



Her Majesty's Inspectorate
of Constabulary for Scotland

Meeting the Standard

A Thematic Inspection of the
Scottish Crime Recording Standard

Meeting the Standard

A Thematic Inspection of the
Scottish Crime Recording Standard

© Crown copyright 2005

ISBN: 0-7559-4810-6

Scottish Executive
St Andrew's House
Edinburgh
EH1 3DG

Produced for the Scottish Executive by Astron B43016 10/05

Published by the Scottish Executive, October, 2005

Further copies are available from
Blackwell's Bookshop
53 South Bridge
Edinburgh
EH1 1YS

The text pages of this document are printed on recycled paper and are 100% recyclable

Contents

	Page
Executive Summary	1
List of Recommendations	4
List of Good Practice	7
Introduction	11
Aim	12
Methodology	12
Chapter 1: Background	14
Chapter 2: Impact	17
2.1 Overall Recorded Crime Scotland	18
2.2 Long Term Recorded Crime Trends	19
2.3 Individual Force Levels of Recorded Crime	20
Chapter 3: Impact Assessment	28
Chapter 4: HMIC Audit	31
4.1 Audit Methodology	32
4.2 Audit Results – Percentage Accuracy	32
Chapter 5: Implementation	34
5.1 Commitment	35
5.2 Public Reporting of Recorded Crime Figures	35
5.3 Training	36
5.4 Information Technology	38
5.5 Consultation	39
5.6 Role of Force Crime Registrar	40
5.7 Scottish Crime Registrars Group	41
Chapter 6: SCRS Issues	44
6.1 Initial Data Capture	45
6.2 Incident Closure	45
6.3 Quality Control	45
6.4 Debrief	46
6.5 Divisional/Area Audit	46
6.6 Central Audit	47
6.7 Audit Methodology	48
6.8 Audit Transparency	48
6.9 SCRS User Groups	49
6.10 SCRS Website	49
6.11 No Criming	49
6.12 Lost Property	50
6.13 Specialist Units	51

Chapter 7: Emerging Issues	52
7.1 Unco-operative Complainers	53
7.2 Definition of Serious Assault	53
7.3 Non-Investigation Policy	54
7.4 Airport Crime	55
7.5 Bureaucracy	56
7.6 Discretion	56
Conclusion	59



Executive Summary

Executive Summary

Scottish forces introduced a new policy of crime recording in April 2004. The Scottish Crime Recording Standard (SCRS) was established by the Association of Chief Police Officers in Scotland (ACPOS) to address previously identified deficiencies in crime recording practices highlighted in reports by HMIC and Audit Scotland and in the Scottish Crime Survey.

Incidents reported to the police can be complex in nature and police officers can exercise their powers with reasonable discretion. A consequence, however, was that crime recording arrangements have, traditionally, been subject to local procedures which have contributed to under-recording of less serious crime which, in turn, has hindered analysis of policing priorities and comparison of trends across forces.

The SCRS is designed as a more victim-orientated approach, removing the need of a victim to provide corroborative evidence of a crime having been committed before it is formally recorded. To ensure uniformity of application there are no exceptions.

HMIC has considered the impact of the SCRS at the conclusion of the first year following its introduction and attempted to highlight issues which should be addressed to maximise its effectiveness.

While it is not possible to separate the impact of the SCRS on overall recorded crime figures from other influences, such as genuine crime trends and policing initiatives, it is clear that 2004/05 has seen a substantial increase in recorded crimes of theft, vandalism, breach of the peace and common assault recorded by the police. Bearing in mind that these categories of crime were likely to show increased levels recorded as a result of the introduction of the new Standard, it appears that, at least a significant proportion of this increase can be viewed as a direct consequence of its introduction. This will inevitably lead to a better assessment of policing priorities.

It also confirms HMIC's assessment that all forces have made a strong commitment to the implementation of the SCRS. The commitment of each force is supplemented in this regard by the Scottish Crime Registrars Group which meets under the direction of ACPOS. HMIC has identified the key role that this group must play, particularly at this early stage in the implementation of the SCRS, if its long-term effectiveness is to be achieved. Accurate crime recording is a quality issue requiring effective processes, suitable training and committed lead officers. Without the overarching strategic drive and direction which ACPOS can provide, it is clear that shortcomings and local differences can easily arise. Good practice, both in Scotland and in England and Wales, where the police have introduced the new National Crime Recording Standard, has been recognised by HMIC. However, it makes a number of recommendations which are aimed at increasing the effectiveness of the implementation of the Standard both locally and at a national level.

The introduction of the SCRS has also highlighted a number of linked issues which require attention and HMIC makes recommendations about unco-operative complainers in relation to serious crime, the classification of serious assault, non-investigation of crime and standardised recording of airport crime. HMIC also highlights the need to protect the appropriate use of police discretion in the application of the SCRS.

HMIC has found significant improvements resulting from the introduction of the SCRS. The provision of accurate crime information is fundamental to the high levels of confidence and trust in which the Scottish police service is held. It allows good decisions to be made about policing priorities and contribute to a balanced view about performance. Accordingly, the good effort already applied to the introduction of the SCRS must be built upon to ensure its long-term effectiveness.



List of Recommendations

HMIC makes 14 recommendations with regard to the further development of the Scottish Crime Recording Standard. HMIC recommends:

1. *Force lead officers utilise this report to reaffirm their commitment to the SCRS and stress its importance to all staff in a manner which seeks to sustain its impact (page 35).*
2. *ACPOS, drawing on the experience of the Scottish Crime Registrars Group, engages with the Scottish Police College with a view to introducing a standardised approach to training, recognising the different needs of operational officers and support staff, probationers, first line managers, Force Crime Registrars and their Deputies (page 37).*
3. *ACPOS considers the requirements of the SCRS in the light of prioritisation of IT development within the SPIS programme (page 39).*
4. *The responsibilities of the Force Crime Registrar (FCR) should be clearly separated from those relating to detections or managing volume crime (page 40).*
5. *Forces appoint a Deputy Crime Registrar with sufficient authority to act in the absence of the FCR. The Deputy should be trained to the same standard as the FCR and be able to make decisions on behalf of the force (page 41).*
6. *Each force undertakes to ensure its FCR or Deputy Registrar attends at every meeting of the Scottish Crime Registrars Group to achieve uniformity in the application of the SCRS at this critical time in its implementation (page 42).*
7. *Forces carry out at a local level a dip sample of incidents initially coded as a crime, but disposed of as non crime, to confirm correct application of the Standard by way of a telephone based customer survey (page 45).*
8. *The Scottish Crime Registrars Group formalises a standard auditing procedure and ensures its use in all Scottish forces in both a central and local audit. Sufficient training must be conducted for those carrying out the audit to ensure a Scotland wide consistency in its application (page 48).*
9. *Forces identify a centrally-based supervisor at area command level to have responsibility for all no crime decisions in the area. The no crime decisions should be overseen by the FCR who should maintain an overview of all decisions taken and act as final arbiter in areas of dispute (page 50).*
10. *Forces examine a sample of lost property reports at regular intervals to check that crimes are not being incorrectly recorded as lost property (page 50).*
11. *ACPOS engages with the Scottish Executive to assess the suitability of publishing a subcategory of unco-operative complainers in statistical returns in relation to Group 1 and 2 crimes (page 53).*
12. *ACPOS engages with the Scottish Executive and Crown Office in pursuing a clearer definition of serious assault to standardise the classification and recording of this crime within Scottish forces (page 54).*

13. *ACPOS considers the introduction of a policy that makes provision for the non-investigation of crime based on the wishes of the complainer balanced with public safety and public interest issues (page 55).*
14. *ACPOS pursues with ACPO the introduction of a standard policy for recording and investigating airport crime with a view to extending such a policy across European states and beyond (page 55).*



List of Good Practice

1. *Grampian Police and Central Scotland Police call centre staff impressed HMIC with their knowledge and understanding of the principles of SCRS and their role within it. Both forces had invested considerable time and effort in training and updating training during the course of the year. The SCRS featured in both initial and follow up training (page 37).*
2. *The majority of forces have a requirement for a crime reference number to be attached to the command and control incident to aid the auditing process (page 38).*
3. *Several forces ensured that all incidents initially recorded as crime related but disposed of without a crime being recorded, were examined by a supervisor to ensure compliance with principles of the SCRS. The supervisor only closes the incident when satisfied that the disposal fully justifies the decision not to record a crime (page 38).*
4. *Northumbria Police has IT systems for call handling, crime management and custody that link into all other systems in use. This arrangement automatically cross populates crime reference numbers and incident numbers. The system has automatic quality control features that ensure compliance and identify officers who make repeated mistakes, allowing remedial training to be directed where required. It has the added benefit of providing almost real time performance management data to managers (page 39).*
5. *The Registrar in Fife Constabulary had put in place a strategic plan to develop the SCRS within force over the short and medium term. The SCRS is a key area of business and its strategic development should be considered in force aligned with national priorities (page 40).*
6. *Dumfries and Galloway Constabulary has a DCI as Crime Registrar who still has some limited responsibility for crime related matters. However, the force has put in place a robust auditing process carried out independently by their performance management department which has no connection with crime investigation or responsibility for detection rates, to ensure complete transparency in the recording process (page 41).*
7. *Northern Constabulary utilises a crime co-ordinator within its crime management department at Inverness who examines every incident on a daily basis for compliance with the SCRS. Incidents that do not appear to be correctly disposed are sent back to the officers and their supervisors for further investigation. Similar roles are replicated within Grampian Police - Crime Management Unit, Dumfries and Galloway Constabulary - Crime Reviewer, Central Scotland Police - Local Police Management Unit, Tayside Police – Crime Co-ordinator and Lothian and Borders Police - Crime Support Officers. HMIC considers such roles as helpful in ensuring compliance within the SCRS process. The use of such units to target remedial training is also good practice (page 46).*
8. *Several forces utilise a second level of quality control to examine incidents at debrief. This allows early intervention to correct incidents where the application of SCRS has not been satisfactory (page 46).*

9. *“A” Division of Strathclyde Police has shown a good example of local management control. The divisional commander identified a high failure rate in the requirement to include a crime reference number on the command and control system. Typically this failure rate sat at 60%. Sub divisional commanders were then tasked with ensuring compliance in this area with weekly checks being carried out on sub divisional performance. The failure rate has been reduced to 10% due to the commitment of senior management (page 46).*
10. *BTP conducts audits of its area commands on a regular basis. Where deficiencies in performance appear, an action plan to progress improvement is agreed by the area commander and the FCR. It is then approved by the lead officer for SCRS/NCRS. The action plan is subsequently reviewed at the next audit to identify if the required improvements have been made (page 47).*
11. *Lothian and Borders Police is at present undertaking a main centralised audit of the entire SCRS process within force. Two retired police officers are being utilised to conduct this in depth audit under the direction of the FCR. The audit aims to identify any areas of weakness within force processes so that remedial training can be successfully targeted (page 47).*
12. *Several forces have an SCRS user or practitioner group operating within the force. These groups consist of the Force Crime Registrar and key personnel from throughout the force involved in the day to day application of the SCRS. The purpose of these groups is to discuss problems, difficult situations and to circulate good practice. The group also acts as a conduit for items to be referred to and from the Scottish Crime Registrars Group (page 49).*
13. *During the inspection process HMIC observed that several forces had produced an SCRS website on the force intranet maintained by the Force Crime Registrar. In these forces most officers in the focus groups were aware of its existence and had sought additional information from it. The use of a “commonly asked questions” field on the website covered key areas that routinely caused officers problems and allowed them to interpret their own circumstances in conjunction with similar situations that had already been considered. All officers welcomed this additional reference tool (page 49).*
14. *Tayside Police utilises its command and control system to record a brief summary and subsequent disposal of incidents directly referred to its specialist units. This process most clearly complied with the Standard and had the additional benefit of clearly representing the number of incidents the force was involved with from a central database (page 51).*
15. *The Ministry of Defence Police has reflected on a complainer’s wish for the police not to investigate and in its crime management document it includes a policy on this: “Where a victim does not wish a crime investigated, the officer, in deciding whether or not to pursue the investigation, must have regard to the safety of the victim, public safety and public interest” (page 54).*

16. *Fife Constabulary utilises an Adult Warning Scheme and Dumfries and Galloway Constabulary a Minor and Trivial Offences protocol. These protocols agreed in conjunction with the area Procurators Fiscal allow for specified crimes and offenders to be dealt with by way of warning rather than a police report. The incident is still recorded as a detected crime for statistical purposes but prevents the unnecessary criminalising of persons involved in minor acts. The incidents are held on the offender's record at Scottish Criminal Record Office as a temporary retention for a period of six months should the person reoffend but are thereafter removed from their record (page 57).*



Introduction

Her Majesty's Inspectorate of Constabulary (HMIC) has a statutory duty under section 33(3) of the Police (Scotland) Act 1967 to report to Scottish Ministers on the effectiveness and efficiency of the police service in Scotland. This duty is discharged through an inspection programme which involves primary and review inspections of forces and common police services, as well as thematic inspections of areas of particular interest or concern.

The objective of thematic inspections is to establish the state of current practice by consulting widely with stakeholders and then formulating comment and recommendations to advance policing in the particular subject. HMIC revisits recommendations arising from thematic inspections during subsequent force primary and review inspections. Occasionally, a further thematic will be undertaken specifically to measure general progress made. Following a recent review of HMIC procedures, recommendations contained in thematic inspections will be revisited 18 months after publication of the report.

Aim

The aim of this thematic inspection is to assess the implementation of the Scottish Crime Recording Standard (SCRS) throughout Scotland and its overall impact on recorded crime. The report is focused on two main areas.

- Impact

The report attempts to assess the effect on overall recorded crime within Scotland and compare this with recorded crime statistics over previous years.

- Implementation

It also considers the way in which the SCRS has been implemented throughout Scotland by examining policies, processes, systems, training, management structure and effectiveness in individual forces. The report seeks to identify areas that require attention and to highlight good practice both within Scotland and in England and Wales where considerable research has already been conducted in relation to the National Crime Recording Standard (NCRS).

Methodology

HMIC methodology is to conduct inspections through the use of protocols aligned with the Business Excellence Model created by the European Foundation for Quality Management (EFQM). This provides a structured and comprehensive examination of the key organisational functions and ensures HMIC inspections are evidence based.

The protocols examine the following areas:

- leadership
- policy and strategy
- people
- partnerships and resources
- processes
- results.

On this occasion the protocols were distributed to forces after a liaison meeting to clarify exactly what was required in each area. Force liaison officers then distributed questions contained in the protocol to those persons in the force most qualified to answer them.

On receipt of the protocol answers the inspection team conducted an analysis of performance data from each force to establish the level of compliance with SCRS by auditing the SCRS process. A dip sample of data was extracted from the same day throughout all forces. A summary of the data analysed is produced in Chapter 4 of this report.

The thematic team then conducted an inspection of all Scottish forces and British Transport Police and Ministry of Defence Police in Scotland. This process consisted of an initial introductory meeting with the lead member of the force executive with responsibility for the SCRS. This was intended to establish the force's strategic approach to the SCRS and the level of commitment from the force executive.

The inspection then continued with interviews with:

- Force Crime Registrar
- Divisional/Area Commander or Deputy
- Crime Managers
- Focus groups of operational Constables and Sergeants
- Focus groups of force support officers, control room, call centre and call handling staff
- Lost Property Officers
- Child Protection staff
- Other staff with unique roles relevant to SCRS in their force.

The interviews were designed to gauge the level of understanding of the SCRS amongst staff. They sought to identify problem areas, the underlying causes of problems and to establish possible solutions.

The inspection team also visited the Home Office and consulted with the Policing Standards Unit (PSU), the Research Development and Statistics Directorate (RDS) and HMIC in England and Wales studying their involvement with the development of the NCRS and identifying key areas to assure compliance. The inspection team also visited English forces which were identified as displaying good practice or had key individuals involved in the evolution of the NCRS. The inspection was carried out by a team of staff officers and staff from HMIC under the direction of Kenny McInnes, Assistant Inspector of Constabulary.



Chapter 1

Background

The provision of accurate and consistent data in relation to levels of recorded crime is vital to allow the police to manage performance, target resources and provide transparent information as to how individual forces are performing. Robust management of the collation of this data is essential to ensure its accuracy at all levels and to ensure public confidence in the systems in place.

HMIC had previously identified deficiencies in crime recording practices in several Scottish forces during primary inspections and had made recommendations to individual forces to improve procedures in this area. More recently, Audit Scotland has made reference to the unreliability of recorded crime information in some forces. The potential under-recording of crime in Scotland was also identified in the Scottish Crime Survey in 2003. The survey consisted of interviews with 5041 adults throughout Scotland which were used to estimate the total level of crime in Scotland.

The Association of Chief Police Officers in Scotland (ACPOS) accepted that greater consistency was required in recording practices throughout Scotland and through the then Crime Standing Committee established a Short Life Focus Group (SLFG) in June 2001 to examine the problem and to consider solutions, including the attributes of the National Crime Recording Standard (NCRS), subsequently introduced in England and Wales on 1 April 2002.

The SLFG reported its findings to the then ACPOS Crime Standing Committee in April 2002 and recommended the development of a more victim-orientated approach to crime recording in Scotland. It recommended the adoption of many of the principles established in the NCRS but with additional areas relevant to the Scottish perspective. The SLFG also recommended the establishment of a National Working Group to determine the principles for this standardised form of crime recording and to enter into dialogue with the Scottish Executive to have the rules agreed as a new Scottish Crime Recording Standard. The working group's report was agreed by ACPOS Crime Standing Committee in December 2002 and endorsed by ACPOS Council in February 2003. A project team was subsequently formed and tasked with developing a standard training package. On completion, the training package was rolled out to all forces, with slight amendments to reflect the different IT systems in place in all Scottish forces. The SCRS was finally introduced in April 2004, although some forces who had earlier identified weaknesses in recording practices had improved the crime recording practice earlier, in line with SCRS principles (Chapter 3).

The aim of the SCRS was to:

“Provide a victim-orientated approach that serves the need of our communities and ensures uniformity in crime recording standards throughout Scotland”.

This victim-orientated approach essentially removes the onus on the victim to provide conclusive evidence to the police that a crime has been committed and, through greater uniformity of process, aims to enhance public confidence in the police service and its response to crime related matters.

The principles of the SCRS are that:

“All reports of incidents whether crime related or not will result in the creation of a report, which is auditable.”

Following initial report, an incident will be recorded as a crime in all cases if:

- *the circumstances amount to a crime defined by Scots Law*
- *there is no credible evidence to the contrary.*

Once recorded, a crime will remain recorded unless:

- *there is credible evidence to disprove that a crime occurred*
- *the enquiry reveals that the crime occurred outwith that force’s jurisdiction.*

For proper management of police resources it is vital that all incidents are captured. Analysis of recorded crime only, excluding all other factors, leads to a misrepresentation of the problems facing local commanders. Police activity focuses on incidents which can be extremely complex in nature and the introduction of the SCRS reduces an officer’s scope for discretion. Accordingly, the inevitable consequence of the introduction of the SCRS is an increase in recorded crime. It was anticipated that this increase would be most noticeable in the areas of:

- vandalism
- theft
- common assault
- breach of the peace.

Previous recording procedures allowed for less serious crimes to be the subject of local recording procedures where, although noted, they were not recorded as crimes. They were often referred to as having been reported “for information only” or “extra attention”. The introduction of the SCRS removes much of this discretion and, while still demanding judgement to be made in some complex areas, ensures a Scotland wide standard response to recorded crime.



Chapter 2

Impact

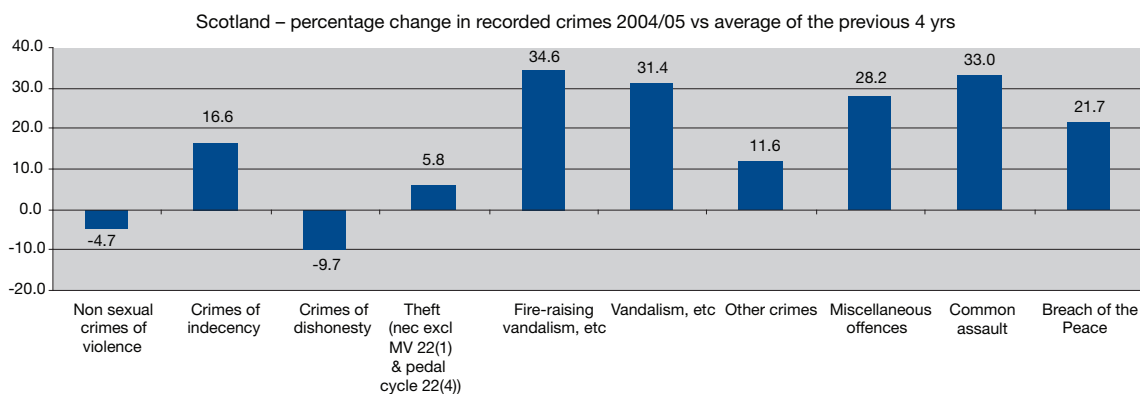
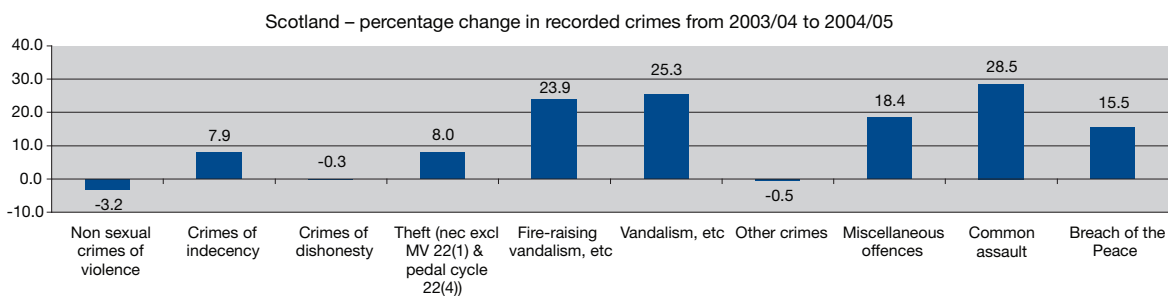
To assess the impact of the introduction of the SCRS it is important to consider recorded crime statistics.

2.1 Overall Recorded Crime Scotland

SCOTLAND

	% change	2003/04	2004/05
Non sexual crimes of violence	-3.2	15187	14700
Crimes of indecency	7.9	6786	7324
Crimes of dishonesty	-0.3	211004	210365
Incl. Theft*	8.0	64853	70068
Fire-raising vandalism, etc	23.9	103732	128566
Incl Vandalism, etc	25.3	95663	119855
Other crimes	-0.5	77505	77138
Miscellaneous offences	18.4	180963	214302
Incl Common Assault	28.5	57355	73711
Breach of the Peace	15.5	77883	89920

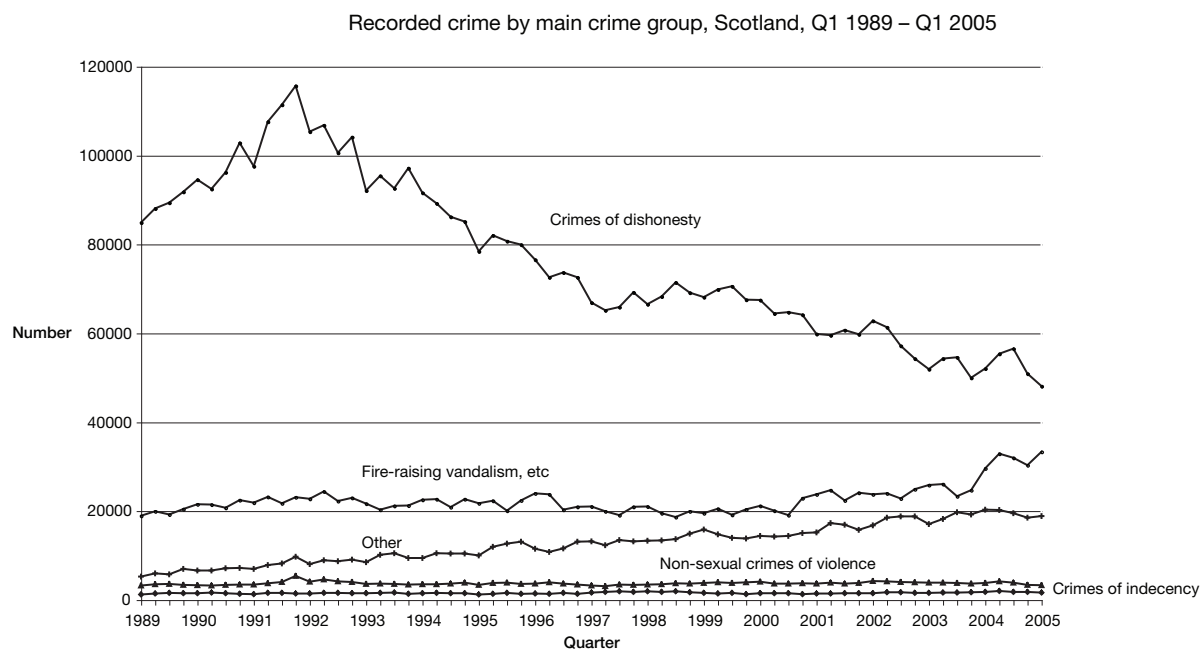
* Theft not elsewhere classified 22(1) & Theft pedal cycle 22(4)



All data from Scottish Executive

2.2 Long Term Recorded Crime Trends

The increase in recorded crime in certain crime areas in 2004/05 should be contrasted against the long term reduction in recorded crime figures led by decreasing levels of crimes of dishonesty.



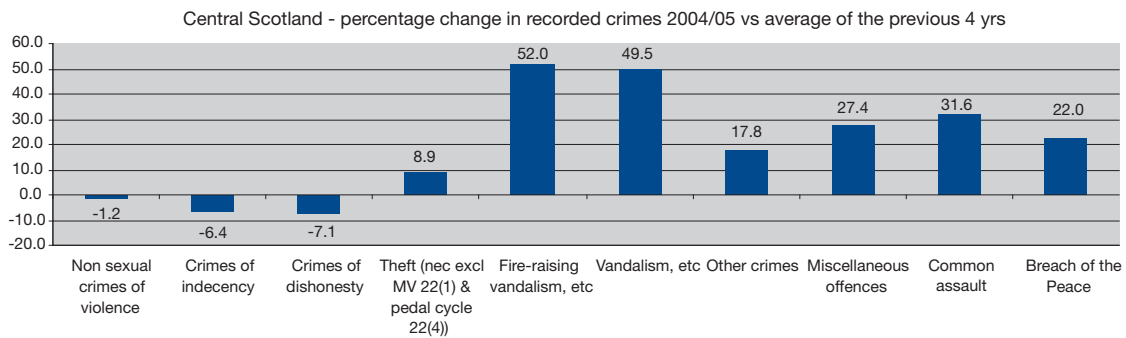
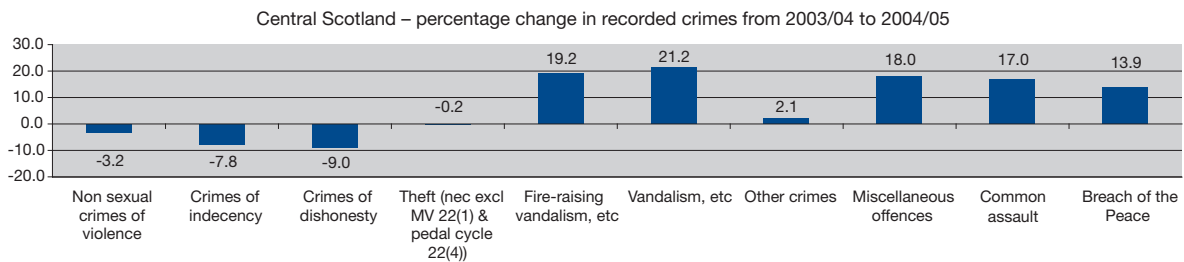
Data provided by Scottish Executive

2.3 Individual Force Levels of Recorded Crime

Central Scotland Police

	% change	2003/04	2004/05
Non sexual crimes of violence	-3.2	504	488
Crimes of indecency	-7.8	268	247
Crimes of dishonesty	-9.0	10069	9165
Incl Theft*	-0.2	2984	2978
Fire-raising vandalism, etc	19.2	4852	5784
Incl Vandalism, etc	21.2	4439	5382
Other crimes	2.1	4047	4132
Miscellaneous offences	18.0	8844	10437
Incl Common Assault	17.0	3290	3848
Breach of the Peace	13.9	4180	4761

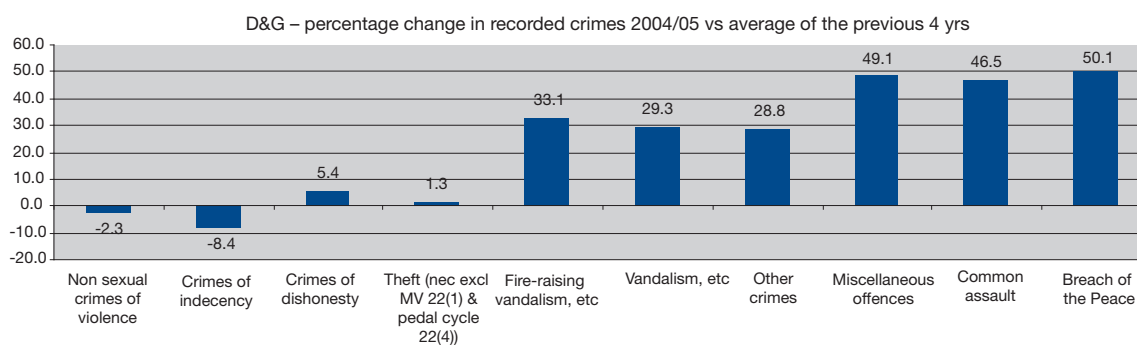
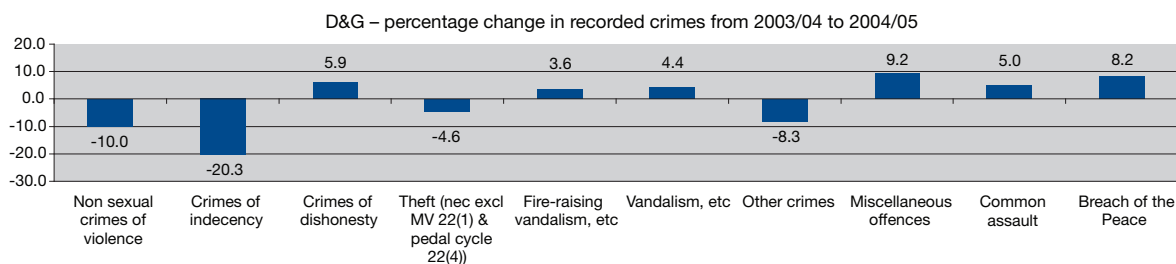
* Theft not elsewhere classified 22(1) & Theft pedal cycle 22(4)



Dumfries and Galloway Constabulary

	% change	2003/04	2004/05
Non sexual crimes of violence	-10.0	209	188
Crimes of indecency	-20.3	133	106
Crimes of dishonesty	5.9	4706	4983
Incl Theft*	-4.6	1577	1505
Fire-raising vandalism, etc	3.6	3471	3596
Incl Vandalism, etc	4.4	3197	3337
Other crimes	-8.3	1969	1806
Miscellaneous offences	9.2	4986	5444
Incl Common Assault	5.0	2000	2100
Breach of the Peace	8.2	2473	2677

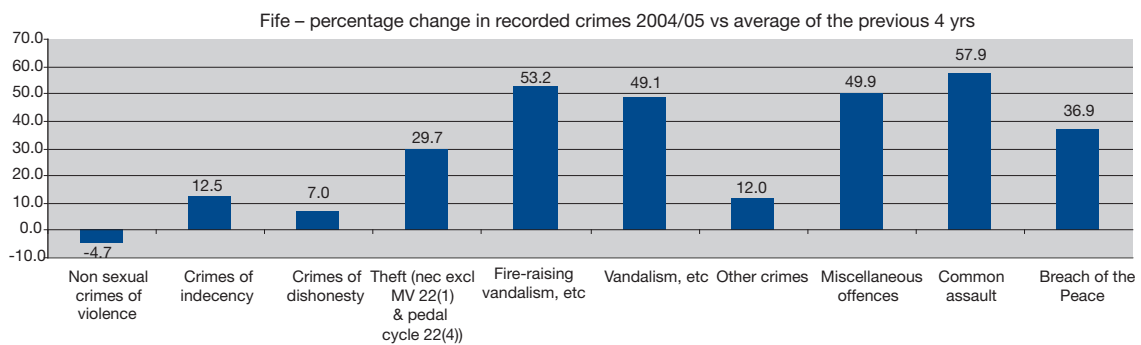
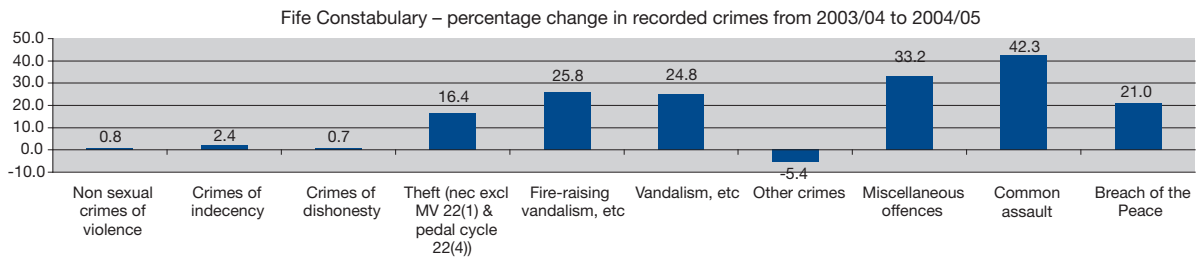
* Theft not elsewhere classified 22(1) & Theft pedal cycle 22(4)



Fife Constabulary

	% change	2003/04	2004/05
Non sexual crimes of violence	0.8	649	654
Crimes of indecency	2.4	504	516
Crimes of dishonesty	0.7	18070	18188
Incl Theft*	16.4	5207	6061
Fire-raising vandalism, etc	25.8	9221	11598
Incl Vandalism, etc	24.8	8696	10856
Other crimes	-5.4	4129	3906
Miscellaneous offences	33.2	10358	13802
Incl Common Assault	42.3	3990	5677
Breach of the Peace	21.0	4786	5793

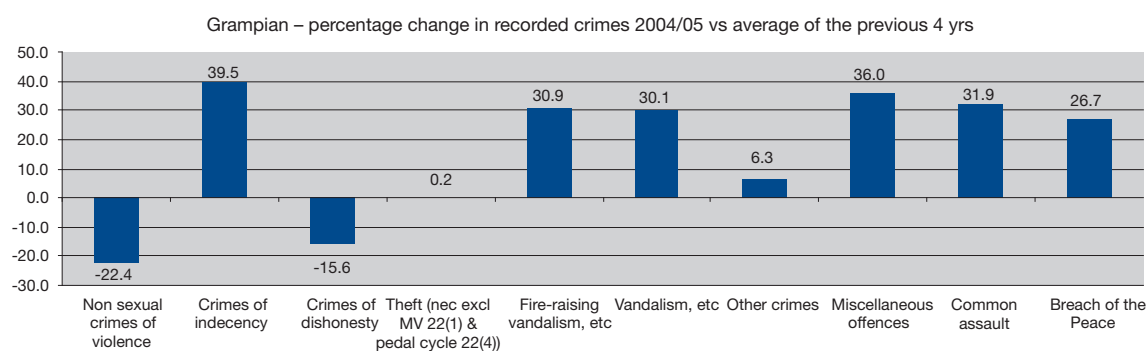
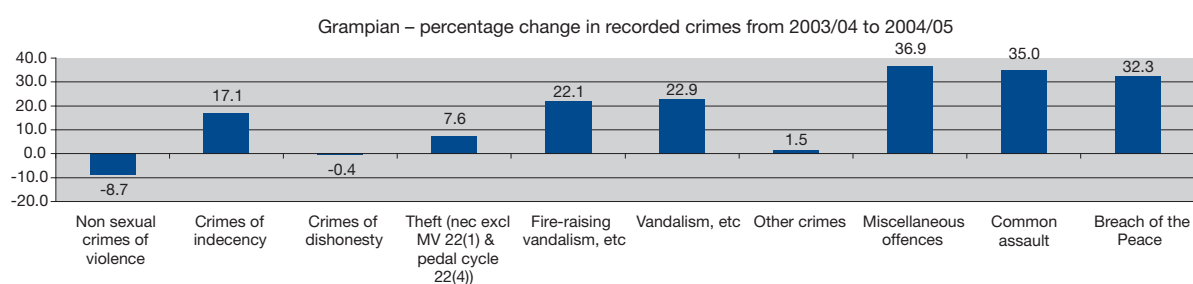
* Theft not elsewhere classified 22(1) & Theft pedal cycle 22(4)



Grampian Police

	% change	2003/04	2004/05
Non sexual crimes of violence	-8.7	951	868
Crimes of indecency	17.1	733	858
Crimes of dishonesty	-0.4	22510	22409
Incl Theft*	7.6	7853	8452
Fire-raising vandalism, etc	22.1	9360	11428
Incl Vandalism, etc	22.9	8809	10822
Other crimes	1.5	5312	5393
Miscellaneous offences	36.9	14952	20469
Incl Common Assault	35.0	5576	7527
Breach of the Peace	32.3	7442	9845

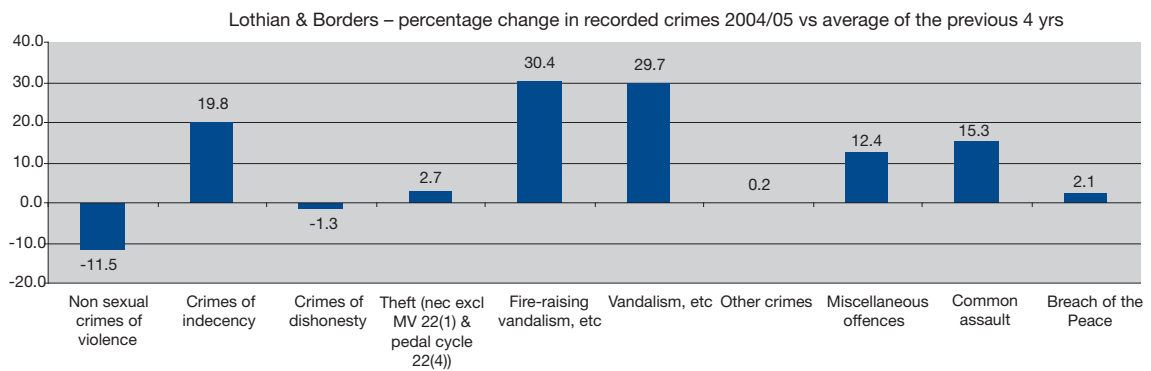
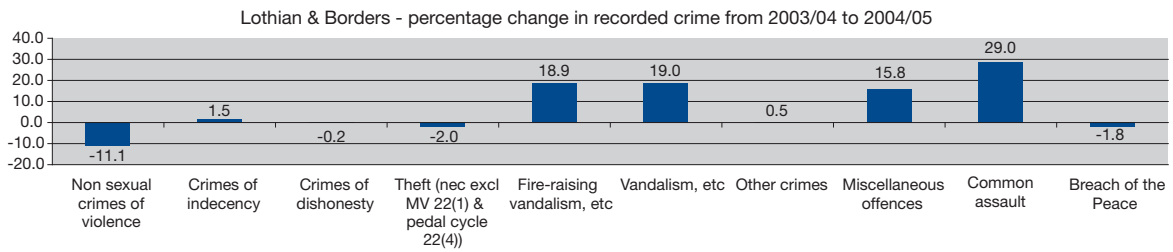
* Theft not elsewhere classified 22(1) & Theft pedal cycle 22(4)



Lothian & Borders Police

	% change	2003/04	2004/05
Non sexual crimes of violence	-11.1	2577	2292
Crimes of indecency	1.5	1319	1339
Crimes of dishonesty	-0.2	47564	47491
Incl Theft*	-2.0	16348	16028
Fire-raising vandalism, etc	18.9	18906	22474
Incl Vandalism, etc	19.0	18103	21549
Other crimes	0.5	10467	10520
Miscellaneous offences	15.8	19330	22376
Incl Common Assault	29.0	9820	12664
Breach of the Peace	-1.8	7573	7433

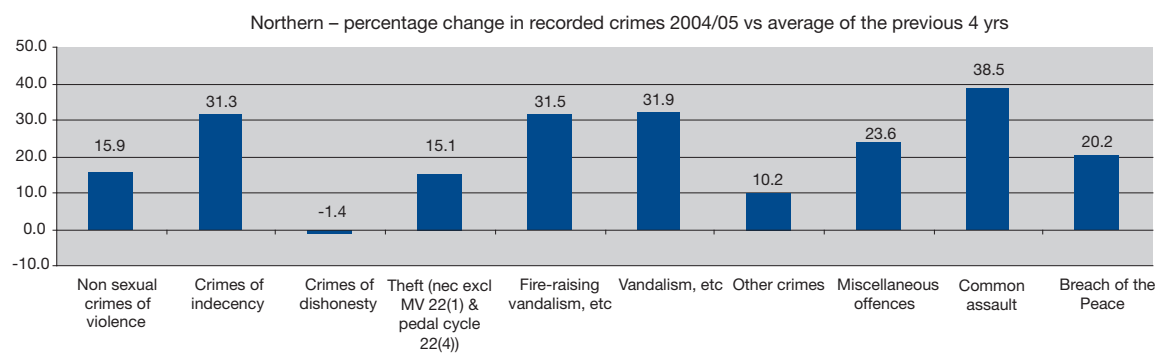
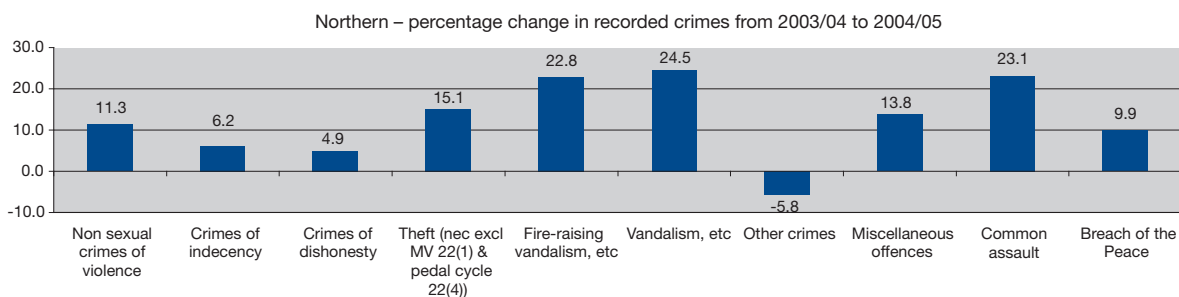
* Theft not elsewhere classified 22(1) & Theft pedal cycle 22(4)



Northern Constabulary

	% change	2003/04	2004/05
Non sexual crimes of violence	11.3	444	494
Crimes of indecency	6.2	325	345
Crimes of dishonesty	4.9	6220	6523
Incl Theft*	15.1	2383	2743
Fire-raising vandalism, etc	22.8	4155	5102
Incl Vandalism, etc	24.5	3954	4924
Other crimes	-5.8	3392	3196
Miscellaneous offences	13.8	9327	10610
Incl Common Assault	23.1	2713	3340
Breach of the Peace	9.9	4878	5360

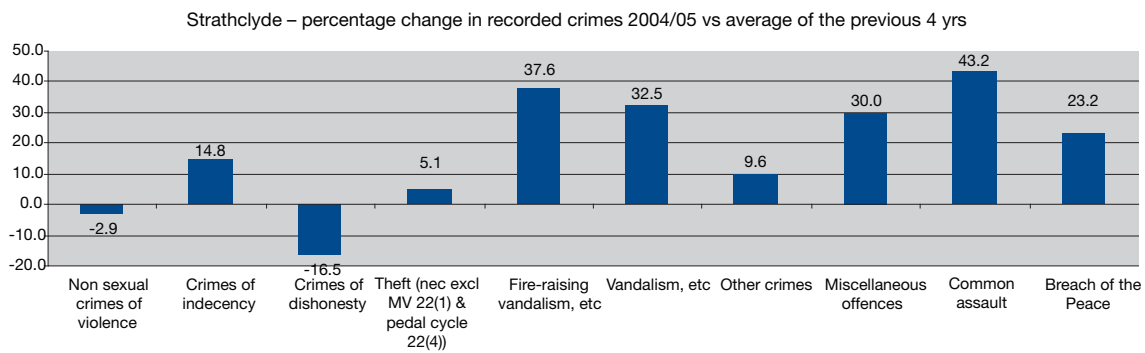
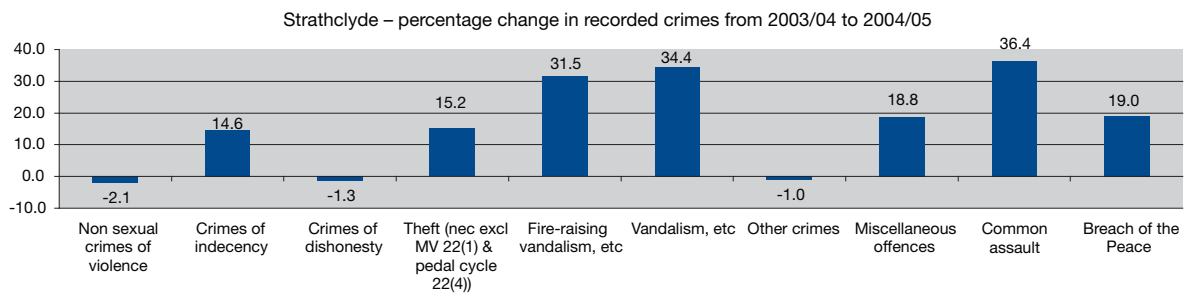
* Theft not elsewhere classified 22(1) & Theft pedal cycle 22(4)



Strathclyde Police

	% change	2003/04	2004/05
Non sexual crimes of violence	-2.1	9273	9082
Crimes of indecency	14.6	3007	3446
Crimes of dishonesty	-1.3	87185	86065
Incl Theft*	15.2	23443	27007
Fire-raising vandalism, etc	31.5	45680	60080
Incl Vandalism, etc	34.4	40900	54984
Other crimes	-1.0	41926	41486
Miscellaneous offences	18.8	98957	117596
Incl Common Assault	36.4	25472	34751
Breach of the Peace	19.0	39949	47555

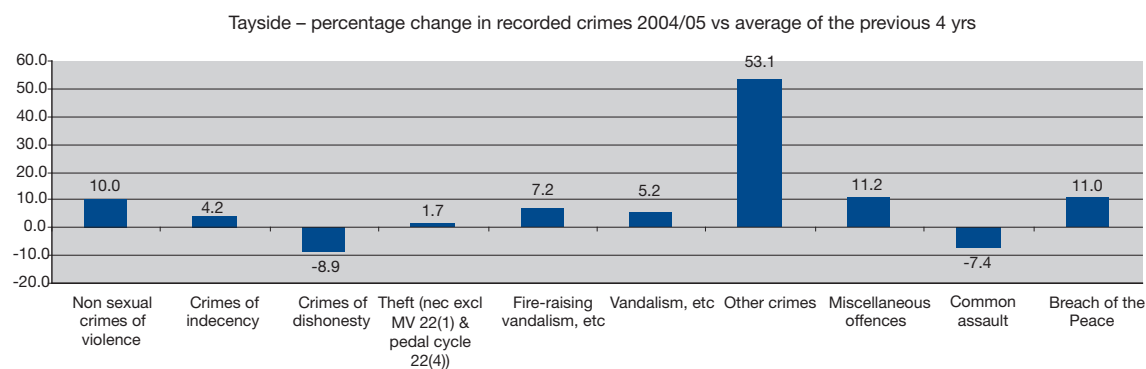
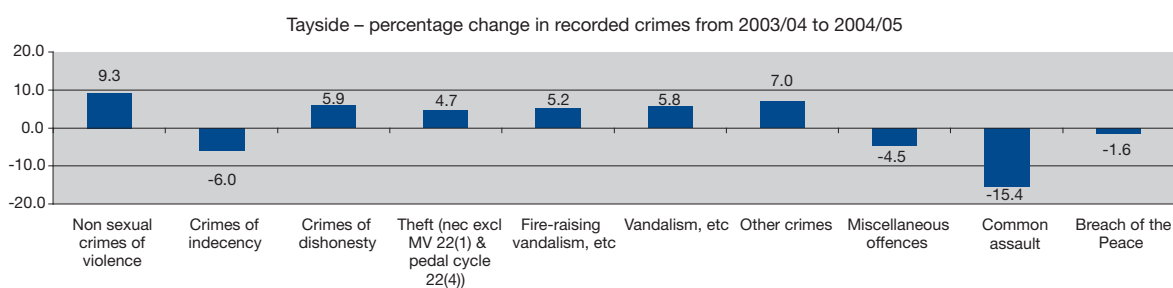
* Theft not elsewhere classified 22(1) & Theft pedal cycle 22(4)



Tayside Police

	% change	2003/04	2004/05
Non sexual crimes of violence	9.3	580	634
Crimes of indecency	-6.0	497	467
Crimes of dishonesty	5.9	14680	15541
Incl Theft*	4.7	5058	5294
Fire-raising vandalism, etc	5.2	8087	8504
Incl Vandalism, etc	5.8	7565	8001
Other crimes	7.0	6263	6699
Miscellaneous offences	-4.5	14209	13568
Incl Common Assault	-15.4	4494	3804
Breach of the Peace	-1.6	6602	6496

* Theft not elsewhere classified 22(1) & Theft pedal cycle 22(4)





Chapter 3

Impact Assessment

The performance of the majority of forces as taken from recorded crime levels is broadly consistent with the expected impact of the introduction of the SCRS. Similar increases were experienced in English and Welsh forces after the introduction of the NCRS in 2002. The statistics show in most cases the expected substantial rise in the SCRS sensitive crimes of:

- theft
- vandalism
- common assault
- breach of the peace.

Any more complex assessment is more difficult to make, not least because Tayside Police introduced a new recording policy in October 2001 in order to improve its crime recording processes, Lothian and Borders Police adopted the principles of the SCRS after an internal review of crime recording in 2002 and Dumfries and Galloway Constabulary moved to a more victim-orientated crime recording process in 2003, following criticism in HMIC's Primary Inspection Report the previous year.

While increases in recorded theft, vandalism, breach of the peace and common assault can clearly be linked directly to the introduction of the SCRS, the extent to which it has affected these and other crime categories is harder to judge against a background of varying crime trends and substantial policing initiatives to address priority crime issues across various communities. These initiatives will also impact on levels of recorded crime. HMIC was made aware of several, including:

Central Scotland Police:

- proactive targeting of individuals on bail who continued to offend
- Operation Reassurance, an intelligence led initiative targeting crimes that had a negative impact on quality of life in the community

Dumfries and Galloway:

- two high value frauds resulting in over 600 crimes being uncovered and detected

Fife:

- introduction of vandalism enforcement team to actively target offenders, resulted in major increase in detections and recording of numerous offences not originally reported.

Grampian:

- joint initiative with the Fire service, Education department and Council to ensure all instances of fireraising were reported to allow proper targeting of those involved

Lothian and Borders:

- numerous initiatives targeting vandalism and anti social behaviour issues
- Operation Tribune, large scale fraud enquiry involving 1600 crimes


Strathclyde:

- online reporting of crime
- liaison officer with Strathclyde Passenger Transport Executive improved reporting and recording procedures
- short term response units and proactive units tackling vandalism, drinking in the street and other quality of life issues

Tayside:

- proactive targeting of repeat bail offenders
- introduction of community wardens

In addition recorded crime trends varied throughout 2004/05, with substantial increases in the first quarter coinciding with the introduction of the SCRS, not being sustained throughout the year. Nonetheless, HMIC is assured that a significant proportion of the increase in recorded crime in 2004/05 is a direct consequence of the introduction of the SCRS. This in itself, will inevitably lead to a better assessment of policing priorities.



Chapter 4

HMIC Audit

4.1 Audit Methodology

For a number of years, HMIC has conducted regular crime recording audits as part of its Primary Inspection methodology. This has consistently exposed shortcomings of force crime recording processes, all of which have been highlighted in published HMIC reports and have been instrumental in encouraging the development of the SCRS.

In assessing the extent to which force crime recording processes have improved as a result of the implementation of the SCRS, HMIC conducted a dip sample of incidents and crimes in each force area. HMIC conducted an audit of all Scottish forces and BTP and MDP units in Scotland, dip sampling one day's incidents. A sample size of 300 incidents from the same day's total, was examined to identify crime related incidents. The incident numbers for BTP and MDP were too low to base any statistical significance upon, and as such are not included in the audit results. One other force had only 207 incidents for the day but is included in the table below for completeness.

The audit methodology employed was as follows:

Test 1: Incident inferring crime – check disposal to confirm crime or satisfactory explanation why classed as non crime

Test 2: Disposal indicates crime report submitted – confirm it appears on the crime management system (30 incidents examined)

Test 3: Crime is correctly classified (30 reports examined)

Test 4: Correct application of counting rules (30 reports examined)

Test 5: Correct application of no criming (25 reports examined).

4.2 Audit Results – Percentage Accuracy

Force/Test	Test 1	Test 2	Test 3	Test 4	Test 5
A	98	100	100	100	80
B	94	100	100	100	92
C	97	100	100	100	96
D	99	100	100	100	96
E	98	100	100	100	100
F	95	97	100	100	84
G	95	97	100	100	100
H	99	100	97	100	88

It is recognised that this audit sample is comparatively small. However, it served to identify residual weaknesses in recording systems and force processes.

Specific circumstances were present in two forces in relation to Test 5. In both forces A and H, training issues, the cause of the errors, had been identified in force and addressed prior to HMIC's inspection. HMIC is satisfied that the new procedures would prevent a repetition of the errors found in the sample.



Chapter 5

Implementation

Having given full consideration to the information gleaned from the inspection, through consultation with the Home Office, Research Development and Statistics Directorate, Policing Standards Unit and HMIC in England and Wales, protocol responses and inspection visits, the following areas have emerged as integral to the successful operation of the SCRS and the standardising of recording practices throughout Scotland.

5.1 Commitment

Consultation with the Home Office identified a clear and unequivocal commitment from chief officers in each force as a fundamental requirement to achieve acceptable performance in relation to the application of a crime recording standard. Inspection visits have confirmed that all force executives in Scotland issued clear statements at the introduction of the SCRS outlining their force's commitment to the Standard and the importance of its correct application. This had the desired effect of raising awareness among officers and staff as to the introduction of the Standard. However, as the Standard has evolved, this message may have become diluted. Focus groups provided comment that supervisors were not always quality checking incidents with as much vigour as at the introduction of the Standard. Examination of crime statistics reveals that the sharp increase in recorded crime in the first quarter of 2004 was followed by a noticeable reduction in the following quarters. This may suggest a reduction in commitment to the Standard but there are other considerations to be made in attempting to interpret this drop (Chapter 6.11 refers to inappropriate over-recording of crime during the first quarter).

This situation has a resonance with the experience in England and Wales where the Home Office identified that where chief officers failed to maintain a commitment, force performance slipped. HMIC found force executives to be fully supportive of the introduction of the SCRS but it was clear that time had eroded the impact of the early message.

Recommendation 1

HMIC recommends that force lead officers utilise this report to reaffirm their commitment to the SCRS and stress its importance to all staff in a manner which seeks to sustain its impact.

5.2 Public Reporting of Recorded Crime Figures

The relevance of recorded crime information to the performance of individual forces and the Scottish police service is clearly understood. There is always the potential for it to be used in a way that does not fully reflect its relevance, but where it is used, it should be accurate.

An expected consequence of the implementation of the SCRS was that public reporting of crime information would be accurate.

During the course of the inspection HMIC noted that two forces, due principally to the inadequacies of legacy IT systems, recorded a category of less serious crime known as "Group 6 Miscellaneous Offences" in a way which makes accurate counting difficult. Procedures are in place in both forces to ensure appropriate recording of all crimes. However, the procedures allow for some of the crimes to be recorded on the forces'

incident logging systems, as distinct from the crime recording system, thus adding to the complexity of analysis. While HMIC's limited dip sample could find no evidence of under-recording of these offences, HMIC was concerned regarding the potential for under-recording that such an arrangement represents and will monitor developments during the planned review of this thematic inspection and in the normal cycle of force inspections. HMIC was heartened to note that one of the forces has already undertaken an internal review of its procedures in this regard.

5.3 Training

Operational staff

All Scottish forces adopted the standard training package developed by the SCRS project team. Key individuals in each force were trained centrally and then utilised to train individual trainers within forces. Most forces then undertook cascade training to make all staff aware of the requirements of the Standard. This generic training package consisted of a PowerPoint presentation that was adapted at every force to reflect on their own IT systems and processes in force. In addition, most forces adopted the use of a standard online distance learning package to reach staff that had not been trained in the initial sessions.

Very little evaluation has been undertaken of the training, most forces being content to assess its effectiveness through compliance levels. Strathclyde Police did conduct an evaluation that suggested many officers had not received the training by the date of introduction of the Standard. This assessment has been reinforced by HMIC focus group sessions in forces throughout Scotland. A substantial proportion of staff received no training in relation to the SCRS and have had to pick up the concepts of the Standard as they go.

HMIC has found little in the way of follow up training conducted in any Scottish force, most forces updating changes to the Standard by memo or entries on force intranet sites. Whilst an effective way to communicate information, focus group comments to HMIC suggest that not all staff access websites or fully acquaint themselves with the content of memos. This has led to incorrect application of the Standard as staff have been unaware of developments in its application.

Training for new recruits, potentially a key point of raising awareness, has been inconsistent across Scotland with some forces utilising the original training packages on a recruit's return to force from the Scottish Police College, while other forces have done no training at all, leaving probationary development to tutor constables. This leads to an added uncertainty in interpretation of the Standard, leading to further dilution of its principles.

Support staff

The training of support staff has been carried out in a less structured manner than that for operational officers. Some forces have utilised an amended PowerPoint presentation that reflected the different role in the SCRS process of Force Contact Centre (FCC), control room and front desk staff. HMIC recognises this as good practice.

Grampian Police and Central Scotland Police call centre staff impressed HMIC with their knowledge and understanding of the principles of SCRS and their role within it. Both forces had invested considerable time and effort in training and updating training during the course of the year. The SCRS featured in both initial and follow up training.

The quality of data recorded at the initial stage is of fundamental importance to the successful achievement of the Standard and it is vital that all staff involved in this initial contact with the public have a clear understanding of their role in supporting the SCRS. HMIC observed in focus groups that, in many cases, front desk staff, FCC and control room staff had little or no training in the Standard and on occasions had no knowledge of what it was or was designed to achieve. Training for new staff has been the exception rather than the rule and, with substantial increases in call centre staff throughout Scotland, a harmful knowledge gap has the potential to emerge.

As reflected elsewhere in this report, the accuracy of initial data capture and quality control of incident reporting are crucially important areas to get right if forces are to achieve the Standard. Failure to train the staff involved in this key area is a serious omission and must be rectified.

Specialist staff

There has been no formal preparatory training for staff involved in key areas of the administration of the SCRS. Posts such as the Force Crime Registrar and Crime Manager have only received the standard introductory training. In contrast, police in England and Wales have recognised the importance of such posts to the correct development of the NCRS and have devised a National Registrar's Course that seeks to standardise the approach taken. Due to the small number of staff involved in Scotland, a generic course such as the one being run in England and Wales does not appear suitable for the development of the SCRS. A module based training course, allowing new Registrars to select only the areas they require, e.g. disregarding the legal module with regard to police officer Registrars, would appear to be a common sense method of delivery. Discussions with Registrars who had attended the Home Office training course identified that the week long course covers a broad spectrum of subjects and takes little or no recognition of a Registrar's existing level of knowledge.

Overall, HMIC has observed substantial gaps in the knowledge of operational officers and support staff in relation to the SCRS. Cascade training, whilst an effective way to deliver the initial principles of the Standard, has led to some uncertainty over its application, due to differing interpretations of trainers, not only nationally but on occasions within forces. This has led to inconsistencies throughout Scotland. The Scottish Crime Registrars Group is currently considering the introduction of suitable video support training, to ensure an effective standardisation of training.

Recommendation 2

HMIC recommends that ACPOS, drawing on the experience of the Scottish Crime Registrars Group, engages with the Scottish Police College with a view to introducing a standardised approach to training, recognising the different needs of operational officers and support staff, probationers, first line managers, Force Crime Registrars and their Deputies.

5.4 Information Technology

Command and Control

A number of different command and control systems, which include incident logging or recording, are in use in Scottish police forces. Some are currently in the process of being replaced but the majority utilise opening and closing codes to classify incidents. Accurate coding of incidents allows IT solutions to assist in the subsequent auditing process.

An inhibitor to quality assurance in the introduction of the SCRS in most forces is the inability of the command and control system to communicate with the crime management system leading to substantial extra work to audit the SCRS. As it has the potential to record the initial intimation of a crime related incident, the command and control system is the most important system in ensuring that SCRS is properly applied. Systems that assist officers and staff in linking incidents with crimes lead to high compliance levels. Compliance is further assisted by systems that do not allow the incident to be closed until the crime reference number is attached.

HMIC observed that the majority of forces have a requirement for a crime reference number to be attached to the command and control incident to aid the auditing process.

The accurate disposal of incidents is also vital to successful application of the SCRS. The interpretation of the officer at an incident as to its relevance to the SCRS is the main area of risk associated with the Standard. It is at this stage that potential crimes might not be recorded due to incorrect application of the Standard by the officer. However, accurate initial recording and coding of data on the command and control system can act as a balance to this, allowing the officer's disposal to be compared to ensure compliance.

HMIC observed that several forces ensured that all incidents initially recorded as crime related but disposed of without a crime being recorded were examined by a supervisor to ensure compliance with principles of the SCRS. The supervisor only closes the incident when satisfied that the disposal fully justifies the decision not to record a crime.

Crime Management

In common with command and control systems, numerous different crime management systems exist in Scottish forces. All were introduced prior to the SCRS and, as such, do not always easily facilitate the auditing arrangements required by the Standard. All systems stand independently of command and control with the exception of one force system which was developed in house and, ironically, is in the process of being replaced. Where systems are not linked, comparisons can only be achieved by human intervention, adding an unnecessary process.

Where success has been achieved in meeting the requirements of the NCRS in England and Wales, it has been identified that force systems often integrate with each other to allow for a seamless auditing procedure. The introduction in Scotland of such systems could extend the audit process from initial call to final reporting to the Procurator Fiscal.

Northumbria Police has IT systems for call handling, crime management and custody that link into all other systems in use. This arrangement automatically cross populates crime reference numbers and incident numbers. The system has automatic quality control features that ensure compliance and identify officers who make repeated mistakes, allowing remedial training to be directed where required. It has the added benefit of providing almost real-time performance management data to managers.

Recommendation 3

HMIC recommends that ACPOS considers the requirements of the SCRS in the light of prioritisation of IT development within the SPIS programme.

5.5 Consultation

Media

At the inception of the SCRS in April 2004, a co-ordinated media campaign by ACPOS and individual forces introduced the principles of the SCRS to the public and advised them that its likely consequence was a rise in recorded crime in certain crime types. The release sought to reassure the public that crime was not, as it potentially might appear, running out of control but that police were now recording it in a consistent and transparent manner. This approach successfully ensured that official comment in relation to rising figures has been made in the context of the anticipated impact of the SCRS.

However, despite this advanced briefing, sections of the media have interpreted the rise in recorded crime statistics as an actual rise in crime. It is important that the public continue to be made aware of the reasons for the increase in recorded crime to prevent “fear of crime” being unnecessarily increased. Nonetheless the resulting difficulties in convincing some members of the public should serve to underline the importance of the service applying the SCRS correctly. Only by common application of the SCRS across forces will future trends be able to be effectively explained.

Police Authorities

All Scottish forces made presentations to their police authorities outlining the aims and principles of the Standard. Several forces have kept their police authorities apprised throughout the year as the Standard developed and the impact on crime figures emerged. This regular briefing appears to have been well received.

A meeting with one police authority confirmed support for the SCRS and its expected benefits in allowing clear comparison of crime figures and trends across Scotland. The authority members were concerned, however, that an increase in minor crimes would have an adverse effect on “fear of crime” among certain groups of the community, such as the elderly, who perceive themselves to be most affected by these crimes.

5.6 Role of Force Crime Registrar

The Force Crime Registrar (FCR) is the single most important strategic post in the application of the SCRS. The Registrar is responsible for a force's application of the Standard, strategic direction, data quality, auditing and all other factors that impact on its application.

At present across the Scottish Forces, three Registrars posts are filled by support officers and five by police officers ranging in rank from Inspector to Superintendent. BTP and MDP both utilise an Inspector to cover UK wide application of both standards. Of the three support officers operating in the role, two are full time Registrars with sole responsibility for SCRS but one is also a manager in an Information Resources role. All of the police officers have multiple roles and on occasion are unable to fulfil their responsibilities as Registrar due to competing demands.

Due to the difference in size of all Scottish forces it is not possible to be prescriptive as to the correct background necessary for the Registrar but the post holder must have a sound understanding of criminal law, incident recording and crime management.

HMIC supports the view that the person fulfilling the Registrar's role must be of sufficient rank or authority to be able to ensure the ethical application of the Standard in a robust manner and to challenge immediately any malpractice or inconsistent application of the Standard.

During inspection visits HMIC found that the Registrar in Fife Constabulary had put in place a strategic plan to develop the SCRS within force over the short and medium term. The SCRS is a key area of business and its strategic development should be considered in force aligned with national priorities.

Independence

The Registrar deals with the ethical recording of crime and as such, the principle that the post holder should not also have operational responsibility to account for detection rates and managing volume crime investigation is a sound one. The combining of such roles involves a potential conflict of interest whereby pressure to minimise recorded crime to meet performance targets would exist.

Recommendation 4

HMIC recommends that the responsibilities of the Force Crime Registrar should be clearly separated from those relating to detections or managing volume crime.

Whilst this recommendation is the ideal, HMIC recognises that due to the different size of Scottish forces it is not always possible to be prescriptive as to the appropriate person to fill the Registrar's role. Where, due to force structure, some responsibility for crime related matters exist as part of the role performed by that individual, a balancing factor such as independent auditing has merit.

Dumfries and Galloway Constabulary has a DCI as Crime Registrar who still has some limited responsibility for crime related matters. However, the force has put in place a robust auditing process carried out independently by their performance management department which has no connection with crime investigation or responsibility for detection rates, to ensure complete transparency in the recording process.

HMIC identifies this concept of independent checks and balances as being illustrative of good practice.

Reporting Lines

The FCR has a strategic responsibility to develop the SCRS within a force and as such must report to a sufficiently senior manager who has the ability to effect change or alter policy where required. It is vital that all staff understand that the Registrar acts with the mandate of the lead member of the force executive, who should be proactive in demonstrating firm commitment to the correct application of the Standard. Reporting lines between the FCR and the lead member of the executive should be easily navigated and enable regular contact.

Deputy

Due to the key influence of the FCR on force compliance and the responsibility of the FCR to represent the force at the Scottish Crime Registrars Group, the national forum established to standardise force application of the SCRS (Chapter 5.7), it is important that someone is appointed to deputise. For progress to be made at a national level, it is important that FCRs regularly attend the meetings of the Scottish Crime Registrars Group. HMIC found this was not always the case. Continuity is important if progress is to be made and a Deputy must have an in-depth knowledge of force SCRS policy and be able to take decisions on behalf of the force in the absence of the FCR.

Recommendation 5

HMIC recommends that forces appoint a Deputy Crime Registrar with sufficient authority to act in the absence of the FCR. The Deputy should be trained to the same standard as the FCR and be able to make decisions on behalf of the force.

5.7 Scottish Crime Registrars Group

Whilst the FCR has been identified as a vital post in the SCRS process, the Scottish Crime Registrars Group is pivotal to progress being made at a national level and ensuring even application of the SCRS throughout the country. It has its own constitution and an elected chairperson. At present, due to the evolution of the SCRS it meets on a monthly basis to attempt to resolve differences in practice and to provide guidance on emerging issues. Direction of the Group is provided by the ACPOS lead for the SCRS and the chair is currently the FCR for the ACPOS lead's force.

The Group is currently in the process of finalising a guidance document developed to assist in the interpretation of the Standard, approving a standard audit procedure to be applied throughout Scotland and developing a training video for national circulation.

HMIC welcomes recent developments that have seen the introduction of a decision log and an action management log. These two control documents will provide a clear record of the Group's activities and areas that are being addressed.

Continuity

In the early stages of its introduction the Group made slow progress. It lacked continuity due to a high turnover of Registrars and replacements often had a limited knowledge of the SCRS. This situation led to challenges on agreements previously reached by the Group and unnecessary delay in addressing important issues. Of the original members only two remain and change of personnel has contributed to the slow progress made. It is, therefore, important that, where forces appoint a police officer as FCR, the appointment be for a specified term, which allows for continuity and that succession planning identifies a suitable replacement for the post to allow sufficient time for training and handover. HMIC would strongly encourage forces to consider fully this aspect of the FCR appointment.

Attendance

Despite the substantial initial impact of the SCRS, further changes are still required to achieve a truly national Standard and the Group is central to achieving this. From its interviews with force representatives, HMIC has identified a lack of collective momentum amongst members in achieving a uniform approach across all forces. Whilst recent attention by the new ACPOS lead to this matter is welcomed, it is vital that each force be represented by its Registrar or Deputy at every meeting to allow the Standard to be driven forward.

Recommendation 6

HMIC strongly recommends that each force undertakes to ensure its FCR or Deputy Registrar attends at every meeting of the Scottish Crime Registrars Group to achieve uniformity in the application of the SCRS at this critical time in its implementation.

Decision Making

In its first year, the Group has been unable to achieve its aim to standardise fully the approach to the SCRS due to substantial division of opinion on the application of the Standard within the Group. Significant differences still exist despite the early preparation of a comparison document into recording practices in each force. This was drawn up to assess the main areas that required to be addressed but has not yet been brought to a conclusion in a number of areas. HMIC would fully support the desire expressed by a number of registrars for the Scottish Crime Registrars Group to revisit the comparison document initially drawn up and bring it up to date to be used as an action sheet to direct the work of the Group.

It is clear to HMIC that the Group, particularly at this important stage in its development, requires clear ACPOS direction and drive and it has been reassured by the ACPOS lead for the SCRS of a firm commitment to ensure effective progress is now made. HMIC will return to the issue of the effectiveness of the Scottish Crime Registrars Group during its 18 month review of this thematic inspection.

Workload Allocation

It became obvious to HMIC that an imbalance of work had been created within the group with force support officer Registrars being given a greater proportion of development work as police officer Registrars had less time to devote to SCRS issues, due to their competing roles. It is HMIC's view that a more balanced allocation of work is necessary if standardisation is to be achieved within a realistic timescale. In this regard, it is important that forces recognise the national importance of the work of the Scottish Crime Registrars Group to achieve standardisation and that they each make provision for the FCR to contribute fully to its work, particularly during this critical period.

Project Manager

At the time of the Group's introduction the suggestion was made to introduce a project manager to assist in the introduction of the Standard. During the inspection, several Registrars reflected on the continuing need to introduce the post to drive the development of the Standard. While HMIC fully recognises there is a significant amount of work to be done at a national level, it is not convinced of the case for a project manager to drive the development of the Standard at this stage. The ACPOS lead officer agrees and identifies the renewed direction of ACPOS on the work of the Group as a more appropriate means of effective delivery.



Chapter 6

SCRS Issues

6.1 Initial Data Capture

As already stated, the initial capture of clear data from the public is of key importance to the successful application of the SCRS. A high quality of data recorded initially can ensure compliance at later stages of the process and prevent disposals being wrongly dealt with, including assuring, where appropriate, the submission of crime reports. It is important that staff involved in this initial stage are aware of their role in the SCRS process.

6.2 Incident Closure

The accurate disposal of an incident is vital to the auditing of SCRS compliance. Where incidents are originally coded as being crime related, it is crucial that, should they be disposed of other than by the submission of a crime report, a clear explanation of why a crime report was not required is included in the disposal. HMIC's thematic inspection report, "Partners in Crime", previously identified the closure of incidents by a supervisor as being important and is referred to at section 5.4 of this report. This initial level of quality control allows for non-compliant incidents to be rectified immediately. The robust challenging of disposals encourages a culture of "get it right first time" which lessens the time required to be spent on subsequent audits and correction of mistakes.

6.3 Quality Control

The main risk area in the correct application of the Standard is the interpretation of an incident by the officer attending. The officer's subsequent disposal of the incident on command and control is a direct reflection of this initial interpretation. Anecdotal evidence emerged during focus groups and research in England and Wales, of officers circumventing the requirement to submit a crime report due to the perceived trivial nature of crimes and the perception of excessively bureaucratic procedures involved with the submission of crime reports. Whilst these incidents are in a small minority, the correct application of the Standard throughout Scotland demands that such practices be minimised. A potential solution is a quality assurance check conducted by way of a telephone based customer satisfaction survey, directed at the reporter of an incident, with a view to seeking to compare the reporter's perception of the incident with that of the officer's disposal. Whilst differences may exist due to lack of legal understanding on the part of the reporter a summary of events should allow for a balanced view of how effectively the incident was dealt with.

Such intrusive management, if openly publicised, will act as a balance to drive out potential manipulation of disposals, ensuring data quality at the outset.

Recommendation 7

HMIC recommends that all forces carry out, at a local level, a dip sample of incidents initially coded as a crime, but disposed of as non crime, to confirm correct application of the Standard by way of a telephone-based customer survey.

Northern Constabulary utilises a crime co-ordinator within its crime management department at Inverness who examines every incident on a daily basis for compliance with the SCRS. Incidents that do not appear to be correctly disposed are sent back to the officers and their supervisors for further investigation. Similar roles are replicated within Grampian Police – Crime Management Unit, Dumfries and Galloway Constabulary – Crime Reviewer, Central Scotland Police – Local Police Management Unit, Tayside Police – Crime Co-ordinator and Lothian and Borders Police – Crime Support Officers. HMIC considers such roles as helpful in ensuring compliance within the SCRS process. The use of such units to target remedial training is also good practice.

6.4 Debrief

During inspections HMIC found that several forces utilise a debrief period at the conclusion of shifts to examine incidents attended by officers during the course of their shift. Each incident is examined in turn and where disposals appear incorrect they are checked further and reassessed for submission of a crime report. This process can also act as a forum for discussion, generating opinions as to responses to more complicated incidents.

Several forces utilise this second level of quality control to examine incidents at debrief. This allows early intervention to correct incidents where the application of SCRS has not been satisfactory.

6.5 Divisional/Area Audit

In most forces accountability for compliance is devolved to divisional or area commanders. For a clear picture of how that command area is performing it is vital that they carry out a local audit to ensure quality. Whilst ensuring quality, such an audit also allows rapid intervention where deficiencies in practice are identified and allows commanders to reaffirm continually the importance of the Standard. HMIC recognises that it is not possible to be prescriptive as to who carries out such an audit but ideally it should be a department with no responsibility for crime figures to ensure the transparency of the audit process. By devolving accountability for compliance to area commanders the force can ensure a firm commitment to achieving the standard and rapid action to improve local performance.

“A” Division of Strathclyde Police has shown a good example of local management control. The divisional commander identified a high failure rate in the requirement to include a crime reference number on the command and control system. Typically this failure rate sat at 60%. Sub divisional commanders were then tasked with ensuring compliance in this area with weekly checks being carried out on sub divisional performance. The failure rate has been reduced to 10% due to the commitment of senior management.

The local audit should also be used as a training tool. The audit must be capable of identifying stations, shifts or individual officers making repeat mistakes. On many occasions these mistakes can result from simple misunderstandings that originate from a lack of training. Where mistakes are allowed to go unchecked the officer's lack of understanding can become reinforced leading to fundamental errors in the application of the Standard. The use of the local audit to identify and correct such mistakes allows the application of the Standard to be fine tuned at the earliest stage. The reinforcing of the culture of quality and "get it right first time" is of great benefit to the application of the Standard and policing in general. The results of the local audit should be reviewed by senior management in the area/division and by the FCR who should agree on action plans to improve any deficiencies in performance.

BTP conducts audits of its area commands on a regular basis. Where deficiencies in performance appear, an action plan to progress improvement is agreed by the area commander and FCR. It is then approved by the lead officer for SCRS/NCRS. The action plan is subsequently reviewed at the next audit to identify if the required improvements have been made.

HMIC identifies that the audit may ultimately be used as a comparator between areas and divisions within respective forces. Area commanders should be accountable for their performance in relation to the SCRS and tasked with ensuring compliance. In this manner the commitment of the force to the Standard will be effectively communicated to all officers and staff.

6.6 Central Audit

A further centralised audit is also vital to ensure a force's performance in relation to ethical crime recording. The central audit ensures standardised processes across the force. It should adopt a standardised format as being currently developed by the Scottish Crime Registrars Group. This standardised procedure will allow for further harmonisation of policies and practices throughout Scotland. It is essential that the audit be carried out in an open and transparent manner. The results of the audit should be published and available to all interested parties.

Lothian and Borders Police is at present undertaking a main centralised audit of the entire SCRS process within force. Two retired police officers are being utilised to conduct this in depth audit under the direction of the FCR. The audit aims to identify any areas of weakness within force processes so that remedial training can be successfully targeted.

HMIC believes that this in depth auditing procedure is essential to establish compliance at the early stages of the introduction of the SCRS. The audit findings should then be utilised to address areas of deficiency.

6.7 Audit Methodology

In conducting the audits of all Scottish Forces HMIC utilised a methodology consisting of 5 main tests:

Test 1: Incident inferring crime – check disposal to confirm crime or satisfactory explanation why classed as non crime

Test 2: Disposal indicates crime report submitted-confirm it appears on the crime management system (30 incidents examined)

Test 3: Crime is correctly classified (30 reports examined)

Test 4: Correct application of counting rules (30 reports examined)

Test 5: Correct application of no criming (25 reports examined).

This audit process allowed a wide range of incidents to be examined and should be regarded as a baseline assessment. Where in subsequent years the audit process identifies areas of weakness these should be selectively examined in a focussed audit moving away from the broad approach of the baseline audit.

Recommendation 8

HMIC recommends that the Scottish Crime Registrars Group formalises a standard auditing procedure and ensure its use in all Scottish forces in both a central and local audit. Sufficient training must be conducted for those carrying out the audit to ensure a Scotland wide consistency in its application.

The application of such a consistent audit process will allow for standardisation from beginning to end in the SCRS process throughout Scotland.

6.8 Audit Transparency

To ensure Scotland wide standardisation in the application of the SCRS the audit process must be capable of external scrutiny by independent bodies. The concept of a cross force audit allowing a Force Crime Registrar from one force to audit the accuracy of another force's audit has merit and may be worthy of further examination to assess its practicality.

The use of a totally independent body, such as Audit Scotland, to assess the findings of force audits or to conduct its own audits would lead to the most critical evaluation of force performance and most closely replicate the procedures followed in England and Wales. However, consistent audit process through each stage of the SCRS process should minimise the need for this additional layer of audit.

6.9 SCRS User Groups

During the course of the inspection process HMIC learned that several forces had an SCRS user or practitioner group operating within the force. These groups consist of the Force Crime Registrar and key personnel from throughout the force involved in the day to day application of the SCRS. The purpose of these groups is to discuss problems, difficult situations and to circulate good practice. The group also acts as a conduit for items to be referred to and from the Scottish Crime Registrars Group.

This process was reflected in forces visited in England and Wales who viewed the role of such a forum as integral to the successful application of the NCRS encouraging a two way flow of information. HMIC would encourage all forces to introduce the concept of an SCRS user group consisting all key individuals in the force involved in the application of the SCRS to standardise good practice and effect change where required.

6.10 SCRS Website

During the inspection process HMIC observed that several forces had produced an SCRS website on the force intranet maintained by the Force Crime Registrar. In these forces most officers in the focus groups were aware of its existence and had sought additional information from it. The use of a “commonly asked questions” field on the website covered key areas that routinely caused officers problems and allowed them to interpret their own circumstances in conjunction with similar situations that had already been considered. All officers welcomed this additional reference tool.

HMIC recognises the introduction of a dedicated SCRS website on the force intranet as good practice. The inclusion of the guidance manual developed by the Scottish Crime Registrars Group on this website will further enhance officer understanding of the principles of the SCRS.

6.11 No Criming

The principles of the SCRS state that a crime, when recorded, will remain as a crime unless:

- additional evidence suggests that a crime did not occur
- the crime occurred outside the force area.

This is an important issue that requires to be properly controlled to ensure a standardised approach to the SCRS. Early in the introduction of the Standard all forces experienced a substantial increase in the number of crime reports that required to be no crimed, often due to its incorrect application. This clearly emerged as a training issue and officers' ignorance of the Standard, coupled with an attitude of “if in doubt raise a crime report”, undoubtedly led to an over-recording of crime throughout Scotland. Its consequence was an increase in work for those supervisors whose role incorporated the authority to no crime. This again touches on the basic tenet of this report, i.e. encouraging a culture of quality and an ethos of “get it right first time”. The adoption of this quality culture saves considerable remedial work by officers and supervisors alike.

There will be numerous situations where a crime report is raised in good faith at the outset but, through investigation, it emerges that no crime was committed. In these

instances the majority of forces require the officer to outline the circumstances of the investigation and explain why it should then be no crimed. This is then passed to a supervisor for his comments.

In one force the immediate supervisor has the ability to no crime. This force had one of the poorest performances at audit in this area. With all supervisors involved in the process differing interpretations emerged.

The majority of forces referred the crime report to crime managers, crime desk supervisors or an officer in a similar role for approval of no criming. These forces generally performed to a good standard.

The best performing forces in this area were those whose Registrar had responsibility for all no criming decisions.

Recommendation 9

HMIC recommends forces identify a centrally-based supervisor at area command level to have responsibility for all no crime decisions in the area. The no crime decisions should be overseen by the FCR who should maintain an overview of all decisions taken and act as final arbiter in areas of dispute.

6.12 Lost Property

A potential risk area in accurate recording is the lost property system. Officers and force support officers have the ability to reduce effort and under-record crime by diverting theft reports into loss reports where complainers are not clear about the circumstances of the theft. The HMIC audit briefly examined this area but, due to the process of recording lost items, the audit was only able to make an informed guess as to the accuracy of the system. As an example, HMIC observed that several forces have numbers of cycles recorded as lost on their system. However, it is difficult to envisage a situation where a cycle could be truly "lost". To examine this area properly the original reporter would require to be contacted and the circumstances of the loss checked. While it is unlikely that many instances of under recording occur in this manner, the intention to carry out these quality control checks again should be publicised to all staff to make them aware of the part they play in this process.

Recommendation 10

HMIC recommends that forces examine a sample of lost property reports at regular intervals to check that crimes are not being incorrectly recorded as lost property.

6.13 Specialist Units

Another potential risk area identified in correct recording of crime was that of specialist units, particularly those whose role involved direct contact with the public or official bodies. The main examples were:

- child protection units
- domestic abuse units
- fraud squads.

These units often have reports of potential crimes referred directly to them and bypass channels such as the FCC. If not properly recorded at the outset, there is no opportunity to audit the decision not to raise a crime report. HMIC found that all forces had anticipated this problem and applied a variety of solutions to ensure an accurate audit trail existed from initial report to the establishing of a crime and the raising of a crime report. Some forces employed a paper based recording system with a unique reference number identifying each report. All subsequent correspondence referred to this number allowing a clearly defined audit trail.

Other forces had computer based administration systems that again provided a clear audit trail.

Tayside Police utilise their command and control system to record a brief summary and subsequent disposal of incidents directly referred to their specialist units. This process most clearly complied with the Standard and had the additional benefit of clearly representing the number of incidents the force was involved with from a central database.

HMIC identifies it as good practice to record direct referrals to specialist units in a manner that allows for a beginning to end auditing procedure.

Historically, due to the complex nature of investigation undertaken by units such as child protection and fraud squads, crime reports often were not raised until the conclusion of the enquiry. HMIC discovered that a clear understanding of the principles of the Standard existed within most units and that, in the majority of incidents, crime reports were raised at a suitably early stage whilst the matter was still under investigation.



Chapter 7

Emerging Issues

7.1 Unco-operative Complainers

Officers in the majority of forces made similar comment regarding the recording of crime from unco-operative complainers, who refused to assist the police in any way to investigate the crime regarding which they were victims. With the introduction of the SCRS, police are more frequently recording these incidents, often in the face of reluctance and on occasion open hostility. By far the most common situation arises in assault crimes (but also in relation to crimes of indecency) where the victim will frequently refuse even to provide a statement to the police. An indication of the level of this problem is illustrated in the following sample figures showing the percentage of unco-operative complainers in serious assaults.

Serious Assaults April 2004 – March 2005

	No. Serious Assault	No. Unco-operative	% Unco-operative
Fife Constabulary	184	16	9
Lothian & Borders Police	695	53	7.6
Strathclyde Police "A" Division	641	71	11

The police have a duty to investigate these incidents, particularly where more serious crimes are involved. This frequently involves a substantial amount of police time, with little prospect of detecting the crime or presenting the case at court due to the victim's refusal to give evidence.

As a result of developments in the SCRS, Scottish forces now have markers on their crime management systems that allow unco-operative complainers to be highlighted. The inclusion of a subcategory in published statistics highlighting the percentage of unco-operative complainers would provide a more accurate picture of police performance in investigating crime. This subcategory would be most effectively applied to serious crimes in Group 1 (Violence against the person) and Group 2 (Crimes of indecency).

Recommendation 11

HMIC recommends that ACPOS engages with the Scottish Executive to assess the suitability of publishing a subcategory of unco-operative complainers in statistical returns in relation to Group 1 and 2 crimes.

7.2 Definition of Serious Assault

Serious crimes of violence feature prominently in the public's concern about criminality. At present all Scottish police forces are working to a standard definition of serious assault, namely:

"Victim sustains an injury resulting in detention in hospital as an in-patient or any of the following injuries whether or not he was detained in hospital: fractures, concussion, internal injuries, crushing, severe cuts or lacerations or severe general shock requiring medical treatment."

Through interviews with crime managers and focus groups in all Scottish forces it became apparent that this definition left considerable room for individual interpretation and application, particularly in relation to “severe cuts or lacerations” where there were no other attendant circumstances. Individual interpretations of this ranged from 1 stitch to 10 stitches. This anomaly has the ability to make a substantial impact on the most closely observed crime statistic of serious and violent crime by either diverting crimes into the common assault bracket or artificially increasing serious assault figures by moving crimes in the opposite direction.

Recommendation 12

HMIC recommends ACPOS engages with the Scottish Executive and Crown Office in pursuing a clearer definition of serious assault to standardise the classification and recording of this crime within Scottish forces.

7.3 Non-Investigation Policy

Part of the aim at the outset of the SCRS was to:

“Provide a victim orientated approach that serves the need of our communities.”

During focus groups and visits to forces, repeated evidence of a major unintended consequence of the introduction of the Standard which compromises this objective emerged. Numerous officers provided anecdotal evidence of the requirement of the Standard to record all incidents as crimes, where a crime was established in Scots law, having a major effect on the victims of crime who, whilst cooperating fully with the police, request that the police do nothing to investigate the matter. All forces appear to investigate all incidents, irrespective of the wishes of the complainer. On many occasions, the investigation of less serious crimes, often without the prospect of detection, has led to a disproportionate effect on the complainer, sometimes through ostracism or intimidation for involving the police within their community. The consequences in some occasions have had community ramifications and have severely impacted on personal relations between the complainer and police. There is, at present, no policy in any force in Scotland giving advice or support to officers or managers confronted with this situation. The principles of the SCRS indicate that a crime must be recorded and in the majority of occasions complainers fully support this official record of their incident but, to consider fully their needs, forces must contemplate breaking the link between the need to record and the need to investigate.

The Ministry of Defence Police has reflected on a complainer’s wish for the police not to investigate and in its crime management document it includes a policy on this: “Where a victim does not wish a crime investigated, the officer, in deciding whether or not to pursue the investigation, must have regard to the safety of the victim, public safety and public interest.”

HMIC identifies this policy as good practice, allowing the wishes of the victim to be balanced with the public safety and public interest. Its use, however, must be tightly controlled and not allowed to become an excuse for inappropriate non-investigation. Where a crime is not investigated on the wishes of the victim, the reasons for so doing must be fully recorded and auditable. The victim must also be made aware that, should the incident reoccur or be linked to other offences, the matter could be reopened for further investigation. To prevent the abuse of such a policy the decision not to investigate must be made by a supervisory officer with an overall view of crime in the area or division. Whilst it is not possible to be prescriptive as to the person to fill this role it is suggested that it be of at least crime manager or Detective Inspector level. In the case of community sensitive incidents, consultation may need to take place at a more senior level.

Recommendation 13

HMIC recommends that ACPOS considers the introduction of a policy that makes provision for the non investigation of crime based on the wishes of the complainer balanced with public safety and public interest issues.

7.4 Airport Crime

Since the introduction of the SCRS some anomalies have emerged in relation to the recording of crime at Scottish airports. The most common scenario results when a passenger returns home from holiday abroad and discovers luggage missing. Where subsequent investigation by the airline fails to recover the luggage a complaint of theft is then taken. The locus of the theft is usually indeterminable. To address this crime correctly forces must ensure sufficient investigation is carried out at the airport of arrival to assess the potential for the crime to be committed there. Where the crime is more likely to have occurred at the airport of departure, details of the crime should be forwarded to the appropriate force or country for further investigation and no crimed on the receiving force's crime system. HMIC welcomes recent efforts by the Scottish Crime Registrars Group to standardise procedures throughout the UK in this regard.

However, flights from outwith the UK are also involved and at present, the recording system allows for ownership of the crime to be fudged in relation to thefts as described. This is a substantial crime area and would seem at present to provide the potential for an ineffective police response. The problem extends into the freight area and can involve high value loads. Lack of effective police intervention could allow crime to flourish and become increasingly organised due to the potential gains for those involved.

Recommendation 14

HMIC recommends that ACPOS pursues with ACPO the introduction of a standard policy for recording and investigating airport crime with a view to extending such a policy across European states and beyond.

7.5 Bureaucracy

The introduction of the SCRS has added another layer of bureaucracy to the policing function. The requirement for quality assurance of all crime related incidents at disposal stage, a second level of quality control at debrief stage and a further level at crime management stage, coupled with a local audit and a central audit places a potentially cumbersome burden on individual officers, supervisors and area commands respectively. The added bureaucracy can be justified if it achieves a standardised crime recording system across Scotland which provides improved quality in crime management. The auditing process, however, whilst essential at this early stage to identify problem areas and incorrect application of the Standard, can be progressively scaled down once it is properly established. The intention should be, in common with forces in England and Wales, to apply a light touch dip sample audit in future years, once forces demonstrate their internal processes are sufficiently robust to enable trust in the system. This should ensure no subsequent slippage.

The overall goal, as in common with many other areas of policing is to develop a culture of quality that ensures the attitude of “get it right first time”. If this goal is achieved the additional bureaucracy introduced by the SCRS in the long term should be minimal.

7.6 Discretion

The most often repeated complaint of supervisors and senior management to HMIC was the effect the SCRS has had on the police officer’s discretion. Many officers felt that their ability to use their discretion had been almost completely removed as a consequence of the SCRS. Many gave examples of situations where they felt compelled to record crimes, often against the wishes of people who did not wish to tie up valuable police resources with minor incidents. Officers felt that the consequence of the introduction of the SCRS was additional time spent recording and investigating less serious matters. This was said to have the effect of allowing them less time to concentrate on priorities such as local problems or targeted patrol.

Many officers were unsure of how to apply the Standard in complex situations and reflected that it was easier to raise a crime report, and, in so doing, prevent criticism from supervisors, than to take the decision not to. Younger officers often routinely attended minor acts of disturbance and felt compelled to apprehend offenders rather than issue warnings due to the fear of being criticised by supervisors over their course of action at the time or the potential for actions to be examined during a subsequent audit of command and control incidents. This position is supported by statistics which have shown a dramatic increase in common assaults and crimes of disorder across Scotland. Consultation with Crown Office has also revealed an increase in cases which would not normally have been reported prior to the introduction of the Standard.

It is important to consider fully the principles of the Standard and the attendant advice given during training that states:

“officers can still exercise discretion particularly at minor acts of disorder where the offenders desist.”

Discretion is an important tool available to a police officer. It enables the officer to police within the accepted norms of the community served. Police officers are trained to apply discretion subject to the circumstances in which they find themselves to ensure a successful outcome. This may involve returning to deal with an incident in a more formal way at a later time or simply dealing with the incident by way of a warning and not reporting it for consideration of prosecution. For police officers to act in a mechanistic way without applying thought and balance to their actions would do the Scottish police a major disservice and have the potential to alienate them from the communities they serve. HMIC reflected in its annual report in 1973 that “even the most junior constable patrolling alone is a decision maker”. Whilst policing has moved on immeasurably in many respects in the subsequent years, such a fundamental philosophy of policing is still valid and should be at the core of the activities of police officers today.

An interview with a member of a police board during force inspection visits reflected on this particular issue. He commented that he felt officers were prevented from using discretion, as much as the public would like, stating:

“It is important to allow officers to exercise discretion, they must not be frightened to make decisions at the time. Discretion is still an important part of policing.”

However, discretion is essentially subjective and every officer applies it differently, sometimes due to individual beliefs and attitudes. It is, therefore, important that training for SCRS deals directly with this issue. The introduction of a Scotland wide training video would provide a medium for examining particular common scenarios, where officers are, at present, experiencing difficulty in making decisions. A training programme applying this common message would help equip officers better to apply discretion in their duties.

However, even with the application of discretion, the inevitable consequence of the SCRS is the increased reporting of minor offences to the Crown Office and Procurator Fiscals Service (COPFS). Such an increase places additional demands on the criminal justice system. It also reinforces officer concerns about the SCRS preventing them from completing key tasks due to the requirement to submit paperwork.

HMIC identified Fife Constabulary's Adult Warning Scheme and Dumfries and Galloway Constabulary's Minor and Trivial Offences Protocol as good practice. These protocols agreed in conjunction with the area Procurators Fiscal allow for specified crimes and offenders to be dealt with by way of warning rather than a police report. The incident is still recorded as a detected crime for statistical purposes but prevents the unnecessary criminalising of persons involved in minor acts. The incidents are held on the offender's record at Scottish Criminal Records Office as a temporary retention for a period of six months should the person reoffend but are thereafter removed from their record.

Both schemes, whilst allowing a correct application of the SCRS at the initial stage, minimise the subsequent bureaucracy involved in reporting the incident. Additionally, they also reduce the administrative burden on other parts of the criminal justice system, where otherwise, a case would be processed, with the likelihood of no proceedings being taken, involving wasted effort.

These schemes have arisen out of the McInnes report and the joint ACPOS/COPFS protocol on reporting and practice, which makes provision for Procurators Fiscal to make local agreements with police forces regarding the diversion of certain categories of offences and offenders from the criminal justice system. This process allows the individuals to be dealt with by way of warnings administered by the police or to become involved in restorative justice projects. HMIC fully supports the use of local arrangements which assist in prioritising effort towards effective outcomes.

Consultation with the Scottish Children's Reporter Administration (SCRA) revealed that there has been only a small increase in cases marked as no further action by the Reporter to the Children's Panel since the introduction of the SCRS. The SCRA is satisfied that the existing police warning schemes and diversionary options available to deal with juvenile offenders in instances of minor offences have minimised the need to mark cases as no action. This would appear to reinforce the effectiveness of warning schemes and lend support to their introduction across Scotland for adults.



Chapter 8

Conclusion

HMIC has found there have already been significant improvements made in a move to standardise recording practices throughout Scotland as a result of the introduction of the SCRS. Crime statistics in almost all forces illustrate a much more victim-orientated approach to crime recording. However, there is still a substantial amount of work to be done before it can be truly said that Scottish forces are applying a standardised process. Years of differing force policies and local arrangements need to be overcome. This is a difficult task but with the coordinating support of the Scottish Crime Registrars Group, it can be achieved.

Key areas requiring attention are:

Training

The roll out of a standardised training video to all forces will make a significant difference in improving understanding and application of the standard. Centralised training at the SPC will equip a new generation of police officers with a clear understanding of the concept of ethical crime recording.

Quality

The greater level of understanding amongst officers generated by better training must be combined with a drive to submit quality work at the outset. This culture of “get it right first time” coupled with robust quality assurance by supervisors can effectively assure compliance at the earliest level of the SCRS.

Local and Central Audit

Individual forces must be able to demonstrate complete confidence in the accuracy of their figures and can only achieve this by applying an audit process locally and centrally. The local audit must be used as a platform to fine tune performance and address problem areas. The central audit should seek robustly to ensure the same standards within force and provide the Chief Constable with a realistic picture of how well the force is performing.

Force Crime Registrar

The FCR must be the driving force behind each force’s effort to achieve compliance with the SCRS. The determination of the FCR to have the Standard applied ethically is fundamental to its success.

Scottish Crime Registrars Group

The efforts of the Scottish Crime Registrars Group in the coming year are fundamental to the standardisation of crime recording in Scotland. The Group need to focus on key issues and quickly agree policy recommendations for consideration by ACPOS.

HMIC believes it is important that Scottish forces must aim to provide a completely transparent and standardised recording process that will stand scrutiny to any analysis. The provision of accurate crime figures is fundamental to ensuring the trust and confidence of the public. The accuracy of data allows better decisions to be made about policing priorities and the SCRS, if applied correctly, throughout Scotland, will achieve this goal.

The corollary, however, is also true, that if the current opportunity to apply the Standard properly across all forces is not grasped, public trust will be seriously undermined.



© Crown copyright 2005

This document is also available on the Scottish Executive website:
www.scotland.gov.uk

Astron B43016 10/05

Further copies are available from
Blackwell's Bookshop
53 South Bridge
Edinburgh
EH1 1YS

Telephone orders and enquiries
0131 622 8283 or 0131 622 8258

Fax orders
0131 557 8149

Email orders
business.edinburgh@blackwell.co.uk

ISBN 0-7559-4810-6

