SOLO officers. In order to bring consistency to the role, the NRTF appointed an experienced officer as the national SOLO coordinator responsible for ensuring that the roles and functions are standardised, that training is reflective of national policy and practice, and that deployment arrangements are effective and efficient. The national SOLO coordinator is supported by a SOLO coordinator in each of the fourteen local policing divisions.
 67. The introduction of the Victims and Witnesses (Scotland) Act 2014 makes provision for certain rights and support for victims and witnesses. In relation to rape investigation, the role of the SOLO is key to compliance with this legislation. We welcome and support the appointment of the SOLO coordinator role, particularly around developing standards.



Resources

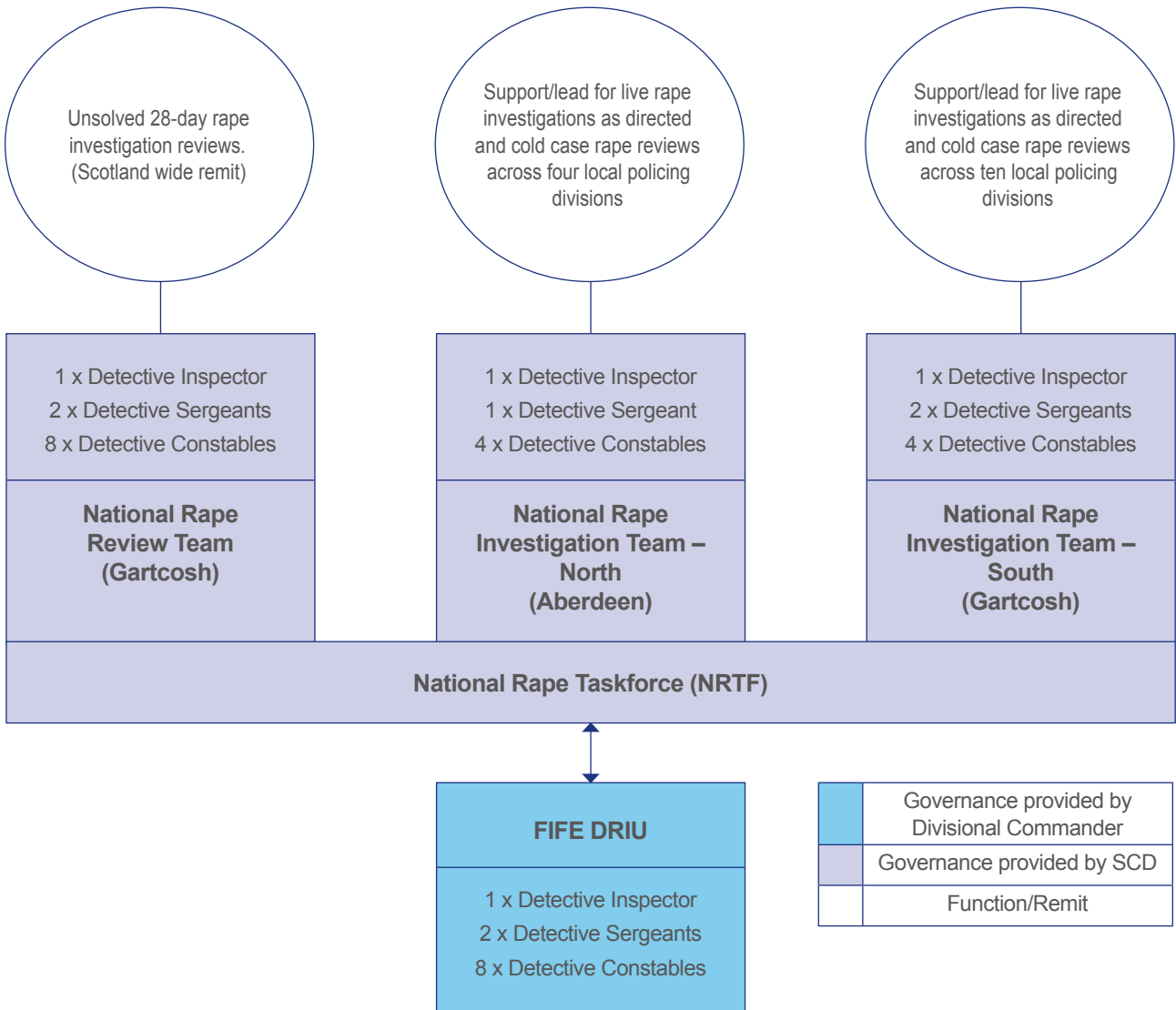
Key findings

- The establishment of a National Rape Review Team and Divisional Rape Investigation Unit provides a recognised single point for local and national contact ensuring greater consistency and clearer lines of communication.
- The levels of specialist knowledge across the National Rape Review Team required to effectively carry out investigative reviews are variable potentially leading to inconsistencies.
- Whilst we support the strong operational focus on domestic abuse and recognise the importance of local policing in terms of operational delivery, there are significant cross-overs in terms of public protection policy and specialist rape investigation.
- National Rape Taskforce staff are generally unsighted on information held in the north and east of the country and are restricted from accessing ICT systems outwith what was their legacy force area.

National Rape Taskforce (NRTF)

68. Police Scotland established a NRTF aimed at improving the quality of rape investigation and the provision of specialist support to DRIUs across the country. External partners commented that the establishment of a NRTF and DRIUs provide a recognised single point for local and national contact ensuring greater consistency and clearer lines of communication. The establishment of a NRTF supports the identified aims of reform; improving local service provision and providing equity of access to specialist services and national capacity.
69. The resources available to the NRTF are shown in Figure 5. This highlights the individual functional responsibilities and geographic spread of resources. Whilst there was a perception amongst local staff in Fife that the NRTF is fully equipped and resourced to respond to complex rape investigation anywhere across the country, there is only limited investigative capacity within the NRIT.

Figure 5: Overview of NRTF assets





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70. During our inspection, we found that staff across the NRRT had high expectations in terms of the standards of investigation required in delivering a professional service to victims of rape. Staff acknowledged that the skill set to undertake rape reviews was spread across the NRRT, and that some gaps in knowledge existed potentially leading to inconsistencies. To ensure that the NRRT can deliver an effective and consistent service there is a need to undertake a skills and training needs analysis to ensure that officers are fully equipped to carry out their review role.

Recommendation 7

Police Scotland should undertake a training needs analysis for the National Rape Review Team to ensure staff have the necessary range of specialist skills and competencies to conduct investigative reviews.

Domestic Abuse Taskforce

71. Domestic abuse defined by Police Scotland is any form of physical, sexual or mental and emotional abuse which might amount to criminal conduct and which takes place within the context of a relationship between partners or ex-partners. Police Scotland's focus on tackling domestic abuse is supported by a Domestic Abuse Taskforce and Domestic Abuse Investigation Units (DAIU). The Domestic Abuse Taskforce was established to proactively target domestic abuse perpetrators who present the greatest risk of harm to victims and their families. The Domestic Abuse Taskforce operates at a national level across the north, east and west command areas. The chief officer lead is provided by the Assistant Chief Constable, Local Policing West, taking the policy responsibility for domestic abuse outwith SCD and the wider public protection portfolio.
72. Whilst we support the strong operational focus on domestic abuse and recognise the importance of local policing in terms of operational delivery, there are significant crossovers in terms of public protection policy and specialist rape investigation. During our inspection we found frequent crossovers around domestic abuse, adult and child protection matters including rape investigation. Whilst we saw close working between the DRIU and the DAIU, this required significant effort and coordination to ensure there was no duplication of effort across the separate portfolios. We consider that Police Scotland could maximise the synergies that exist between the National Rape Taskforce and the Domestic Abuse Task Force, both nationally and locally. We recommend that Police Scotland should review the management structures for the Domestic Abuse Task Force and National Rape Task Force and establish whether there are policy and operational benefits in bringing them both under the professional

management of the public protection portfolio. Should these advantages exist, then we would suggest that a chief officer lead or 'champion' is maintained within local policing to maintain the links with operational delivery within divisions.

Recommendation 8

Police Scotland should review the management structures for the National Rape Taskforce and the Domestic Abuse Taskforce and establish whether there are policy and operational benefits in bringing them both under the professional management of the public protection portfolio.

73. The divisional commander in Fife is responsible for the management and resourcing of the local DRIU. We established that the DRIU resource was based on the 2012-13 rape figures for Fife. The 85% increase in recorded rape has resulted, by extension, in a greater than anticipated investigative workload for DRIU staff within Fife. However, we did not find evidence that the increased demand had impacted on service delivery. **Divisional management teams should regularly monitor the workload and performance of the DRIU.**
74. During our inspection, DRIU staff and SOLOs commented on a lack of available unmarked vehicles from the divisional fleet. Given the emotional challenges that often exist with victims of rape, the use of marked police vehicles could result in unintended consequences in building trust and confidence. Although we found each case was assessed on an individual basis, officers stated that to maintain the confidence of the victim, they would on occasions use their own private vehicle and/or public transport rather than using a marked police vehicle to visit a victim. **We would encourage Police Scotland to ensure that there is sufficient capacity of unmarked fleet vehicles to facilitate the work of the SOLO and those involved in the investigation of serious sexual crime, including rape.**

ICT support

75. The business case for the establishment of the NRTF highlighted the need to access an ICT infrastructure that provided visibility of information and investigative decisions. At the time of the inspection, NRTF staff were generally unsighted on information held in the north and east of the country and were restricted from accessing ICT systems outwith what was their legacy force area. We established that NRTF staff are circumventing these issues by utilising local officers to access legacy systems or through the provision of temporary restricted access provided by local ICT administrators.



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76. It is envisaged that the delivery of the i6 programme³⁹ will provide a solution to these issues, providing the NRTF with access to a variety of information including incident and crime recording data across the fourteen local policing divisions. This is an area of interest to HMICS and we will continue to monitor developments.
77. In the interim, the NRTF has developed two spreadsheets to support the 28-day review of undetected rapes and case tracking. Both spreadsheets are useful developments in the provision of management information, however, we found the same information being recorded by the DRIU on a number of different forms. **We suggest that Police Scotland should review the NRTF internal processes to reduce the duplication of data input.**

Intelligence support

78. During our inspection we established that there is no dedicated intelligence resource across the national public protection portfolio and although officers submit intelligence logs the intelligence support is provided by the National Intelligence Bureau (NIB) which forms part of SCD. During our next local policing inspection in November 2014, we will explore the management of intelligence and the effectiveness of the support provided by the NIB in relation to public protection.

³⁹ The new integrated national police ICT system.



Partnerships

Key findings

- We found evidence of positive working relationships both nationally and locally between Police Scotland and voluntary sector support groups.
- The proactive approach by Police Scotland in pursuing offenders, including the identification of non-recent victims, is welcomed by support groups. However, this approach has resulted in increased victim referrals which has impacted upon the capacity of support groups.
- We found evidence of strong, professional relationships between Police Scotland and partner agencies.
- Staff involved with the investigation of rape commented that medical facilities across police offices and the equipment therein remain inconsistent across the country.

79. During our inspection, we found evidence of positive national working relationships with the NRTF and Rape Crisis Scotland. Locally, we found positive relationships between the DRIU and the Fife Rape and Sexual Assault Centre (FRASAC), an independent voluntary organisation which offers a range of confidential support services including a safe place for victims of rape to be interviewed.
80. The proactive approach by Police Scotland in pursuing offenders, including the identification of non-recent victims, is welcomed by support groups. However, this approach has resulted in increased victim referrals which has impacted upon the capacity of support groups and affected their capability to maintain the same level of service and support to victims of rape and serious sexual assault.
81. During our inspection, we observed the Fife Multi Agency Tasking and Coordination (MATAC) meeting. The purpose of the MATAC is to address the behaviour of serious violent and sexual offenders through the assistance of multi-agency partners. We found evidence of strong, professional relationships between Police Scotland and partner agencies. Partners commented that they found the use of acronyms confusing during such meetings and suggested a list of police and criminal justice abbreviations would enable greater participation. **Police Scotland should consider producing a glossary of police and criminal justice terms to support partner agencies at meetings.**
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Healthcare

82. The forensic medical examination of both a victim and perpetrator are crucial in cases of sexual assault including rape and it is important that a victim is examined quickly and efficiently to ensure that they receive the best support available whilst securing vital forensic evidence.
83. The responsibility for the provision of healthcare and forensic clinical services for people in police care transferred from Police Scotland to the NHS in 2014. Support, governance and lifetime management arrangements are overseen by a National Coordinating Network which involves representatives from NHS Boards, Police Scotland, social work, COPFS, SPA and Scottish Government Health and Social Care and Justice Directorates.
84. Police Scotland intends to move to a position where victims of rape and serious sexual crimes are forensically examined in a specialist medical and forensic service centre. There are already a number of specialist sites across Scotland including the NHS Health and Wellbeing Hub in Aberdeen, Archway in Glasgow and a Forensic Medical Examination Suite at Wishaw General Hospital in North Lanarkshire.
85. In cases where there is currently no access to specialist sites, forensic medical examinations are conducted by a doctor within a dedicated rape suite at a police office. During our inspection, staff involved with the investigation of rape commented that medical facilities across police offices and the equipment therein remain inconsistent across the country. **We recognise delivery of an effective and efficient medical provision which includes victim access to counselling and treatment is work in progress, currently led by the Assistant Chief Constable (Major Crime and Public Protection) and NHS. This is an area of interest to HMICS and we will monitor developments.**

Forensic Services

86. The Scottish Police Authority (SPA) was established under the Police and Fire Reform (Scotland) Act 2012 and has a statutory responsibility to provide forensic services to the police service, the Police Investigations and Review Commissioner, the Lord Advocate and Procurators Fiscal.⁴⁰ The Chief Executive, SPA has oversight of the management of Forensic Services in Scotland.

⁴⁰ Section 31 of the Police and Fire Reform (Scotland) Act 2012.



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87. Forensic Services plays a crucial role in supporting police in the investigation and detection of serious sexual crimes including rape. The services include:
- chemistry;
 - DNA;
 - Scottish DNA Database Statistics;
 - drug analysis;
 - scene examination;
 - specialist services;
 - fingerprints; and
 - biology.
88. Forensic biology is applied in cases where the analysis of biological material may aid an investigation. In cases of rape, the main biological materials of interest are blood, semen, other bodily fluids (such as saliva), hairs and fibres.
89. During our inspection, staff were positive in relation to the service provided by Forensic Services, particularly in rape investigation cases where the perpetrator is unknown to the victim. Forensic Services are engaged with Police Scotland to scope the requirements of the NRTF which will inform the development of a Sexual Offences Service across laboratory functions. **Due to the scope of this inspection no contact was made with Forensic Services, however, we will be undertaking a thematic inspection of Forensic Services in 2015.**



Appendix 1

Glossary

ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
ACPOS	Association of Chief Police Officers in Scotland (pre-reform)
CID	Criminal Investigation Department
COPFS	Crown Office and Procurator Fiscal Service
DAIU	Domestic Abuse Investigation Unit
DAT	Domestic Abuse Taskforce
DRIU	Divisional Rape Investigation Unit
FRASAC	Fife Rape and Sexual Assault Centre
HMICS	Her Majesty's Inspectorate of Constabulary in Scotland
ICT	Information and Communications Technology
KPIs	Key Performance Indicators
MATAC	Multi-Agency Tasking and Coordinating meeting
NRIT	National Rape Investigation Team
NRRT	National Rape Review Team
NRTF	National Rape Taskforce
RCS	Rape Crisis Scotland
SCD	Specialist Crime Division
SCOMIS	Scottish Management Information System
SCRS	Scottish Crime Recording Standard
SIO	Senior Investigating Officer
SOLO	Sexual Offences Liaison Officer
SPA	Scottish Police Authority
VIA	Victim Information and Advice Service



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