**HMICS** HM INSPECTORATE OF
CONSTABULARY FOR SCOTLAND

SCOTTISH
**POLICING**
PERFORMANCE FRAMEWORK

**Annual Report (2007-08)**

December 2008

## THE POLICING LANDSCAPE

**Grampian**
Land Area: 3,253 square miles
Population: 535,290
Special Constables: 152
Police Officers: 1,500
Police Staff: 863

**Northern**
Land Area: 10,000 square miles
Population: 285,550
Special Constables: 237
Police Officers: 731
Police Staff: 429

**Central**
Land Area: 1,016 square miles
Population: 288,810
Special Constables: 107
Police Officers: 841
Police Staff: 367

**Strathclyde**
Land Area: 5,370 square miles
Population: 2,210,370
Special Constables: 323
Police Officers: 7,696
Police Staff: 2,809

**Dumfries & Galloway**
Land area: 2,649 square miles
Population: 148,300
Special Constables: 93
Police Officers: 520
Police Staff: 321

**Tayside**
Land Area: 2,896 square miles
Population: 394,160
Special Constables: 176
Police Officers: 1,179
Police Staff: 602

**Fife**
Land Area: 513 square miles
Population: 360,500
Special Constables: 134
Police Officers: 1,079
Police Staff: 542

**Lothian & Borders**
Land Area: 2,471 square miles
Population: 921,220
Special Constables: 172
Police Officers: 2,875
Police Staff: 1,376

NORTHERN CONSTABULARY

GRAMPIAN POLICE

TAYSIDE POLICE

CENTRAL SCOTLAND POLICE

FIFE CONSTABULARY

STRATHCLYDE POLICE

LOTHIAN & BORDERS POLICE

DUMFRIES & GALLOWAY CONSTABULARY

The population data is based on the General Register Office for Scotland (GROS) mid-year estimates. These can be found at the following web address:

http://www.gro-scotland.gov.uk/statistics/publications-and-data/population-estimates/index.html

## INTRODUCTION

In Autumn 2005 HM Inspectorate of Constabulary for Scotland (HMICS) published a report on performance management in the Scottish police service, titled *Managing Improvement*[1]. In it, we called for a multi-agency strategic steering group to be established that would co-ordinate performance measurement and reporting across the service. We further recommended that an early priority of the group be to conduct a fundamental review of existing performance information and targets.

The Senior Strategic Steering Group (SSSG), on whose behalf we have produced this report, and the Scottish Policing Performance Framework (SPPF) are the respective outcomes of these recommendations. Both have been made possible only through close collaborative working between Scottish Government, the Association of Chief Police Officers in Scotland (ACPOS), police forces, the Scottish Police Authorities' Conveners' Forum, Convention of Scottish Local Authorities (COSLA), Audit Scotland and HMICS. It is because of our unique operational independence from both forces and government that we have been asked to produce this first annual report on behalf of the SSSG.

### The Framework

Launched on 1 April 2007, the SPPF presents a new way of reporting performance information that will help to advance our understanding of how best to manage and continually improve policing across Scotland. This applies not just to forces themselves, but to their police authorities, central government and the general public too. It will also help scrutiny bodies like ourselves and Audit Scotland whose responsibility it is to hold the service to account on behalf of the people of Scotland.

The framework itself is constructed around four areas of policing designed to cover the breadth of policing activity:

> **Service response** - relates to the quality of service provided by forces. It covers all aspects of force engagement with the public including making initial contact, responding to incidents and giving feedback. It is also concerned with public confidence in policing.

> **Public reassurance & community safety** - relates to how forces respond to the concerns of local communities. It includes forces' and their partners' contributions to preventing, investigating and detecting crime, as well as community engagement and public perceptions and experiences of crime and disorder in their local area.

> **Criminal justice & tackling crime** - addresses how forces and their partners contribute to the effective and efficient operation of the criminal justice system, as well as how they tackle matters of national security and serious organised crime.

> **Sound governance & efficiency** - covers how forces manage their resources and finances.

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[1] HMICS (2005): Managing improvement: A Thematic Inspection of Performance Management in the Scottish Police Service
http://www.scotland.gov.uk/Publications/2005/09/27134643/46436

For each of the four areas of policing, key strategic objectives have been agreed to reflect areas of national priority. These high level objectives, as they are known, have in turn been translated into one or more of the following types of performance measure:

**Outcomes** – the final results of policing;

**Activities** – the activities and processes that contribute towards the outcomes; and

**Inputs** – the resources required to carry out the activities.

There are also a number of **context** indicators, which are not in themselves measures of performance but instead provide contextual information to describe the environment in which the police operate.

### The first annual report of the SPPF

This first annual report presents all of the performance measures in the SPPF, explaining each in turn and where possible providing force- and national-level performance data over time*. For a number of reasons we have, however, been limited in the analyses we have been able to carry out:

- data recording practices for much of the information in the framework are relatively new to some forces and in many cases are still being developed or implemented;

- all available data for the two consecutive years 2006-07 and 2007-08 are presented in a series of 52 tables. Where there is only one year of data we have been unable to establish the year-on-year change in performance. A further five multigraphs provide a visual summary of indicators comparing performance over the two years. These too will therefore only include those forces that were able to supply data for both years;

- it is widely accepted that trends over a longer period of time make more robust indicators of performance. Readers must therefore be circumspect when attempting to draw conclusions from the data presented; and

- interpreting variances in data can be difficult. Though we may think we know and understand the reasons behind fluctuations in performance, we cannot always be sure from the available evidence that our assumptions are correct. For this reason we have kept such assumptions to a minimum and have concentrated instead on describing what the indicators can tell us.

### Points of note for 2007-08

HMICS is encouraged to see:

- that overall recorded crimes and offences are down across Scotland as a whole, notably Group 1 (crimes of violence) which show a reduction of nearly nine per cent on last year;

- that the number of people killed or injured in road accidents across Scotland has decreased by 7.7% compared with last year; and

- that the number of reports submitted to the procurator fiscal within set timescales has increased by over ten per cent.

Where we would like to see more focus directed in the future is in:

- significant improvements in the availability of data;

- common recording practices being adopted by all forces;

- forces' ability to challenge, understand and explain the variation in detection rates across forces; and

- the development of a consistent approach to incident recording.

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* Data used in this report is provided by police forces to the Scottish Government's Justice Analytical Services and full details are available on the statistics section of the Scottish Government website
**http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice/Datasets**

We understand that forces are continuing to address matters of data availability and consistency. However, persistent inconsistencies need to be resolved as a matter of urgency. For example, the apparent variances in detected crime rates between forces may have more to do with differences in force policy or practice than actual variations in performance. In other words, it is not enough simply to report on these differences; forces must align their processes so that real differences in performance can be identified, understood and then reported to the public.

**Future development of the SPPF**

The framework has continued to develop since it was first implemented in April 2007, assisted more recently by the additional involvement of the Convention of Scottish Local Authorities (COSLA) through the SSSG. As will become apparent in the following sections, measures for every high level objective have not yet been introduced. Nor do those that appear in this first iteration of the framework reflect all policing activities or priorities.

That said, work continues to identify, develop and incorporate new indicators as appropriate and, where necessary, to refine current ones. For the year 2008-09, further performance indicators have been added in order to broaden the coverage of the framework. Efforts are also being made to strengthen the link between these and the operational priorities of the Scottish police service identified through risk-assessment. It is further expected that forces will also supplement the national picture by including their own local priorities in their performance reports.

Implementing the SPPF has presented more challenges for some forces than others. The infrastructure for gathering the necessary data is not universally in place or necessarily well developed, although the service is working to address this aspect too. It is anticipated that over time, improvements and refinements in the capability and capacity of forces to gather and analyse performance information will allow more detailed analyses to take place. It is further hoped that the ongoing development of the framework, both in terms of its content and the way it is used to manage performance, will allow demands for forces' performance information from other bodies to be streamlined. For example, it might be possible for the SPPF to replace the existing Accounts Commission statutory performance indicators (SPIs).

In the meantime, in our opinion the introduction of the performance framework, and the publication of this first report, are significant steps forward towards achieving the aim of providing consistent information to the public on the performance of the police service in Scotland.

Note: The framework for 2007-08 and 2008-09 can be viewed online at
http://www.scotland.gov.uk/Topics/Justice/Police/Performance/

Copies are also available by contacting the Police Performance Team at the Scottish Government:

Police Performance Team
1WR St Andrew's House
Edinburgh  EH1 3DG

Tel: 0131 244 2388
Email: police.performance.framework@scotland.gsi.gov.uk

## SERVICE RESPONSE

Indicators in this section are intended to address how effectively the police are providing their service and corresponding levels of public satisfaction.

### High Level Objectives:

- Accessible policing services for all
- Increased public satisfaction with service delivery
- Keep victims of crime informed and provide access to support
- Timely and professional response to the public
- Efficient and effective call handling
- *Meet the needs of communities through effective partnerships*\*
- Effective response to service delivery complaints
- Improved custody processing times

### Performance Measures 2007-08

- **Outcomes:**
  - Level of service user satisfaction
- **Activities:**
  - Proportion of 999 calls answered within 10 seconds
- **Inputs:**
  - None at present
- **Context:**
  - Number of telephone calls and incidents
  - Proportion of population from minority ethnic groups
  - Number of sudden deaths reported to the procurator fiscal

### Performance summary

The graph below summarises the key performance indicators measured to date, comparing 2007-08 figures with those for 2006-07. The brown points falling outside the fixed pentagon (in blue) indicate improved/better performance, those inside the navy pentagon, reduced/poorer performance.

Until recently forces were only required to conduct satisfaction surveys every three years, in line with the Accounts Commission statutory indicator. Consequently not all could provide data for both years examined here. Bearing in mind the incomplete data, performance has improved on two of the five measures, has more or less remained the same for two, and has fallen in one instance. In terms of public satisfaction, initial contact with the police remains the point at which satisfaction levels are highest. That said, satisfaction with force performance generally shows the greatest increase over the two years. A decline, however, can be seen in satisfaction with how the matter was dealt with overall. The figures for each of the individual indicators in this pillar are described in more detail in the following section.

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\* Objectives and indicators shown in italics are partnership indicators which cannot be taken as direct indicators of police performance as they are particularly influenced by other agencies and external factors.

## Multigraph 1: Service response measures of performance
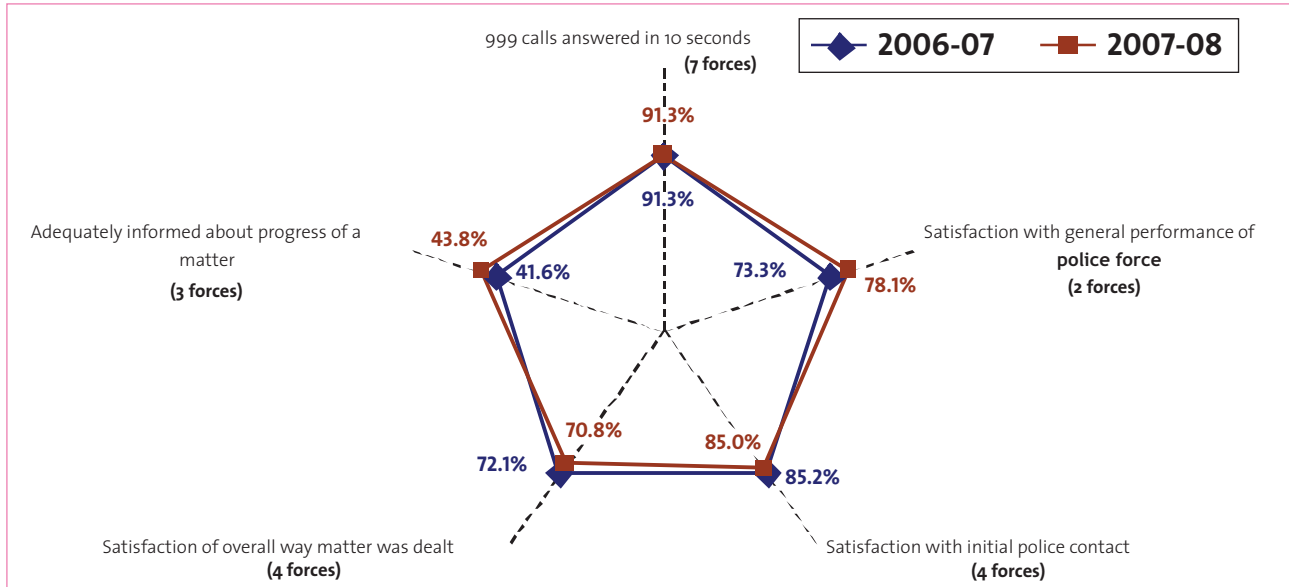


(NB: While most forces have been able to provide data on each of the indicators for the first full year (2007-08) of the Framework, not all could supply equivalent data for 2006-07. This has affected the presentation of statistics as follows:

- where the tables show data for 2007-08 only, all forces that supplied 2007-08 data have been included in the Scotland totals; however,
- because the multigraphs compare performance over the two years, only forces that were able to provide data for both years have been included in the Scotland totals.

As a result, there may be differences between the Scotland totals appearing in the tables and those in the multigraphs.)

## OUTCOMES

### Level of service user satisfaction

Forces regularly survey members of the public who have contacted them, in order to ascertain their level of satisfaction as users of police services. These users will have contacted the police for various reasons, including to report a crime, a disturbance/nuisance, a road accident or a missing person. The indicator requires 50% of those surveyed to have reported a crime and is an Accounts Commission indicator.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007 -08 | Number surveys issued | 1,240 | 800 | 2,400 | 403 | 2,400 | – | – | 3,600 | 10,843 |
| | % Return rate | 21.5 | 51.3 | 21.6 | 99.8 | 37.0 | – | – | 29.6 | 31.8 |

Table 1

Satisfaction is measured on a five-point scale, ranging from 'very satisfied' to 'very dissatisfied'. (Lothian & Borders uses a four-point scale which excludes the option 'neither satisfied or dissatisfied'.) Because of their current survey cycle, neither Northern or Strathclyde have data for 2007-08.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| **2007 -08** | General performance of police force (%) | 68.8 | 78.5 | 67.6 | 85.8 | – | – | – | 78.0 | 76.2 |
| | Initial police contact (%) | 78.2 | 85.9 | 79.0 | 92.5 | 87.4 | – | – | 84.2 | 84.9 |
| | Overall way police dealt with the matter (%) | 68.4 | 78.3 | 70.7 | 72.1 | 76.6 | – | – | 63.0 | 70.9 |
| | Kept adequately informed (%) | 42.9 | 37.1 | 47.1 | 62.1 | 49.8 | – | – | 42.7 | 45.3 |

Table 2

## Commentary

Most forces use postal surveys. This method tends to attract a return rate of between 30% and 40% and as such, the 31.8% response rate for Scottish forces combined is at the lower end of the expected range (see Table 1). The significantly higher rate shown by Grampian is due to their use of a telephone survey. The direct contact with respondents that this involves commonly leads to a better response. What we cannot say at this stage, is whether this has also had an indirect effect on recorded satisfaction levels.

The first three rows of Table 2 show the percentage of respondents who were 'fairly' or 'very' satisfied with the service they received. Percentages in the final row reflect the proportion of respondents, where applicable who said that 'yes', the police had kept them adequately informed while dealing with the matter. The figures suggest that satisfaction consistently falls between the point of first contact and the matter being resolved. There is evidence to suggest that it may in part be correlated with how well respondents feel they have been kept informed of progress - what we commonly refer to as 'feedback'. For example, the final row of the table implies that more than half of users (54.7%) to whom this question was applicable did not feel they had been kept adequately informed.

In our recent report on *Quality of Service*[2], we made a number of recommendations to improve the service received by members of the public. One of these was that forces produce and publish standards of service that describe what actions they will take in the event of a call from a member of the public. In this way, anyone approaching the police for assistance will be able to understand what they can and cannot reasonably expect the police to do. Corresponding internal guidance for police officers and staff should stress the importance of improving the quality of service they provide, with an emphasis on giving feedback. We also urged forces to agree a national approach to user surveys that is capable of generating a greater understanding and more complete picture of user satisfaction. By responding to our recommendations, we hope that forces will be in a stronger position to increase satisfaction levels.

[2] HMICS (2008) Thematic Inspection Quality of service and feedback to users of police services in Scotland.
http://www.scotland.gov.uk/Publications/2008/05/29140329/0

## ACTIVITIES

### Proportion of 999 calls answered within 10 seconds

The prompt answering of 999 calls is a priority for the police, and all forces aim to answer at least 90% of such calls within ten seconds. For the purpose of this measure, the time is counted from the first ring of call to the police switchboard until a police employee answers it - it does not examine the subsequent speed at which police attend these incidents. This indicator is also an Accounts Commission statutory performance indicator.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007 -08 | Number of 999 calls | 33,172 | 14,096 | 46,992 | 44,544 | 134,935 | 22,284 | 339,624 | 49,680 | 685,327 |
| | Proportion answered in 10 seconds (%) | 90.7 | 95.7 | 95.5 | 91.5 | 90.0 | 85.4 | 91.7 | 87.7 | 91.3 |
| | % point change on 06-07 | -1.7 | 1.6 | -0.3 | – | 3.8 | 13.8 | -1.9 | -3.0 | 0.0[3] |

Table 3

### Commentary

Despite most forces experiencing some fluctuation in the proportion of 999 calls answered within ten seconds, the proportion for Scotland as a whole (91.3%) sits above the 90% target. In fact, as we know from past data from Audit Scotland, this national proportion has been rising steadily since 2004.

Unfortunately, it is still the case that a large proportion of 999 calls are not police emergencies. An emergency is when someone is in immediate danger or that a crime is in the process of being committed, but many people dial 999 for other, non-urgent reasons. In an effort to minimise these occasions, a report by Audit Scotland[4] recommended that forces and other local agencies make greater efforts to explain to members of the public both when to use 999 and what other numbers to use in different situations.

## INPUTS

The SPPF currently has no input measures in this section.

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[3] This difference does not take into account Grampian as they could not supply the relevant data for 06-07.
[4] Audit Scotland (2007) Police call management - An initial overview
http://www.scotland.gov.uk/Publications/2008/05/29140329/0

## CONTEXT[ψ]

### Number of telephone calls and incidents

These context measures are intended to demonstrate the level of demand on forces incurred through telephone contact from members of the public. All forces now use electronic incident management systems, known as 'command and control' systems, which generate unique incidents following a call from a member of the public, police officer or other organisation/emergency service.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| **2007-08** | Total number of calls per 10k population | 12,165 | 13,297 | 13,274 | 8,998 | 9,844 | 16,584 | 9,120 | 10,481 | 10,338 |
| | Proportion of 999 calls (%) | 9.4 | 7.1 | 9.8 | 9.2 | 14.9 | 4.7 | 16.8 | 12.0 | 12.9 |
| | % point change on 06-07 | 0.6 | – | 0.5 | – | 0.1 | 0.3 | 0.9 | 0.0 | 0.5[5] |
| | | | | | | | | | | |
| **2007-08** | Total number of incidents per 10k population | 4,134 | 5,769 | 4,309 | 3,034 | 4,035 | 4,973 | 5,230 | 4,142 | 4,579 |
| | % change on 06-07 | -0.1 | – | -0.1 | -0.1 | 0.0 | -0.1 | 0.0 | 0.0 | 0.0[6] |

Table 4

### Commentary

At 10,338 calls per 10,000 population, this is equivalent to more than every person in Scotland calling the police at some point during 2007-08. Roughly one in every eight calls was a 999 call, and nearly 45% were subsequently recorded as incidents. How these figures differ from the previous year is not known, as two forces have not provided data for 2006-07.

Unfortunately, there is as yet no standard definition of 'incident' in use in Scotland, so that what gets recorded as an incident will vary from force to force. The variation in incident numbers per 10,000 population might indeed suggest inconsistency in recording practices. The move towards a common command and control system offers forces the opportunity to agree a shared approach to incident recording. Such a development would make it easier to understand the nature and extent of demand on forces as measured by this indicator.

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[ψ] Context measures are not measures of performance but they are designed to provide contextual information to allow a better understanding of the environment within which police forces operate.

[5] This difference does not take into account Grampian and D&G as they could not supply the relevant data for 06-07.

[6] This difference does not take into account D&G as they could not supply the relevant data for 06-07.

### Number of sudden deaths reported to the procurator fiscal

The police, on behalf of the procurator fiscal, investigate all sudden, suspicious and unexplained deaths, including those occurring outdoors, suicides, and those where a general practitioner cannot certify the cause of death. They will also examine deaths where the circumstances give rise to serious public concern.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number reported to the Procurator Fiscal | 506 | 182 | 707 | 655 | 1,464 | 383 | 3,952 | 652 | 8,501 |
| | % change with 06-07 | -12.0 | -12.9 | -8.8 | -7.5 | 0.2 | 1.3 | -9.3 | -6.1 | -7.2 |

Table 5

### Commentary

The table shows a decline in the number of such deaths recorded by the police in 2007-08, for Scotland as a whole and across most forces.

Please note that these data are based on the 2001 Census. For this reason the figures do not reflect more recent trends in migration from the European Union (EU) Accession countries. A revised form will be used in the next census in 2011 that will be able to capture this information.

## Courtesy of 2001 Census by General Register Office for Scotland (GROS)

Percentage of people in ethnic groups

| Force Area | White Scottish | Other White British | White Irish | Other White | Indian | Pakistani | Bangladeshi | Other South Asian | Chinese | Caribbean | African | Black Scottish or other Black | Any Mixed Background | Other ethnic group |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Central | 90.37 | 6.54 | 0.74 | 1.21 | 0.12 | 0.40 | 0.01 | 0.05 | 0.16 | 0.03 | 0.05 | 0.02 | 0.18 | 0.12 |
| D&G | 83.35 | 14.20 | 0.76 | 1.04 | 0.08 | 0.08 | 0.01 | 0.03 | 0.17 | 0.02 | 0.04 | 0.02 | 0.15 | 0.06 |
| Fife | 88.25 | 8.54 | 0.61 | 1.33 | 0.15 | 0.34 | 0.02 | 0.06 | 0.21 | 0.03 | 0.08 | 0.03 | 0.22 | 0.13 |
| Grampian | 84.77 | 11.08 | 0.55 | 1.98 | 0.20 | 0.11 | 0.07 | 0.12 | 0.31 | 0.06 | 0.16 | 0.02 | 0.28 | 0.29 |
| L&B | 83.72 | 10.03 | 1.06 | 2.67 | 0.31 | 0.58 | 0.08 | 0.16 | 0.46 | 0.05 | 0.16 | 0.03 | 0.41 | 0.29 |
| Northern | 85.17 | 12.19 | 0.53 | 1.33 | 0.08 | 0.07 | 0.05 | 0.05 | 0.12 | 0.04 | 0.04 | 0.02 | 0.20 | 0.11 |
| Strathclyde | 91.05 | 4.21 | 1.23 | 1.13 | 0.39 | 0.97 | 0.02 | 0.14 | 0.34 | 0.03 | 0.09 | 0.02 | 0.21 | 0.16 |
| Tayside | 87.83 | 7.91 | 0.79 | 1.55 | 0.32 | 0.51 | 0.07 | 0.14 | 0.32 | 0.03 | 0.10 | 0.02 | 0.23 | 0.19 |
| Scotland | 88.09 | 7.38 | 0.98 | 1.54 | 0.3 | 0.63 | 0.04 | 0.12 | 0.32 | 0.04 | 0.1 | 0.02 | 0.25 | 0.19 |

Table 6

## Commentary

The data for 2001 showed that approximately 98% of the population in Scotland classified themselves as being 'white'. The biggest minority groups were those who described their ethnic grouping as Pakistani (0.63%) and Chinese (0.32%).

## PUBLIC REASSURANCE & COMMUNITY SAFETY

This section looks at how forces respond to the concerns of local communities. Most relate to crimes and offences recorded by the police.

### High Level Objectives:

- *Positive impact on crime, particularly priority crimes\**
- Maintaining public order
- *Safeguarding national security*
- *Protection of vulnerable people*
- *Effective management of registered sex offenders*
- Increased public confidence in the police
- *Improved perceptions of personal safety and reduced fear of crime*
- *Reduced anti-social behaviour*
- *Reduced harm caused by drugs*
- *Road casualty reduction*
- *Improved targeting and disruption of specific crime types, e.g. youth crime*
- Improved visibility

### Performance Measures 2007-08

- **Outcomes:**
  - *Number of recorded crimes and offences*
  - *Number of persons killed or injured in road accidents*
  - *Number of racist incidents*
- **Activities:**
  - Weight of Class A drug seizures and number of supply and possession with intent to supply offences recorded
- **Inputs:**
  - None at present
- **Context:**
  - Number of registered sex offenders
  - Number of domestic abuse incidents
  - Number of problem drug users
  - Number of missing persons incidents

### Performance summary

The graph below summarises the main key measures in this pillar. Again 2007-08 figures are compared with those of the previous year, and points falling outside the fixed circle (in blue) represent performance in the desired direction. For reasons we will explain in the appropriate section, the drug seizures indicators are examined separately.

Of the 13 measures depicted, eight show improved performance over time. These include the three road traffic casualty indicators and five of the seven crime groups. Groups 5 and 7 crimes/offences have fallen, suggesting that competing priorities have detracted from proactive work in these areas.

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\* Objectives and indicators shown in italics are partnership indicators which cannot be taken as direct indicators of police performance as they are particularly influenced by other agencies and external factors.

## Multigraph 2: Public reassurance & community safety measures
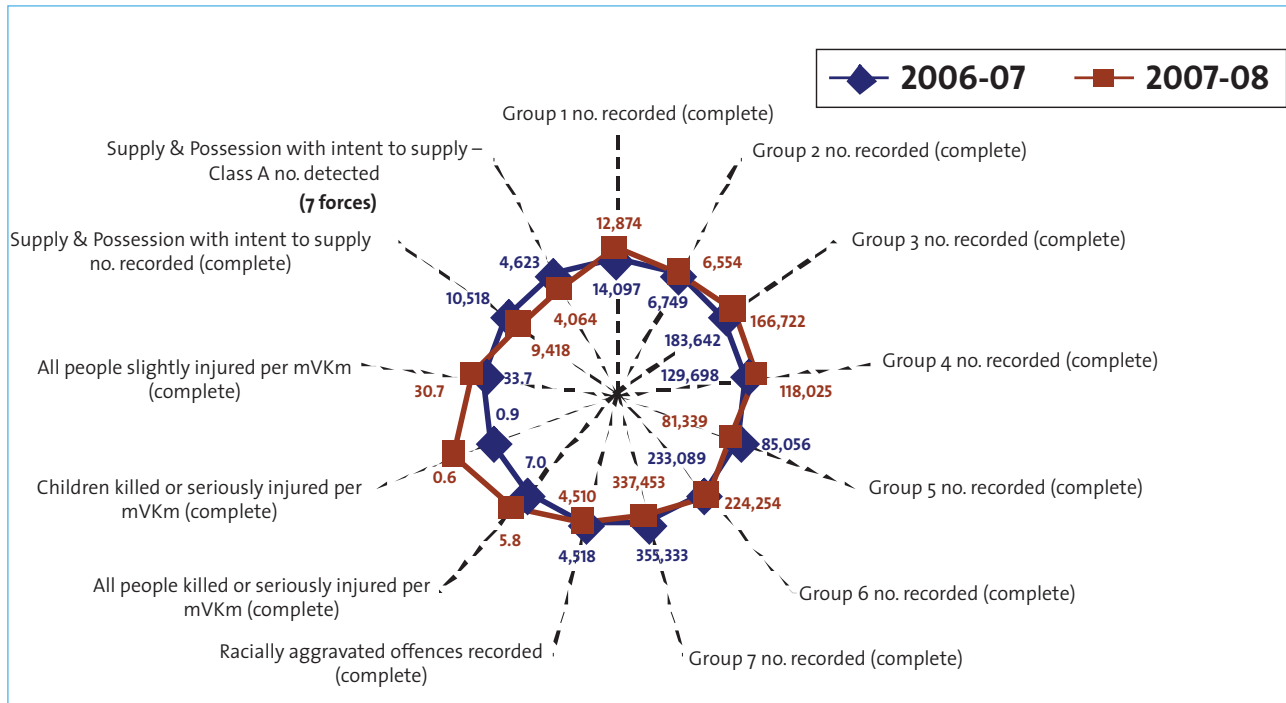


mVKm: million vehicle kilometres, which is a measure of traffic volume

(note: While most forces have been able to provide data on each of the indicators for the first full year (2007-08) of the Framework, not all could supply equivalent data for 2006-07. This has affected the presentation of statistics as follows:

- where the tables show data for 2007-08 only, all forces that supplied 2007-08 data have been included in the Scotland totals; however,
- because the multigraphs compare performance over the two years, only forces that were able to provide data for both years have been included in the Scotland totals.

As a result, there may be differences between the Scotland totals appearing in the tables and those in the multigraphs.)

## OUTCOMES

### Number of recorded crimes and offences

For statistical recording purposes, criminal incidents in Scotland are classified as either crimes or offences: the term 'crime' is used for more serious criminal acts, while 'offences' describes minor incidents and breaches of road traffic legislation. The distinction is for working purposes only, and the seriousness of the act is generally related to the maximum sentence that can be imposed. The framework does not reproduce every crime and offence, but instead aggregates them into standard groupings:

Group 1 – Crimes of violence

Group 2 – Crimes of indecency

Group 3 – Crimes of dishonesty

Group 4 – Vandalism, fire-raising and malicious conduct

Group 5 – Drugs and other crimes

Group 6 – Offences (miscellaneous)

Group 7 – Offences (road traffic)

In brief, groups 1 to 4 and 6 predominately include crimes and offences that are reported to the police whereas groups 5 and 7 are largely reliant on proactive police activity. Each will be explained in more detail under the relevant heading reporting this section.

We understand that for many members of the public, recorded crime is the definitive measure of police effectiveness. However, we would caution against placing too much reliance on such indicators as recorded crime levels are greatly influenced by other factors, including:

- prevailing social and economic factors;
- advances in technology – e.g. mobile phones, internet;
- the fact that not all increases in crime figures are negative – e.g. higher numbers of drug seizures made by the police, victims being more confident in reporting sensitive crime to the police; and
- the fact that not all crime gets reported to the police – e.g. the *Scottish Crime & Victimisation Survey*[7] found that the two most common reasons given by people for not going to the police were that they the victims thought the matter too trivial or felt that the police could not have done anything in any case.

It is crucial that the police service continues to earn the trust of the Scottish public. Adopted by forces in April 2004, the Scottish Crime Recording Standard (SCRS) adopts a more ethical and public-focused stance by stipulating that all incidents notified to the police, whether or not crime-related, will be recorded by them and will result in a report being created that is auditable. Though the accuracy of crime recording has improved considerably since the introduction of the SCRS, our recent thematic inspection, *Scottish Crime Recording Development Since 2005*[8], argues that there is still further improvement to be made. For without public support, the flow of intelligence and information on which policing depends, and of which crime reporting is an essential element, will not be forthcoming.

### Group 1 – Crimes of violence

Crimes in this group account for just over one per cent of all recorded crime and offences. They include crimes of murder, attempted murder, serious assault, robbery and assault with intent to rob, cruelty to children, threats and extortion. Assaults are also classified as 'serious' as opposed to 'minor' if the victim sustains an injury that leads to him or her being detained in hospital as an in-patient, or sustains any of the following injuries that do not result in a hospital admission: fractures, internal injuries, severe concussion, loss of consciousness, lacerations requiring sutures which may lead to impairment or disfigurement, or any other injury that may cause impairment or disfigurement.

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[7] Scottish Government (2006) Scottish Crime and Victimisation Survey 2004: Research Findings
http://www.scotland.gov.uk/Publications/2007/01/16115536/3
[8] HMICS (2007) Thematic Inspection: A review of how the Scottish Crime Recording Standard has developed within the police service in Scotland since 2005 http://www.scotland.gov.uk/Publications/2008/02/26133627/0

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number recorded | 465 | 153 | 501 | 845 | 2,009 | 483 | 7,810 | 608 | 12,784 |
| | % change on 06-07 | -11.4 | -5.0 | -13.6 | -10.9 | -4.3 | -24.5 | -7.9 | -8.2 | -8.7 |
| | | | | | | | | | | |
| 2007 -08 | Number per 1,000 population | 1.6 | 1.0 | 1.4 | 1.6 | 2.2 | 1.7 | 3.5 | 1.5 | 2.5 |

Table 7

### Commentary

Group 1 has seen a reduction across Scotland of 8.7% this year. Figures are also down for all individual forces. The Scottish figure is the lowest recorded for crimes in this group since 1986.

### Group 2 - Crimes of indecency

This group includes crimes of rape, indecent assault, and lewd and libidinous practices (crimes against children). These serious crimes accounted for the lowest proportion (less than one per cent) of all recorded crimes and offences in 2007-08.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number recorded | 479 | 130 | 584 | 953 | 1,047 | 383 | 2,573 | 405 | 6,554 |
| | % change on 06-07 | 20.1 | 6.6 | 22.7 | -7.8 | -14.3 | -15.8 | 0.5 | -16.0 | -2.9 |
| | | | | | | | | | | |
| 2007 -08 | Number per 1,000 population | 1.7 | 0.9 | 1.6 | 1.8 | 1.1 | 1.3 | 1.2 | 1.0 | 1.3 |

Table 8

### Commentary

The number of crimes recorded for this group for Scotland as a whole fell by nearly three per cent in 2007-08, to one of its lowest rates in six years.

The often highly sensitive nature of these crimes can make it difficult for people to approach the police. This may mean that certain crimes go unreported for many years, and thus it is widely recognised that under-reporting can be a significant factor in this group. Single investigations that identify multiple victims and crimes can also sometimes help to explain temporal fluctuations in numbers. Such reasons may help to explain some of the variance shown by individual forces in Table 8.

## Group 3 - Crimes of dishonesty

Crimes in this group include thefts by housebreaking (e.g. from someone's home or business premises) or opening lockfast places (e.g. a safe or changing room locker), thefts of or from motor vehicles and fraud. One of the larger groups, crimes of dishonesty account for approximately 18% of total recorded crimes and offences and can have a major influence on public perceptions of the general level of crime.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number recorded | 8,189 | 2,961 | 11,436 | 17,701 | 33,969 | 5,739 | 73,424 | 13,303 | 166,722 |
| | % change on 06-07 | -4.6 | -18.9 | -19.1 | -13.1 | -10.3 | -5.0 | -7.3 | -3.6 | -9.2 |
| | | | | | | | | | | |
| 2007 -08 | Number per 1,000 population | 28.4 | 20.0 | 31.7 | 33.1 | 36.9 | 20.1 | 33.2 | 33.8 | 32.4 |

Table 9

### Commentary

The 9.2% reduction in recorded numbers shown Table 9 marks the ninth consecutive year of falling figures for this group. All forces have contributed to this positive performance, the main decrease occurring amongst motor vehicle thefts, housebreakings, theft by opening a lockfast place and fraud.

### Group 4 – Fire-raising, malicious and reckless conduct

This group includes vandalism, malicious mischief (destroying or damaging the property of another person), fire-raising and reckless conduct. It accounts for approximately 13% of total recorded crime in 2007-08, 96% of which are crimes of vandalism.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number recorded | 6,168 | 2,947 | 8,690 | 10,085 | 22,278 | 5,141 | 55,412 | 7,277 | 118,025 |
| | % change on 06-07 | -11.8 | -9.7 | -17.8 | -14.8 | -8.1 | -6.3 | -6.8 | -7.0 | -9.0 |
| | | | | | | | | | | |
| 2007 -08 | Number per 1,000 population | 21.4 | 20.1 | 24.1 | 18.8 | 24.2 | 18.0 | 25.1 | 18.5 | 22.9 |

Table 10

## Commentary

The number of crimes recorded for this group for the period 2007-08 shows a decrease of nine per cent or 11,673 fewer crimes on the previous year. Here too, all forces have contributed to the decline.

## Group 5 – Drugs and other crimes

Included in this group are all drug offences, bail offences, and crimes against justice such as perjury. The nature of these crimes means that they are usually 'detected' as soon as they come to the attention of the police, for example when a police computer check on an individual reveals that he or she is in breach of a bail condition imposed by a court. However, for the purpose of this indicator, the following table shows the number recorded. Group 5 crimes accounted for approximately nine per cent of all crimes recorded in Scotland during 2007-08.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number recorded | 4,534 | 2,9171 | 4,151 | 6,104 | 11,445 | 4,388 | 43,235 | 5,311 | 81,339 |
| | % change on 06-07 | -2.3 | -6.5 | -6.58 | 4.9 | -9.2 | -5.7 | -1.7 | -18.0 | -4.4 |
| | | | | | | | | | | |
| 2007 -08 | Number per 1,000 population | 15.7 | 14.6 | 11.5 | 11.4 | 12.4 | 15.4 | 19.6 | 13.5 | 15.8 |

Table 11

## Commentary

Across Scotland there has been a reduction since last year (of 4.4%) in the number of crimes recorded in this group, with seven out of the eight forces reporting a decrease in individual figures. In contrast to other crime groups, declines here do not necessarily imply that the occurrence of these crimes has gone down. Instead it is more likely to be the strength and deployment of police resources that determines the number of such offences recorded.

## Group 6 – Offences (Miscellaneous)

With a 24% share of total crimes and offences in 2007-08, this group includes racist conduct or harassment, minor assault, breach of the peace, alcohol related offences and offences against local legislation (often relating to social nuisance). Together they represent a mix of proactive (consuming alcohol in public places) and reactive (breach of the peace) offences.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number recorded | 11,431 | 5,197 | 13,100 | 19,141 | 27,824 | 11,378 | 122,222 | 13,961 | 224,254 |
| | % change on 06-07 | .0.3 | -10.0 | -2.0 | -11.7 | -5.0 | -2.0 | -1.6 | -11.2 | -3.8 |
| | | | | | | | | | | |
| 2007 -08 | Number per 1,000 population | 39.6 | 35.0 | 36.3 | 35.8 | 30.2 | 39.8 | 55.3 | 35.4 | 43.6 |

Table 12

### Commentary

Scotland experienced a drop of roughly four per cent in the number of these offences in 2007-08. Again, this downturn was generally reflected throughout the country. The number of offences per 1,000 population varies markedly from 30.2 to 55.3. We would expect forces to be able to explain this variation in recorded crime levels in this group.

### Group 7 – Offences (road traffic)

This group includes road traffic offences such as speeding (including tickets issued by camera safety partnerships), seat belt offences and motor vehicle defects (e.g. a faulty headlight). It also accounts for the largest proportion of recorded crime, at almost 36% of the total.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number recorded | 18,841 | 19,278 | 24,964 | 39,910 | 61,643 | 16,844 | 119,142 | 36,831 | 337,453 |
| | % change on 06-07 | 2.2 | -28.6 | 4.2 | -6.3 | -16.0 | -9.0 | 10.2 | -15.1 | -5.0 |
| | | | | | | | | | | |
| 2007 -08 | Number per 1,000 population | 65.2 | 130.0 | 69.2 | 74.6 | 66.9 | 59.0 | 53.9 | 93.4 | 65.6 |

Table 13

### Commentary

Like Group 5 crimes, these offences tend to be proactive offences that are recorded as a result of police activity rather than being reported to the police by the public. Nevertheless, for the purposes of this indicator the table above refers to the number recorded, which has fallen by five per cent in Scotland over the past year.

### Number of persons killed or injured in road accidents

In March 2000, a new set of national targets was introduced with the aim of reducing the number of people killed and injured on our roads by the year 2010. The same measures have been adopted as statutory indicators by the Accounts Commission.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number recorded | 157 | 153 | 152 | 295 | 454 | 188 | 883 | 260 | 2,542 |
| | Difference on 06-07 | -16 | -51 | -32 | 22 | 21 | -41 | -264 | -68 | -429 |
| 2007 -08 | Children killed/ seriously injured | 10 | 9 | 14 | 28 | 49 | 16 | 125 | 25 | 276 |
| | Difference on 06-07 | -16 | -6 | -11 | 2 | -21 | 2 | -47 | -11 | -108 |
| 2007 -08 | All people slightly injured | 723 | 484 | 633 | 1,117 | 2,786 | 809 | 5,961 | 957 | 13,470 |
| | Difference on 06-07 | -60 | -15 | -35 | -98 | -340 | -87 | -262 | -13 | -910 |
| | | | | | | | | | | |
| 2007 -08 | All people killed/ seriously injured per mVkm | 5.23 | 7.73 | 5.31 | 6.04 | 6.16 | 6.1 | 5.4 | 5.99 | 5.79 |
| | Children killed/ seriously injured per mVkm | 0.33 | 0.45 | 0.49 | 0.57 | 0.67 | 0.52 | 0.76 | 0.58 | 0.63 |
| | All people slightly injured per mVkm | 24.07 | 24.46 | 22.12 | 22.88 | 37.82 | 26.24 | 36.43 | 22.06 | 30.7 |

Table 14

mVkm: million vehicle kilometres which is a measure of traffic volume.
Please note that the data used for traffic volume is one year behind the road casualties data.

## Commentary

The above table shows a positive reduction in the number of road casualties in the past year for Scotland, for all three categories of casualty. Though impossible to say whether it has had an effect on this downward trend, there has also been a slight but consistent drop in traffic volume since 2005. The most significant decrease, by approximately 28%, is apparent for the number of children killed or seriously injured. In fact the numbers of people including children killed, seriously or slightly injured as a result of road accidents in Scotland have continued to fall over a number of years, so that the figures for 2007-08 are considerably lower than those of ten years ago.

Despite this positive performance, it is important that forces do not become complacent. In response to a request from ACPOS, we conducted an inspection on road casualties earlier in the year and expect to publish our findings in January 2009.

## Number of racist incidents & racially aggravated crimes

A racist incident is any incident that is perceived to be racist by the victim or any other person. Not all need be of a criminal nature, while conversely one incident may involve several crimes or offences, e.g. a person could be both assaulted and verbally abused. This definition, and the need for forces to record such incidents, follows criticisms of police practices made in the Stephen Lawrence inquiry report[9]. Again, the importance and sensitivity of this area of policing has meant that this indicator is also a statutory requirement of the Accounts Commission.

## Number of Racist Incidents

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Number of incidents recorded | 336 | 68 | 157 | 407 | 1,502 | 141 | 2,395 | 380 | 5,386 |
| | % change on 06-07 | -6.9 | -33.3 | -20.7 | -6.2 | -5.3 | 13.7 | 7.8 | 0.8 | -0.3 |
| | | | | | | | | | | |
| 2007-08 | Number reported per 1,000 population | 1.2 | 0.5 | 0.4 | 0.8 | 1.6 | 0.5 | 1.1 | 1.0 | 1.0 |

Table 15

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[9] The Stephen Lawrence Inquiry: Report of an inquiry by Sir William Macpherson. (Home Department 1999)
  http://www.archive.official-documents.co.uk/document/cm42/4262/4262.htm

## Number of racially aggravated crimes

This second indicator does not include all racist crime but instead focuses on two specific offences - racially aggravated conduct and racially aggravated harassment.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|------|------|----------|------|----------|-------------|---------|----------|
| 2007 -08 | Number of crimes recorded | 339 | 20 | 200 | 406 | 1,105 | 71 | 2,090 | 279 | 4,510 |
|      | % change on 06-07 | -2.6 | -37.5 | -6.5 | -9.2 | -5.8 | 18.3 | 6.1 | 1.8 | -0.2 |
|      |             |         |      |      |          |      |          |             |         |          |
| 2007 -08 | Number reported per 1,000 population | 1.2 | 0.1 | 0.6 | 0.8 | 1.2 | 0.2 | 0.9 | 1.7 | 0.9 |

Table 16

## Commentary

The number of racist incidents reported to the police shows very little change on last year – a drop of just 0.3%. In fact, as Audit Scotland's data show there has been little overall change since 2004. Even smaller is the decrease in racially aggravated crimes recorded, at just 0.2%.

It can be difficult to know how to interpret increases and decreases in these figures. On one hand, we would not want to see an increase in the number of such incidences occurring. On the other, the recommendations of the Stephen Lawrence report are aimed at increasing *reporting* levels in order that the full picture of racist activity can be assessed. It is important that forces are able to monitor both.

## ACTIVITIES

### Weight of Class A drug seizures

Under the Misuse of Drugs Act 1971 (*controlled*) drugs are categorised as class A, B or C. The grading they receive depends on the amount of harm, or potential for harm, they cause individuals and society. Class A drugs are those considered the most harmful, and include cocaine, diamorphine (heroin), methadone (heroin substitute), opium, ecstasy and LSD. They are available in various forms, the main ones being powder, tablets and liquid.

Both of the following drug indicators are Accounts Commission statutory indicators.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Class A drug seizures (grammes) | 3,756 | 9,560.3 | 7,755 | 17,369 | 25,310 | 3,292 | 24,476.1 | 32,502 | 124,020 |
| | % change on 06-07 | 10.6 | 128.6 | -37.4 | -39.4 | 29.4 | 256.3 | -75.7 | 15.5 | -37.3 |

Table 17

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Class A drug seizures (tablet form) | 18,979 | 13,663 | 3,152 | 664.8 | 3,558 | 2,797 | 142,003 | 2,707 | 187,523.8 |
| | % change on 06-07 | 363.8 | 28.1 | -20.2 | -88.5 | -72.5 | -51.1 | 75.5 | -92.3 | 17.8 |

Table 18

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Class A drug seizures (ml liquid form) | 0 | 926 | 180 | 2,991 | 9,119 | 962 | 2,553 | 772 | 17,503 |
| | % change on 06-07 | -100.0 | 302.6 | -28.0 | 66.7 | 21.6 | 275.8 | 76.6 | 411.3 | -18.5 |

Table 19

## Commentary

As the tables on page 24 show, while the weight of seizures of drugs in tablet form rose in 2007-08 across Scotland, that of drugs in liquid and powder forms fell. Underlying these national totals are quite significant variations at individual force level. This is not unexpected given the nature of drug supply, for example, and the differing focus of local police activity.

The different forms of drugs makes it extremely difficult to combine all seizures into one single meaningful indicator of weight. However, to draw conclusions on the basis of changes in the separate quantities or proportions of each category can also be misleading. The availability of drugs in their various forms will fluctuate in response to factors such as supply and demand. What seizures can be made will be similarly influenced and thus will have less to do with how police direct their activities.

The new Scottish Government drugs strategy, *The Road to Recovery*[10], continues to view enforcement and steps to reduce the supply of drugs as a key aspect of work to tackle misuse. However, its main thrust is to concentrate on outcomes and the ways in which agencies can come together to aid individual recovery from problem drug misuse. As a consequence of this, the ACPOS Drug Strategy is now also being reviewed. It may be that future indicators of performance will focus on these activities.

### Number of offences of supply and possession with intent to supply (Class A)

As we have pointed out elsewhere in this report, drugs offences are largely detected through proactive policing. However, here again the indicator refers to numbers recorded.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Total number of offences recorded | 675 | 338 | 495 | 784 | 2,221 | 492 | 3,793 | 620 | 9,418 |
| | % change on 06-07 | 5.3 | 8.3 | -19.6 | 5.9 | -12.0 | -4.5 | -12.9 | -23.6 | -10.5 |

Table 20

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number of Class A offences recorded | 294 | 235 | 297 | 567 | 1,271 | 110 | 2,294 | 267 | 5,335 |
| | % change on 06-07 | 2.1 | 9.8 | -15.4 | -3.2 | – | 17.0 | -17.1 | -17.1 | -12.1[11] |

Table 21

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Proportion of total offences that are Class A drugs (%) | 43.6 | 69.5 | 60.0 | 72.3 | 57.2 | 22.4 | 60.5 | 43.1 | 56.6 |
| | % change on 06-07 | -1.3 | 0.9 | 3.0 | -6.9 | – | 4.1 | -3.0 | 3.4 | -1.3[11] |

Table 22

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[10] Scottish Government (2008) The Road to Recovery. http://www.scotland.gov.uk/Resource/Doc/224480/0060586.pdf
[11] This calculation/difference does not take into account L&B as they could not supply the relevant data for 06-07.

## Commentary

Both the total number of offences of supply and possession with intent to supply and those for class A drugs only, decreased in 2007-08. The greater drop in class A drug offences means that their share of all offences also fell slightly, by 1.3 percentage points. This is despite the fact that for some time now the focus of forces and the Scottish Crime and Drug Enforcement Agency (SCDEA) has been on Class A drugs.

However, changes in the nature and number of offences detected here do not necessarily imply similar changes in the prevalence of drug misuse. They are more likely to reflect changes in the amount, direction and effectiveness of enforcement effort and recording procedures. For example, the recent emphasis in Scotland has been on tackling, disrupting and dismantling serious organised crime groups.

## INPUTS

The SPPF currently has no input measures in this section.

## CONTEXT$^{\Psi}$

### Number of registered sex offenders

Since 1997 a number of legislative changes have been made with the aim of enhancing how offenders are monitored and managed. One of these has been the introduction of a sex offenders register, and the table below shows the number of individuals currently registered in Scotland.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Number of Registered sex offenders | 203 | 114 | 266 | 329 | 596 | 211 | 1,124 | 334 | 3,177 |
| | % change on 06-07 | 23 | 2 | 52 | – | 41 | 5 | 18 | – | 141[12] |

Table 23

## Commentary

The increase in registered sex offenders (141 is equivalent to a 4.4% increase) is one which was anticipated as a result of legislation that broadened the criteria for inclusion on the register.

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$^{\Psi}$ Context measures are not measures of performance, rather they are designed to provide contextual information to allow a better understanding of the environment within which a police force operates.

[12] This difference does not take into account Grampian or Tayside as they could not supply the relevant data for 06-07.

### Number of domestic abuse incidents

The following table presents the number of domestic abuse incidents recorded by forces. By definition, not all of these will go on to be recorded as crimes or offences to be dealt with by the procurator fiscal as detailed in our recent *Domestic Abuse*[13] thematic inspection.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| **2007 -08** | Number of incidents reported | 3,268 | 1,119 | 3,946 | 3,236 | 9,235 | 1,174 | 24,197 | 3,721 | 49,896 |
| | % change on 06-07 | 6.8 | -10.0 | 5.4 | -0.5 | -5.4 | -12.8 | 1.5 | -1.4 | -0.2 |

Table 24

### Commentary

Table 24 shows very little change in the number of domestic abuse incidents recorded in Scotland over the two years examined here. Again it is unclear the extent to which changes in reporting reflect increasing confidence in victims to report these to the police for help or a genuine rise in prevalence.

It is widely recognised that police figures do not reflect actual levels of domestic abuse, as not all incidents come to their attention. For example, the *2006 Scottish Crime and Victimisation Survey* [14] found that only one in five victims of harm inflicted by a current or former partner had reported the incident to the police. Nevertheless, in an inspection report published earlier this year we recommended that forces review and reinforce their quality assurance practices and processes for recording domestic abuse incidents, to ensure that victims receive the best service possible.

### Number of problem drug users

The data for this indicator can be found in an executive report of the Information Services Division, *Estimating the National and Local Prevalence of Drug Misuse in Scotland*. The report contains estimates of drug misuse amongst individuals aged 15 to 54 and living in Scotland, for the year 2003. Problem drug use is defined as opiate or benzodiazepine use, and prevalence has been calculated on the basis of the number of identified users and estimates of the hidden misusing population.

We have not reproduced the data here because the numbers are now over five years old. We understand that a new report is due out shortly, but in the meantime 2003 prevalence figures can be found at:

**www.drugmisuse.isdsscotland.org/publications/local/prevreport2004.pdf**

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[13] HMICS (2008) Police Response to Domestic Abuse. **http://www.scotland.gov.uk/Publications/2008/08/21125841/7**

[14] Scottish Government (2007) 2006 Scottish Crime and Victimisation Survey 2006: **http://www.scotland.gov.uk/publications/2007/10/12094216/0**

## Number of missing persons incidents

Forces deal with a variety of missing persons incidents, ranging from children reported missing by their parents or guardians, absconders from residential care establishments or other institutions, to people classed as 'long-term' missing. It is their duty to investigate every incident in order to make sure that the missing person is safe and well, and that no crime has been committed.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| **2007 -08** | Number of incidents reported | 1,025 | 988 | 3,462 | 1,341 | 9,169 | 632 | 18,111 | 2,813 | 37,541 |
| | % change on 06-07 | -1.9 | -1.6 | 11.1 | 54.7 | 16.5 | 26.4 | 8.7 | 0.0 | 10.8 |

Table 25

## Commentary

Scottish forces dealt with over 37,500 incidents of missing persons in 2007-08, almost an 11% increase on the previous year. There is, though, some inconsistency in the way in which forces record and report these data. For example, some will count every missing person as a single incident, whereas others will consider a family group or a number of friends or acquaintances collectively as a single incident. This is an example of an area where we expect forces to agree a common approach to achieve consistency.

## CRIMINAL JUSTICE & TACKLING CRIME

The indicators in this section look at how forces contribute to the effective and efficient operation of the criminal justice system. Most relate to their effectiveness in detecting crimes. This aside, the majority of High Level Objectives require effective joint working between the police, the Crown Office and Procurator Fiscal Service (COPFS), and the Scottish Court Service (SCS).

**High Level Objectives:**

- Improved detection rates for crime, particularly priority crimes
- *Support delivery of an efficient, effective and accessible criminal justice system**
- *Increased levels of public confidence in the criminal justice system*
- *Faster end-to-end criminal justice processes*
- Effective co-operation between Scottish Crime and Drug Enforcement Agency (SCDEA) and forces
- *Reduced re-offending*
- Effective use of intelligence
- *Improved working relationships with the Crown Office & Procurator Fiscal Service (COPFS) and Scottish Court Service (SCS)*
- *More effective use of non-court resolutions*

**Performance Measures 2007-08**

- **Outcomes:**
  - Detection rate for recorded crimes and offences
  - Number and proportion of racially aggravated crimes detected
- **Activities:**
  - Number and proportion of reports submitted to procurator fiscal within 28 calendar days
  - Number and proportion or reports submitted to Children's Reporter within 14 calendar days
- **Inputs:**
  - None at present
- **Context:**
  - Number of individuals brought into custody

**Performance summary**

Multigraph 3 below shows forces' aggregated performance for this pillar, comparing 2007-08 figures against those for 2006-07. Again, an increase in the percentage recorded denotes positive performance and is illustrated by points falling outside the fixed circle (in blue). In six out of the ten indicators, Scottish performance shows improvement on the previous year. The biggest gains can be seen for the measures of time taken to submit police reports to the procurator fiscal and the Scottish Children's Reporter Administration (SCRA). While successful detection of group 1 crimes of violence has also seen a rise, falls are apparent for groups 2 (crimes of indecency) and 4 (vandalism, fire-raising and malicious conduct).

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* Objectives and indicators shown in colour and italics are partnership indicators which cannot be taken as direct indicators of police performance as they are particularly influenced by other agencies and external factors.

**Multigraph 3: Criminal justice & tackling crime performance measures - Scotland**
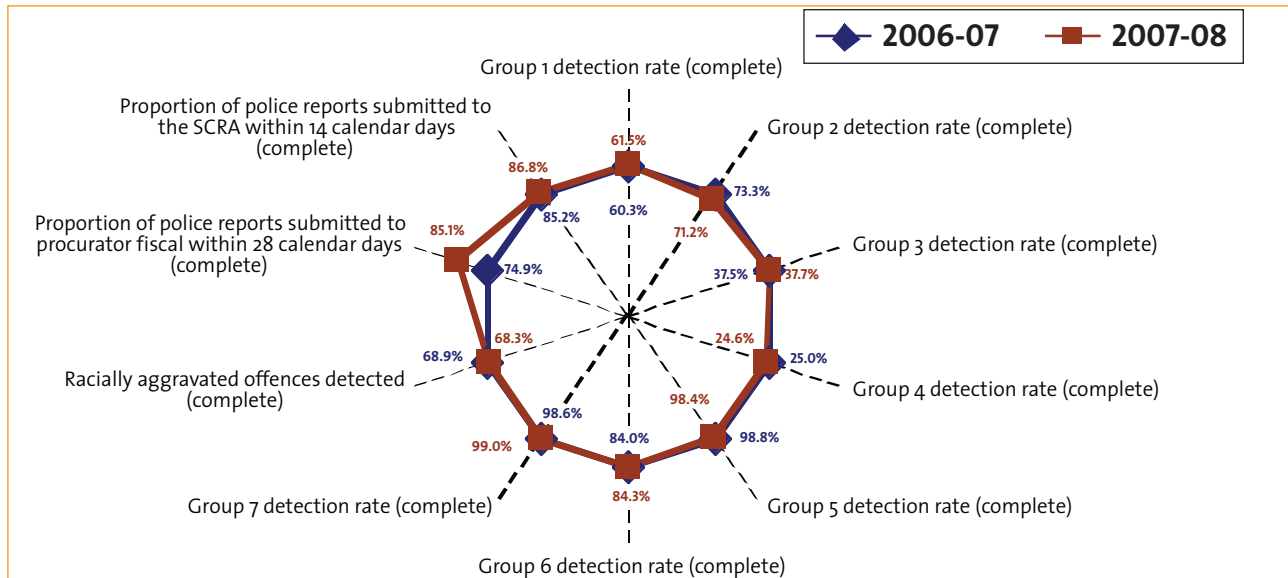


(NB: While most forces have been able to provide data on each of the indicators for the first full year (2007-08) of the Framework, not all could supply equivalent data for 2006-07. This has affected the presentation of statistics as follows:

- where the tables show data for 2007-08 only, all forces that supplied 2007-08 data have been included in the Scotland totals; however,
- because the multigraphs compare performance over the two years, only forces that were able to provide data for both years have been included in the Scotland totals.

As a result, there may be differences between the Scotland totals appearing in the tables and those in the multigraphs.)

Please note that any historical data mentioned without reference in this section has been taken from *The Scottish Government's Recorded Crime in Scotland 2007/08 Statistical Bulletin*[15].

# OUTCOMES

## Detection rate for recorded crime and offences

A crime is regarded as 'detected' where sufficient evidence exists under Scots law to justify that criminal proceedings be considered by the procurator fiscal. Where a report is not submitted to the procurator fiscal, an incident can still be considered detected if:

1. by standing agreement with the procurator fiscal and due to the minor nature of the offence the police warn the accused, e.g. by issuing a fixed penalty notice for anti-social behaviour or a minor traffic violation; or
2. reporting is inappropriate due to the accused being under the age of criminal liability (in Scotland no child under the age of eight years can be guilty of an offence), the death of the accused, or similar circumstances.

Consequently, not every detection means that someone has been arrested. In addition, forces are required to record detections at the time at which they occur. For example if an assault takes place in May 2007 it will be recorded as occurring that month. If it is then solved in December 2007, then the detection is recorded for December rather than May. This is why forces can sometimes show detection rates of over 100%.

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[15] Scottish Government (2008). *Statistical Bulletin: Crime and Justice Series: Recorded Crime in Scotland 2007-08*. http://www.scotland.gov.uk/Publications/2008/09/29155946/27

In each of the following seven tables, we are looking for increases in detection rates as a sign of positive performance.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007 -08 | Detection rate (%) | 96.1 | 84.3 | 82.0 | 75.4 | 62.4 | 93.2 | 52.7 | 78.0 | 61.5 |
| | % point change on 06-07 | 1.1 | -7.6 | -3.5 | 6.9 | 1.1 | 0.0 | 2.2 | -3.3 | 1.2 |

Table 26

### Commentary

The national detection rate for 2007-08 is 61.5%, an increase of just over one percentage point against the previous year. This is the highest detection rate recorded in at least the last ten years.

### Group 2 - Crimes of Indecency

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007 -08 | Detection rate (%) | 97.7 | 80.8 | 83.0 | 67.3 | 63.0 | 80.9 | 65.1 | 79.0 | 71.2 |
| | % point change on 06-07 | -0.3 | 20.9 | -12.1 | -0.1 | 2.9 | 1.8 | -3.3 | -21.8 | -2.1 |

Table 27

### Commentary

The overall detection rate for 2007-08 in this group is 71.2%, a decrease of approximately two percentage points against the previous year. While this rate remains higher than that for group 1 crimes above, the overall trend is one of a fairly steady decline in detections since a high of 80% in 2001-02. The variation in detection rate is particularly marked in this group, with one force showing a significantly higher rate than other forces. This is an example of the sort of variance that we would expect to be explored by forces and either explained or addressed.

### Group 3 – Crimes of Dishonesty

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007 -08 | Detection rate (%) | 48.6 | 53.3 | 50.3 | 36.8 | 36.0 | 53.5 | 31.7 | 49.2 | 37.7 |
| | % point change on 06-07 | -3.8 | -3.7 | -1.7 | 5.2 | -1.4 | -2.0 | 0.9 | -1.6 | 0.2 |

Table 28

### Commentary

At 37.7%, the national detection rate for crimes of dishonesty shows a very slight increase of just 0.2 percentage points on the previous year. Over the past ten years these rates have fluctuated from a low of 35% to a high of 39% in 2003-04.

### Group 4 – Fire-raising, Malicious and Reckless Conduct

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Detection rate (%) | 39.2 | 38.5 | 35.5 | 29.9 | 23.4 | 39.1 | 17.7 | 31.7 | 24.6 |
| | % point change on 06-07 | -3.6 | -4.8 | 3.2 | 3.4 | -3.4 | -5.2 | 0.9 | -0.5 | -0.4 |

Table 29

### Commentary

The national detection rate for this group in 2007-08 is 24.6%, down just 0.4 percentage points on the previous year. It commonly has the lowest rates of detection of the seven groups. Often these crimes can be difficult to detect, e.g. in the case of graffiti and other acts of vandalism, witnesses or other forms of evidence may not be easily identified. Nonetheless, they can have a considerable detrimental effect on people's quality of life.

### Group 5 – Other Crimes

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Detection rate (%) | 100.6 | 99.4 | 98.8 | 97.9 | 99.7 | 98.8 | 97.7 | 99.6 | 98.4 |
| | % point change on 06-07 | 1.7 | -0.3 | -0.3 | 0.6 | -0.2 | 0.6 | -1.1 | 2.4 | -0.4 |

Table 30

### Commentary

The national detection rate for *other crimes* in 2007-08 is 98.4%, a fall of 0.4 percentage points on the previous year. As we have explained elsewhere, detection rates for this group are characteristically high because of the way in which these crimes come to be identified.

### Group 6 – Offences (Miscellaneous)

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Detection rate (%) | 94.1 | 92.2 | 89.2 | 76.1 | 75.6 | 92.5 | 84.3 | 90.9 | 84.3 |
| | % point change on 06-07 | 1.9 | -0.8 | 0.3 | 1.7 | 0.1 | -0.5 | 0.1 | -0.9 | 0.3 |

Table 31

### Commentary

Here too there has been very little change in the overall detection rate in the past two years. At 84.3%, there has been only a slight increase, of 0.3 percentage points, since 2006-07. Nevertheless, this represents a fall of six percentage points on the 90% previously recorded in 2003-04.

## Group 7 – Offences (Road Traffic)

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| **2007-08** | % Detection Rate | 103.2 | 100.0 | 99.8 | 94.2 | 100.0 | 99.6 | 98.7 | 100.0 | 99.0 |
| | % point change on 06-07 | 3.4 | 0.0 | 0.2 | 0.3 | 0.2 | -0.1 | 0.6 | 0.0 | 0.4 |

Table 32

### Commentary

The national detection rate for 2007-08 is 99.0%, again an increase of just 0.4 percentage points on the previous year. As with group 5, rates are consistently high here due to the way in which these crimes are detected.

### Number and proportion of racially aggravated crimes detected

This indicator does not include all racist crimes but focuses on two specific types of offence - racially aggravated conduct and racially aggravated harassment and is a statutory indicator by the Accounts Commission (see *public reassurance and community safety* for more on this).

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| **2007-08** | Number detected | 266 | 15 | 171 | 275 | 692 | 54 | 1,374 | 232 | 3,079 |
| | Detection rate (%) | 78.5 | 75.0 | 85.5 | 67.7 | 62.6 | 76.1 | 65.7 | 83.2 | 68.3 |
| | % point change on 06/07 | -2.8 | -21.9 | 1.9 | 7.7 | -3.5 | -20.6 | 0.0 | 1.8 | -0.6 |

Table 33

### Commentary

Despite some quite large individual force fluctuations here, the magnitude of change over the two years for Scotland as a whole is very small, at less than one (0.6) percentage point. Nevertheless, past data shows that this continues a very slight but downward trend.

## ACTIVITIES

### Reports submitted to the procurator fiscal within 28 calendar days

Procurators fiscal consider police reports when deciding whether or not to pursue criminal proceedings. A standard has been agreed by the Crown Office and Procurator Fiscal Service (COPFS) and the Association of Chief Police Officers in Scotland (ACPOS) that requires forces to submit no fewer than 80% of these reports to the procurator fiscal within 28 calendar days.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number submitted to the fiscal | 16,549 | 10,511 | 16,495 | 22,007 | 32,128 | 14,347 | 131,881 | 21,252 | 265,170 |
| | Proportion submitted to the fiscal within 28 calendar days | 83.6 | 91.4 | 84.4 | 94.6 | 76.3 | 80.0 | 87.2 | 77.9 | 85.1 |
| | % point change on 06/07 | 6.4 | 1.6 | 3.0 | 13.9 | 14.2 | 5.4 | 11.7 | 5.9 | 10.2 |

Table 34

### Commentary

The proportion of reports submitted within the 28 calendar day timescale has risen by over ten percentage points, to stand at 85.1% in 2007-08.  This is keeping with the rapid increase since 2004 for this Accounts Commission statutory indicator. As a result of this marked improvement, the police service nationally is now achieving this target.

### Reports submitted to Children's Reporter within 14 calendar days

The purpose of this measure is to provide an indication of how forces are contributing to the efficiency and effectiveness of the Scottish Children's Reporter Administration (SCRA). A national target has been agreed that requires forces to submit 80% of police reports to the SCRA within 14 calendar days.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number submitted to the SCRA | 1,921 | 683 | 1,155 | 1,624 | 4,178 | 937 | 14,279 | 1,817 | 26,594 |
| | Proportion submitted to the SCRA within 14 calendar days | 81.8 | 78.2 | 85.0 | 84.9 | 92.9 | 81.4 | 88.7 | 72.2 | 86.8 |
| | % point change on 06/07 | -0.5 | -0.5 | -0.2 | 13.5 | 1.2 | 4.7 | 1.4 | -8.5 | 1.6 |

Table 35

### Commentary

Like the previous measure this is also a statutory Accounts Commission indicator. Here too, the proportion of reports submitted has continued to rise since 2004. In 2007-08 this proportion sits at 86.8%, comfortably above the agreed national target.

## INPUTS

The SPPF currently has no input measures in this section.

## CONTEXT[Ψ]

### Number of individuals brought into custody

This *context* measure reports on the number of individuals who have been arrested or detained and processed at police stations.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| **2007 -08** | Number brought into custody | 13,299 | 8,813 | 16,199 | 19,101 | 32,239 | 11,714 | 96,506 | 17,840 | 215,711 |
| | % point change on 06-07 | 2.5 | – | -0.5 | 7.1 | -7.0 | 0.7 | -2.4 | -5.9 | 2.1[16] |

Table 36

### Commentary

Nationally there has been a small decrease in the number of individuals brought into police custody – down 2.1% on the previous year.

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[Ψ] Context measures are not measures of performance, rather they are designed to provide contextual information to allow a better understanding of the environment within which a police force operates.

[16] This difference does not take into account D&G as they could not supply the relevant data for 06-07.

## SOUND GOVERNANCE & EFFICIENCY

This section is concerned with how forces manage their resources. Under the Local Government in Scotland Act 2003 , forces have a statutory duty to provide Best Value[17].

### High Level Objectives:

- Responsive to the different needs and concerns of all communities
- Delivery of Best Value
- Delivery of value for money and efficiency
- Improved consultation and engagement with the public, stakeholders and partner agencies
- Improved communication with the public
- Openness and accountability to the public through audit and inspection agencies
- Effective management of workforce attendance
- Effective management of complaints
- Valued and motivated workforce
- Ensure that members of the workforce are equipped with the necessary skills to perform their roles
- Effective co-operation between Scottish Police Services Authority (SPSA) and forces
- Demonstration of ethical service delivery
- Improved use of resources

### Performance Measures 2007-08

- **Outcomes:**
  - Value of efficiency savings generated
  - Number of complaints per 100 members of the police force
- **Activities:**
  - Proportion of working time lost to sickness absence for police officers and police staff
  - Turnover rates for police officers and police staff[18]
  - Proportion of salary costs accounted for by overtime
  - Proportion of time vehicles are available for use
- **Inputs:**
  - Expenditure on salaries, operating costs and capital
  - Staffing profile by disability, ethnicity, gender and length of service
  - Number of police officers and police staff
- **Context:**
  - Number of Freedom of Information requests

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[17] "...to secure continuous improvement in performance (while maintaining an appropriate balance between quality and cost); and in making those arrangements and securing that balance, to have regard to economy, efficiency, effectiveness, the equal opportunities requirements and to contribute to the achievement of sustainable development".

[18] People who are employed by a police force who are not police officers.

## Summary of performance

Multigraph 4 presents a visual summary of some of the main organisational measures in this pillar for 2006-07 and 2007-08. As with the previous multigraphs, brown points falling outside the blue circle show improved performance over time, those inside, declining performance. Two of the six measures – both relating to sickness absence – show improvement. Elsewhere, complaints per 100 members of staff and the proportions of officers and staff leaving the organisation have risen.

### Multigraph 4: Sound governance & efficiency performance measures - Scotland
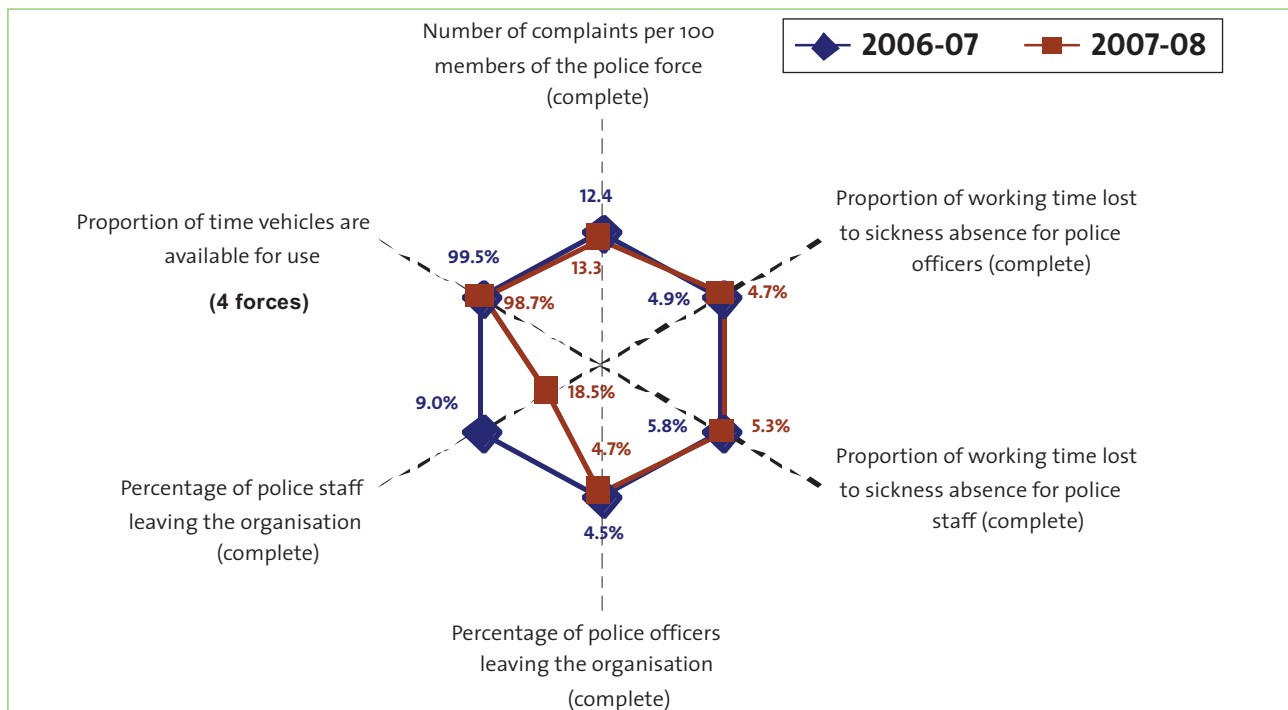


(NB: While most forces have been able to provide data on each of the indicators for the first full year (2007-08) of the Framework, not all could supply equivalent data for 2006-07. This has affected the presentation of statistics as follows:

- where the tables show data for 2007-08 only, all forces that supplied 2007-08 data have been included in the Scotland totals; however,
- because the multigraphs compare performance over the two years, only forces that were able to provide data for both years have been included in the Scotland totals.

As a result, there may be differences between the Scotland totals appearing in the tables and those in the multigraphs.)

## OUTCOMES

### Value of efficiency savings generated

In line with Scottish Government national indicators and targets, forces have been asked to generate two per cent cash-releasing efficiencies per annum, over each of the three years to 2010-11. This particular measure shows the efficiency savings generated by forces that are either *cashable* – the same or better output at less financial cost, or *non-cashable* – achieving better output (quality or quantity) at the same cost. An example of a cashable saving would be releasing a police officer from an administrative role in order to fill a front-line vacancy, and replacing them with a police staff member at a lower salary cost. Many non-cashable savings are accrued through improvements in systems and processes, often involving the use of information technology, e.g. using e-mail instead of faxes.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Value of cashable efficiency (£000's) savings | 574.4 | 926.4 | 1,664.7 | 2,744.5 | 2,801.6 | 158.8 | 4,438.8 | 637 | 13,946.2 |
| | Value of non-cashable efficiency savings (£000's) | 2,386.2 | 1,009.4 | 3,781.5 | 6,394 | 6,207.4 | 1,914.9 | 24,463.7 | 5,375.1 | 51,532.1 |

Table 37

### Commentary

The table above shows the cashable and non-cashable savings accrued for 2007-08 only, which represents the final year in the last three-year spending period. Additional figures are unavailable or not easily extracted. Moreover, although separate amounts of savings have been attributed to each of the eight forces, the target is actually a national one for the service as a whole. For these and other related reasons, it is difficult either to comment on the achievement or otherwise of individual forces, or to extrapolate the extent to which the targets have been met by the entire service. This in turn has led us to question the value of the indicator.

### Number of complaints per 100 members of the police force

For the purpose of this indicator, a complaint is defined as any complaint made by or on behalf of any person against one or more on duty members of a police force and from which it may be reasonable inferred that any act or omission which was committed or made by any of the individuals concerned amounts to professional or criminal misconduct. This means that only complaints about the conduct of individual members of staff, including police officers, police staff and special constables (part-time volunteer officers who have the same powers as regular police officers) are included.

It is only recently that forces have begun separately to record more general quality of service complaints about force policies, procedures and practices.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Number of complaints per 100 members of the police force | 9.7 | 10.1 | 11.6 | 12.5 | 14.8 | 13.1 | 12.9 | 19.1 | 13.3 |
| | % point change on 06-07 | -2.1 | 3.1 | 4.0 | -0.4 | 3.1 | 0.8 | 0.0 | 2.2 | 0.9 |

Table 38

## Commentary

In 2007-08 forces received an average 13.3 complaints per 100 members of the force. The table shows that this is equivalent to less than a one per cent increase on the previous year. This is in spite of the fact that some forces mistakenly included their quality of service complaints in the 2007-08 figures. Past data from Audit Scotland confirms that the number of complaints received has gradually increased in recent years.

It is always a matter of concern when members of the public contacting the police are dissatisfied with the service they receive. And yet, it is also important that people have sufficient trust in the organisation to make a complaint and know that they will be dealt with fairly and professionally. We believe it is crucial that in recording complaints, forces can demonstrate a willingness and a commitment to resolving and learning from them. We are therefore pleased that from next year the number of quality of service complaints against forces will be also included as a separate indicator in the Framework.

## ACTIVITIES

### Proportion of working time lost to sickness absence

This measure, which is also an Accounts Commission statutory indicator, reports the amount of time lost through sickness and injury absence by police officers and police staff.  It includes self-certificated absences as well as those supported by a doctor's certificate, or due to long-term sickness or industrial injury. Absences not caused by sickness, e.g. compassionate leave, career leave, special/ unpaid leave, maternity and paternity leave and maternity support, are excluded.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Proportion lost - police officers (%) | 3.5 | 3.3 | 4.5 | 3.3 | 4.8 | 4.4 | 5.3 | 4.6 | 4.7 |
|  | % point change on 06-07 | -0.9 | 0.3 | -1.1 | -0.4 | -0.1 | -0.7 | 0.0 | -0.2 | -0.2 |
|  |  |  |  |  |  |  |  |  |  |  |
| 2007 -08 | Proportion lost - police staff (%). | 4.3 | 4.9 | 5.3 | 4.9 | 5.9 | 4.1 | 5.5 | 5.6 | 5.3 |
|  | % point change on 06-07 | -0.5 | 0.8 | 0.1 | -0.1 | -0.1 | -0.4 | -1.3 | 0.1 | -0.5 |

Table 39

## Commentary

The average proportion of working time lost to sickness among Scottish police officers has decreased very slightly (-0.2 percentage points) in the latest year, to stand at 4.7%. This halts a previously upward trend, though in recent years the rate has not exceeded 5.0%. A small fall (-0.5 points) for police staff has also brought their rate down, to 5.3%. Here, trends have fluctuated more markedly, though in recent years have not reached 6.0%. While individual force rates may vary, the higher rates found for police staff irrespective of force is a consistent finding across Scotland.

To put these figures in perspective, public sector organisations typically exhibit higher rates of sickness absence than those of the private sector. In the most recent absence survey of the Chartered Institute of Personnel & Development (CIPD)[19], the average proportion of working days lost to sickness for the public sector was 4.3%. The highest rates reported were for health service employees (5.1%) and those working in central government (4.8%).

### Turnover rates for police officers and police staff

This is a measure of the rate at which staff leave the organisation each year. It does not include temporary and agency staff, staff seconded to posts within central services, staff on career breaks or special constables. Reasons for turnover will vary from full-service retirements, retirements on ill-health to voluntary resignations and dismissals.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Rate for police officers (%) | 6.0 | 4.6 | 3.3 | 5.0 | 4.2 | 5.2 | 4.8 | 5.4 | 4.7 |
| | % point change on 06-07 | 1.1 | 0.6 | -0.2 | 1.0 | 0.3 | -1.9 | -0.1 | 1.4 | 0.2 |
| | | | | | | | | | | |
| 2007-08 | Rate for police staff (%) | 12.7 | 9.1 | 8.3 | 14.8 | 10.5 | 16.8 | 28.8 | 10.1 | 18.5 |
| | % point change on 06-07 | 3.4 | 0.5 | -1.0 | 4.5 | 3.5 | 4.1 | 19.6 | 1.8 | 9.5 |

Table 40

### Commentary

At 4.7%, the 2007-08 turnover rate for police officers has changed little on the previous year. This is in contrast to the rate for police staff, which has nearly doubled over the same period.

It can be difficult to draw conclusions from these figures alone for, as we have said, members of staff may leave for a variety of reasons. We do know that the rates for police staff have been in part affected by the numbers transferring from forces to the newly created Scottish Police Services Authority (SPSA)[20]. In the near future we also expect to see a surge in the loss of experienced staff who are reaching the end of their service as a result of a previous peak in recruitment in the early 1980s.

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[19] CIPD (2008). Absence management: Annual survey report 2008 http://www.cipd.co.uk/default.cipd

[20] The SPSA provides policing and support services to the eight police forces and criminal justice community. These include criminal records, forensic services, specialist ICT (from 2008), training - including the Scottish Police College - corporate services, and specialist officers and staff for the Scottish Crime and Drug Enforcement Agency (SCDEA).

## Proportion of salary costs accounted for by overtime

While all forces aim to minimise levels of overtime, sometimes operational circumstances out with a force's control – such as major incidents or large-scale event – will necessitate additional expenditure on resources.

### Police Officers (£000's)

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Total salary costs | 44,094 | 18,553 | 39,925 | 58,358 | 111,913 | 30,653 | 278,160.4 | 45,980 | 627,636.4 |
| | Total overtime costs | 2,439 | 1,057 | 1,825 | 3,576 | 6,705 | 2,155 | 23,984 | 2,436 | 44,177 |
| | Overtime as % of total salary costs | 5.5 | 5.7 | 4.6 | 6.1 | 6.0 | 7.0 | 8.6 | 5.3 | 7.0 |

Table 41

### Police Staff (£000's)

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Total salary costs | 8,392 | 5,649.7 | 14,032 | 20,359 | 35,394 | 7,352 | 59,639.4 | 13,437 | 164,254.7 |
| | Total overtime costs | 291 | 91 | 220 | 384 | 910 | 299 | 2,398 | 183 | 4,776 |
| | Overtime as % of total salary costs | 3.5 | 1.6 | 1.6 | 1.9 | 2.6 | 4.1 | 4.0 | 1.4 | 2.9 |

Table 42

### Commentary

While we understand that there are still some differences in the calculations forces use to establish overtime rates, it is clear from these two tables that the percentage of salary costs spent on overtime is higher for police officers (7%) than for police staff (2.9%). This is to be expected, given the differing nature of their roles. Obviously the preferred outcome for future years would naturally be a decline in both proportions. However, this will depend upon the extent to which additional demands are made of forces and their capacity and capability to respond.

### Proportion of time vehicles are available for use

This indicator is intended to reflect the efficiency with which forces manage their vehicle fleets. It covers all vehicles used for police work, including demonstrator vehicles, those on sponsorship to a force and off-road vehicles.

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007 -08 | Number of days vehicles are available for use | 64,906 | 46,088 | 79,618.6 | 117,849 | 213,224 | 75,212 | 364,951.9 | 88,990 | 1,050,839.5 |
| | Number of vehicles in fleet | 180 | 126 | 220 | 334 | 589 | 212 | 1,032 | 246 | 2,939 |
| | % availability | 98.5 | 99.9 | 98.9 | 96.4 | 98.9 | 96.9 | 96.6 | 98.8 | 97.7 |
| | % point change with 06-07 | – | 0.0 | 0.1 | – | -1.7 | 0.0 | – | – | -0.8[21] |

Table 43

## Commentary

There are good reasons why vehicles may not be available for use that are not about efficiency. For example, they may be being repaired because of damage or mechanical failure, or they might be unavailable through being commissioned or decommissioned. That said, the figures above show that in the last two years availability has not fallen below 96%, either nationally or for individual forces. Such a narrow margin of fluctuation suggests that forces are more or less using their fleets to capacity. However, the indicator is limited in what more it can tell us. For example, it cannot say whether this reflects an efficient response to specific demand or is more of a mix of reactive, proactive or even opportune use of these resources.

## INPUTS

### Expenditure on salaries, operating costs and capital

The following measures provide details on actual (as opposed to budgeted) force expenditure on salaries, operational costs and capital. The intention is to demonstrate value for money, improved openness and accountability to the public, and better use of resources.

### Salaries (£000's)

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007 -08 | Total expenditure | 52,487 | 27,566 | 61,357 | 78,457 | 167,379 | 43,145 | 446,333 | 74,343 | 951,067 |
| | | | | | | | | | | |
| | % police officers' salary | 64.7 | 67.6 | 65.0 | 59.2 | 63.7 | 66.1 | 62.3 | 61.8 | 62.9 |
| | % police pensions salary | 19.3 | 12.1 | 12.1 | 21.8 | 19.7 | 17.6 | 24.3 | 20.1 | 21.2 |
| | % police staff salary | 16.0 | 20.3 | 22.9 | 19.0 | 16.6 | 16.3 | 13.4 | 18.1 | 15.9 |

Table 44

[21] This difference does not take into account Central, Grampian, Strathclyde and Tayside as they could not supply the relevant data for 06-07.

## Operating Costs (£000's)

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Total expenditure | 53,342 | 4,262 | 65,197 | 13,302 | 29,187 | 56,669 | 542,835 | 80,916 | 845,710 |
| | | | | | | | | | | |
| | % Call management | 2.8 | 4.8 | 14.0 | 3.3 | 5.9 | 8.1 | 2.8 | 10.0 | 4.8 |
| | % Community safety | 26.9 | 14.1 | 22.4 | 14.9 | 21.7 | 16.5 | 15.5 | 6.0 | 16.1 |
| | % Crime | 41.7 | 32.5 | 35.4 | 28.5 | 25.5 | 24.9 | 37.9 | 44.0 | 37.1 |
| | % Public order | 3.4 | 1.4 | 6.2 | 7.0 | 5.2 | 1.2 | 6.6 | 1.0 | 5.4 |
| | % Road policing | 8.0 | 9.0 | 9.8 | 7.0 | 6.4 | 7.2 | 5.1 | 3.0 | 5.7 |
| | % Support activities | 17.2 | 38.2 | 12.3 | 39.3 | 35.3 | 42.1 | 32.1 | 36.0 | 30.9 |

Table 45

## Operating Costs (£000's)

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Total expenditure | 1,870 | 819 | 2,356 | 3,628 | 10,759 | 2,164 | 12,872 | 1,851 | 36,318.1 |
| | | | | | | | | | | |
| | % ICT (incl. Airwave) | 17.0 | 13.1 | 17.8 | 12.1 | 28.1 | 15.8 | 31.3 | 24.4 | 25.1 |
| | % Land and property | 29.3 | 36.1 | 37.4 | 24.0 | 58.8 | 49.1 | 34.2 | 27.3 | 41.0 |
| | % Other | 10.4 | 6.1 | 9.3 | 38.8 | 1.8 | 11.8 | 5.9 | 0.0 | 8.5 |
| | % Vehicle fleet | 43.4 | 44.7 | 35.4 | 25.1 | 11.4 | 23.3 | 28.6 | 48.3 | 25.4 |

(Please note that the above figures have been subject to rounding)

Table 46

### Commentary

The information in the three previous tables essentially describes how force expenditure is shared across staff costs, activities and other resources. There are no comparative figures for 2006-07, and so our commentary is restricted to the following bullet points:

- At 21.2% of total expenditure on salaries, forces are now committed to spending more on police officer pensions than they do on police staff salaries.
- Across Scotland, the largest proportion of 2007-08 operating costs was spent on *crime* (37.1%), followed by *support activities* (30.9%) and *community safety* (16.1%).
- In relation to capital costs, the biggest share of expenditure in 2007-08 was used for land and property (41%).
- The data highlights a variance in the way in which forces classify expenditure, and is another of the areas where a commonly agreed and consistent approach must be adopted.

## Staffing profile by disability, ethnicity, gender and length of service

The following tables present a profile of members of the police forces in terms of gender, rank, length of service, declared ethnic origin and declared disability.

**Special Constables**

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007-08 | Total number of Special Constables | 107 | 93 | 134 | 152 | 172 | 237 | 323 | 176 | 1,394 |
| | % Female Proportion | 42.1 | 35.5 | 36.6 | 35.5 | 32.0 | 38.8 | 37.5 | 34.7 | 36.6 |
| | % Male Proportion | 57.9 | 64.5 | 63.4 | 64.5 | 68.0 | 61.2 | 62.5 | 65.3 | 63.4 |

Table 47

**Police officers including additional regular police, officers on central service and officers on CS/Secondments/SCDE not funded from force budgets**

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007-08 | Total number of police officers | 841 | 520 | 1,079 | 1,500 | 2,875 | 731 | 7,696 | 1,179 | 16,421 |
| | % Proportion of police officers with a declared disability | 0 | 0 | 0.6 | 0.3 | 1.2 | 0 | 0.4 | 0 | 0.5 |
| | % Proportion of pokice officers from a declared black or minority ethnic group | 0.7 | 0.4 | 0.5 | 0.3 | 1.5 | 0.3 | 1.7 | 1.1 | 1.3 |
| | % Proportion of female police officers | 25.2 | 24.6 | 23.1 | 23.9 | 21.8 | 21.6 | 23.6 | 24.7 | 23.4 |
| | % Proportion of police officers who work part-time | 4.2 | 3.7 | 4.5 | 5.9 | 3.9 | 3.4 | 3.5 | 3.2 | 3.9 |
| | % Proportion of female police officers who work part-time | 16.5 | 14.8 | 16.5 | 22.3 | 15.3 | 13.3 | 14.3 | 12.7 | 15.4 |
| | % Propotion of male police officers who work part-time | 0 | 0 | 1.0 | 0.7 | 0.8 | 0.7 | 0.1 | 0.1 | 0.4 |
| | % Proportion of female police officers who work part-time (WTE') | 100 | 100 | 88.5 | 90.1 | 81.8 | 82.3 | 96.4 | 96.8 | 92.3 |
| | % Propotion of male police officers who work part-time (WTE) | 0 | 0 | 11.5 | 9.9 | 18.2 | 17.7 | 3.6 | 3.2 | 7.7 |
| | % Proportion of police officers in length of service category 1 (0-2 yrs) | 15.2 | 17.3 | 13.7 | 19.5 | 12.9 | 14.1 | 12.3 | 8.1 | 13.3 |
| | % Proportion of police officers in length of service category 2 (3-10 yrs) | 31.4 | 27.9 | 33.5 | 32.3 | 27.1 | 28.0 | 31.4 | 34.1 | 30.8 |
| | % Proportion of police officers in length of service category 3 (11- 20 yrs) | 30.0 | 30.8 | 26.9 | 28.5 | 32.8 | 33.7 | 30.5 | 32.7 | 30.7 |
| | % Proportion of police officers in length of service category 4 (21-25 yrs) | 11.4 | 14.8 | 15.6 | 11.7 | 13.8 | 13.5 | 11.3 | 13.1 | 12.4 |
| | % Proportion of police officers in length of service category 5 (26+ yrs) | 12.0 | 9.2 | 10.3 | 7.9 | 13.5 | 10.7 | 14.5 | 12.0 | 12.8 |

Table 48

(note - WTE means whole time equivalent)

**Police Staff including Traffic Wardens and Cadets**

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|---|---|---|---|---|---|---|---|---|---|---|
| 2007-08 | Total number of police staff | 367 | 321 | 542 | 863 | 1,376 | 429 | 2,809 | 602 | 7,309 |
| | % Proportion of police officers with a declared disability | 0 | 0 | 0.4 | 1.2 | 2.8 | 0.7 | 0.5 | 0 | 0.9 |
| | % Proportion of police officers from a declared black or minority ethnic group | 0 | 0 | 0.9 | 0.7 | 0.9 | 0.5 | 2.2 | 0.8 | 1.2 |
| | % Proportion of female police staff | 64.3 | 66.4 | 68.1 | 66.3 | 58.9 | 72.0 | 63.0 | 64.6 | 63.9 |
| | % Proportion of police staff who work part-time | 9.5 | 31.8 | 28.8 | 24.3 | 18.8 | 27.7 | 14.2 | 34.1 | 20.3 |
| | % Proportion of female police staff who work part-time | 12.9 | 41.7 | 36.8 | 31.9 | 26.6 | 34.8 | 20.2 | 47.1 | 27.8 |
| | % Proportion of male police staff who work part-time | 4.8 | 10.0 | 9.2 | 7.2 | 6.5 | 6.2 | 2.4 | 10.1 | 5.4 |
| | % Proportion of female police staff who work part-time (WTE) | 80.0 | 88.6 | 89.7 | 88.8 | 83.9 | 91.1 | 92.7 | 88.8 | 89.0 |
| | % Proportion of male police staff who work part-time (WTE) | 20.0 | 11.4 | 10.3 | 11.2 | 16.1 | 8.9 | 7.3 | 11.2 | 11.0 |
| | % Proportion of police officers in length of service category 1 (0-2 yrs) | 32.7 | 22.7 | 23.6 | 36.0 | 18.5 | 17.9 | 29.7 | 22.9 | 26.5 |
| | % Proportion of police officers in length of service category 2 (3-10 yrs) | 36.2 | 40.5 | 46.3 | 39.4 | 42.2 | 43.1 | 29.0 | 39.2 | 36.6 |
| | % Proportion of police officers in length of service category 3 (11- 20 yrs) | 20.4 | 25.9 | 17.0 | 17.5 | 23.2 | 27.7 | 24.6 | 23.8 | 22.9 |
| | % Proportion of police officers in length of service category 4 (21-25 yrs) | 4.9 | 6.2 | 5.0 | 4.4 | 7.1 | 4.4 | 7.2 | 9.3 | 6.5 |
| | % Proportion of police officers in length of service category 5 (26+ yrs) | 5.7 | 4.7 | 8.1 | 2.7 | 8.9 | 6.8 | 9.4 | 4.8 | 7.5 |

Table 49

(note - WTE means whole time equivalent)

## Commentary

The Scottish police service is committed to increasing the number of active special constables (part-time volunteers with the same police powers as regular officers). At present, the total stands at 1,394, over a third (36.6%) of whom are female. Although the percentage of female police officers is lower, the 23.4% observed for 2007-08 is a small increase on previous years. Of those police officers who self-reported their ethnicity 1.3% said they belonged to a black or minority ethnic group, while 0.5% of those who responded declared themselves to be disabled. The figures for police staff are 1.2% and 0.9% respectively. Where there are more obvious differences between officers and staff is for length of service. While the highest proportion in both cases was for three to ten years' service, police officers were more likely than police staff to stay beyond 20 years.

## Number of police officers and police staff

Policing is a resource-intensive service, its ability to react effectively to the demands placed on it being directly related to its capacity and capability.

## Police Officers

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Average number of police officers employed | 831 | 495 | 1,077 | 1,490 | 2,860 | 724 | 7,809 | 1,176.5 | 16,462.5 |
|  | % change with 06-07 | 1.3 | 3.6 | 0.7 | 5.4 | 0.2 | 2.5 | -0.8 | 0.1 | 0.5 |

Table 50

## Police Staff

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007-08 | Average number of police staff employed | 369 | 317 | 542 | 864 | 1,349 | 440 | 2,953 | 614 | 7,448 |
|  | % change with 06-07 | 1.1 | -2.5 | 0.7 | -2.5 | -1.8 | -3.7 | -9.6 | -14.0 | -6.0 |

Table 51

## Commentary

These tables provide a 'snapshot' of available resources. In brief, they show a national increase in officers of half a per cent on 2006-07, and a six per cent drop in police staff.

We have already explained that the apparent decrease in police staff numbers is actually due to these members of staff being transferred to the Scottish Police Services Authority. For police officers, the Scottish government's manifesto pledge to increase police officer numbers by 1,000 in the first three years of its administration led to an additional 150 police officers being recruited across Scotland during 2007-08. However, gains will always to some extent be offset by the number of officers leaving.

## CONTEXT[Ψ]

### Number of Freedom of Information requests

The Freedom of Information (Scotland) Act 2002, applies to all public authorities, including police forces, in Scotland. In essence, the legislation holds that: "A person who requests information from a Scottish Public Authority which holds it [is] entitled to be given it by the authority".

| Year | Description | Central | D&G | Fife | Grampian | L&B | Northern | Strathclyde | Tayside | Scotland |
|------|-------------|---------|-----|------|----------|-----|----------|-------------|---------|----------|
| 2007 -08 | Number of Freedom of Information requests | 367 | 247 | 294 | 398 | 624 | 254 | 620 | 336 | 3,140 |
|  | % change with 06-07 | -11.4 | 21.6 | 3.9 | 6.1 | 14.1 | -31.7 | -11.1 | -7.2 | -12.0 |

Table 52

### Commentary

Recording a total of 3,140 requests in 2007-08, Scottish forces have seen a 12% drop on 2006-07. Given that this is the third year that forces have been working with the legislation, a levelling off after the initial surge in requests is not unexpected. That said, the number of questions contained within each requests (one *request* may contain several questions) has increased significantly in some forces, by 26.4% in Lothian & Borders and as much as 60.6% in Northern. This finding is likely to influence the way in which this context measure is counted in 2008-09.

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[Ψ] Context measures are not measures of performance, rather they are designed to provide contextual information to allow a better understanding of the environment within which a police force operates.

The final multigraph below summarises the main context indicators. Because they measure demand rather than performance, brown points falling outside the blue circle indicate an increase in numerical value rather than improved performance. Similarly, those falling inside now denote a numerical decrease. While increases are apparent for registered sex offenders and missing persons, most indicators are showing declines in demand.

**Multigraph 5: Summary of context indicators for Scotland**
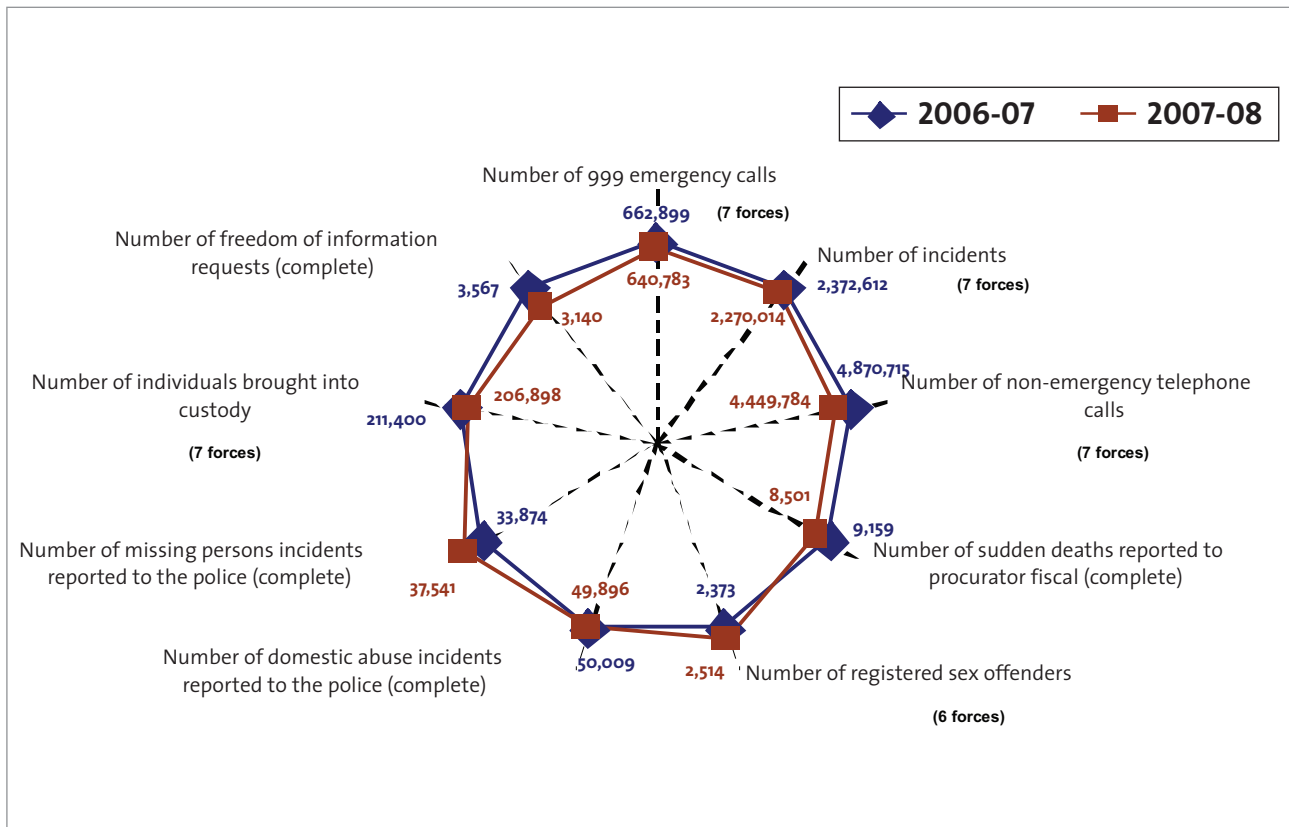


(NB: While most forces have been able to provide data on each of the indicators for the first full year (2007-08) of the Framework, not all could supply equivalent data for 2006-07. This has affected the presentation of statistics as follows:

- where the tables show data for 2007-08 only, all forces that supplied 2007-08 data have been included in the Scotland totals; however,
- because the multigraphs compare performance over the two years, only forces that were able to provide data for both years have been included in the Scotland totals.

As a result, there may be differences between the Scotland totals appearing in the tables and those in the multigraphs.)

## Glossary

| | |
|---|---|
| ACPOS | Association of Chief Police Officers in Scotland |
| Central | Central Scotland Police |
| CIPD | Chartered Institute of Personnel and Development |
| CJA | Community Justice Authority |
| COPFS | Crown Office and Procurator Fiscal Service |
| COSLA | Convention of Scottish Local Authorities |
| D&G | Dumfries and Galloway Constabulary |
| Fife | Fife Constabulary |
| FOI | Freedom of Information |
| Grampian | Grampian Police |
| GROS | General Register Office for Scotland |
| HMICS | Her Majesty's Inspectorate of Constabulary for Scotland |
| L&B | Lothian and Borders Police |
| Northern | Northern Constabulary |
| SCDEA | Scottish Crime and Drug Enforcement Agency |
| SCRA | Scottish Children's Reporters Administration |
| SCS | Scottish Court Service |
| SCRS | Scottish Crime Recording Standard |
| SPI | Statutory Performance Indicator |
| SPPF | Scottish Policing Performance Framework |
| SPSA | Scottish Police Services Authority |
| Strathclyde | Strathclyde Police |
| Tayside | Tayside Police |