
ACPOS Annual Performance Report (2009/10)
The Scottish Policing
Performance Framework



Published by ACPOS Performance Management Business Area
26 October 2010

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FOREWORD



On behalf of ACPOS, I am delighted to present the first ACPOS Scottish Policing Performance Framework (SPPF) Annual Performance Report for 2009/10.

This report is being published simultaneously with that of the data report for the 2009/10 Annual SPPF Report compiled by the Scottish Government's Justice Analytical Services Department.

Although there are still some anomalies and gaps in the data provided by the Scottish police service, I am pleased to report the continued positive performance across the wide spectrum of modern day policing captured in the SPPF.

- *Satisfaction rates with the service the police provide have increased;*
- *Crime continues to fall and fall significantly and the number of people killed or injured on our roads is decreasing;*
- *Reports are being submitted quicker to the Procurator Fiscal; and*
- *Sickness rates and overtime costs are down.*

There is little doubt that our significant investment in the community and partnership working is continuing to pay dividends, together with the very determined efforts of every police officer and member of staff to provide the best police service possible.

I trust this report will be of value.

A handwritten signature in black ink that reads "Patrick J. Shearer". The signature is written in a cursive, flowing style with a long horizontal stroke at the end.

Patrick Shearer
ACPOS President

INTRODUCTION

The Scottish Policing Performance Development Group (SPPDG) is responsible for the governance of the Scottish Policing Performance Framework (SPPF). On 21 June 2010, this group agreed that the publication of the 2009/10 data report on the framework would be the responsibility of the Scottish Government's Justice Analytical Services Department.

In addition, it was agreed that the Association of Chief Police Officers in Scotland (ACPOS) Performance Management Business Area (PMBA) would simultaneously produce a report which would:

- a) provide a view on the data in terms of policing performance;
- b) provide suitable commentary; and
- c) comment on how performance management is maturing within forces.

THE FRAMEWORK

Launched in April 2007, the SPPF was the result of collaboration between ACPOS, the eight Scottish police forces, the then Scottish Executive Justice Department, Her Majesty's Inspectorate of Constabulary for Scotland (HMICS), Audit Scotland, the Scottish Police Authorities Conveners' Forum and the Scottish Police Services Authority (SPSA). Its key aims remain:

- to develop a single suite of performance measures that reflects the breadth and variety of policing activity across Scotland;
- to create a framework that supports managers throughout the police service in understanding, reflecting on and improving performance so that forces can provide more effective policing within Scottish communities;
- to provide a mechanism for better accountability, at local and national levels, through the publication of consistent and transparent performance information that will support the Scottish Government, police authorities and the general public in their understanding of policing performance; and
- to provide a basis for robust performance management and, in turn, performance improvement.

The SPPF is divided into four sections, referred to as pillars, designed to cover the breadth of policing activity:

- **service response**;
- **public reassurance & community safety**;
- **criminal justice & tackling crime**; and
- **sound governance & efficiency**.

In each of the four pillars, high level objectives (HLOs) have been identified which reflect the fundamental aims of the policing activities they represent. The performance indicators contained in each are divided into **Inputs** (the resources committed), **Activities** (the activity or process used) and **Outcomes** (what is achieved). Additionally, there are **Context** measures

which are not measures of performance but which provide contextual information on the demands facing police forces and the environments in which they operate.

TECHNICAL NOTES

A technical note¹ accompanies each performance indicator. The technical note explains how the indicator is defined, states how and by whom it is measured and notes factors, both internal and external, that could influence the indicator and subsequent outputs.

Points to Note

- The reporting period covered is the 1 April 2009 to 31 March 2010 with a comparison, where possible, with the previous two years.
- The statistics follow the definitions and standards set out in the SPPF.
- The SPPF is subject to review annually to ensure that it is fit for purpose. New indicators are agreed by the SPPDG, with the technical notes then being produced by the ACPOS Performance Indicators Practitioners Group (PIPG). When any new indicator is introduced, there is a strong probability that the data will be incomplete and disparate. This can be due to many factors such as IT systems, differences in interpretation or lack of detail within the technical note.
- 2009/10 technical notes will be used for the purposes of this report and any commentary applied.
- There are some significant variances in results within individual forces year on year and between forces. This could, in part, be attributed to the interpretation of the technical notes and it has been recognised that these were insufficiently detailed and consequently the technical notes have been reviewed and amended for 2010/11 to ensure greater clarity and consistency. The technical notes will continue to be reviewed to ensure they are fit for purpose.
- The performance report is compiled by manually extracting data from force systems. This takes considerable time and effort. ACPOS will continue to develop IT solutions which will enhance the service's ability to monitor and manage performance.
- Figures detailed as per 10,000 of the population relate to the mid-year estimates for resident population² and do not take cognisance of transient or migratory populations.

¹ http://www.acpos.police.uk/BusAreas/PTFeb09_SPPF.html

² <http://www.gro-scotland.gov.uk/census/censushm/index.html>

COMMENTARY

Through consideration of crime and community safety statistics in Scotland and beyond, ACPOS has recognised that there are inherent risks in simply comparing performance data from one police area with another. This is inevitable due to variances in crime and detection levels between rural and urban policing as well the differences in demographics and cultures.

These variances are best avoided by comparing results of one year with the previous year in each police area. However, a single police area approach can fail to reflect changes in economic and cultural issues that emerge over time.

Any requests for further information regarding a particular force's performance should be made direct to the force in question.

SERVICE RESPONSE

Complaints about police officers and police staff

In April 2007, the Police Complaints Commissioner for Scotland (PCCS) took over the role previously held by HMICS to review the handling of complaints about the police.

This performance indicator was introduced in 2008/09 and it is aimed at providing a measure of the level of dissatisfaction that users experience in relation to their contact with any police officers and police staff.

The Police, Public Order and Criminal Justice (Scotland) Act 2006 defines a complaint as “a written statement expressing dissatisfaction about an act or omission by a person who, at the time of the act or omission, was a person serving with the police”.

This indicator measures the:

1. number of complaints received;
2. number of complaints per 10,000 incidents recorded;
3. number of allegations arising from the complaints; and
4. number of allegations where action is taken.

In April 2010, following evidence that there was a lack of consistency in the counting of this indicator both across forces and with the PCCS Annual Statistical Report, the technical notes were reviewed and have since been amended.

For forces, an amendment has been made to the 2010/11 technical note. The change was made to the second part of the indicator “the number of complaints per 10,000 incidents recorded”. Forces are now requested to report on “the number of complaints per 10,000 of the population” instead. Currently, there is no national standard in relation to incident recording and consequently there is no clear definition of what constitutes an incident and this is further compounded by different IT systems used by forces to record incidents.

As a result, there will be some variation between what forces record as incidents. Some forces record only those which involve interaction with members of the public e.g. complaints of antisocial behaviour or reporting a crime or road collision. Other forces, in addition to recording those incidents which involve interaction with members of public, also use their IT systems to record non-interaction incidents e.g. abnormal loads, warrants etc. This variance may result in a low number of complaints per 10,000 incidents due to a raised number of incidents.

Within a complaint there can be a number of allegations. As would be expected all complaints are investigated fully and can be extensive with a number of people being interviewed by the investigating officer. The time spent on investigating a complaint will differ depending on the complexity. In some instances investigations into complaints featured during this reporting period may still be ongoing.

Notwithstanding the above, there is a large increase in complaints recorded for Grampian and Northern and a large decrease for Fife from 2008/09 to 2009/10. In Grampian, this is due to the refinement and development of processes for the recording of complaints between 2007 and 2010. This resulted in improved alignment with national practices, along with an increased awareness internally of complaints and more robust recording practices. Consequently, Grampian, over the last three years, has experienced an increase in the number of recorded complaints.

In Northern the increase is due to a change in recording practices brought about following an audit by the PCCS last year on recording conventions for complaints. Initial analysis by the Professional Standards and Conduct Department has shown no underlying cause for this increase.

The decrease for Fife is in part due to work undertaken during the year to learn from the complaints received, implementing changes and influencing the service delivered subsequently. This work also included focusing on the attitudes and behaviour of staff and officers responsible for the service delivered to the communities in Fife on a daily basis.

Service complaints

A service complaint is about the standard of service delivery provided by the force rather than about the conduct of individual (or groups of) staff. Whilst some forces have recorded the "number of service complaints" for several years, the PCCS only formally requested that this be done routinely in 2007.

This indicator measures the:

1. number of service complaints received about the force; and
2. number of service complaints raised about the force per 10,000 population.

In April 2007, the PCCS formally introduced the reporting of service complaints. A new indicator was then introduced into the SPPF in 2008/09 to capture the data recorded as

service complaints. Where possible, forces have provided the data retrospectively but may not be in a position to supply the information because of IT and resource issues.

As with the complaints about police officers and police staff, this indicator has been reviewed to bring it into line with the data reported to the PCCS.

In Dumfries and Galloway approximately a fifth of all complaints were from members of the public who did not live in the region. The majority of complaints were in relation to road traffic users or from those travelling through the ferry ports Stranraer and Cairnryan.

User satisfaction with service provided

This indicator is intended to provide a general measure of the level of satisfaction that the public experience in relation to their contact with the police and the subsequent service provided by the force through a user satisfaction survey.

This indicator measures the:

1. level of satisfaction with the initial police contact;
2. level of satisfaction with the actions taken by the police to resolve the enquiry;
3. opinion of the person surveyed in relation to being kept adequately informed about the progress made;
4. level of satisfaction with the way the person was treated by the police at initial contact and on attendance; and
5. level of satisfaction with the overall way the police dealt with the matter.

There are agreed set questions, which form part of the user satisfaction survey. There is however no nationally agreed standard user satisfaction survey and forces have the autonomy to decide how often and when they survey. Some forces have a rolling programme whilst other forces only survey bi-annually. In addition, there is currently no standard agreement on how to carry out surveys and during this reporting period, some forces carried out telephone surveys whilst the remainder conducted postal surveys.

Percentages are based on the total valid responses i.e. excluding those who did not respond. In addition, the calculation used to obtain the percentage '*kept adequately informed*' excludes 'no response' and 'not applicable'. This is in line with the methodology used by HMICS in the publication of the 2008/09 SPPF report.

Whilst ACPOS is unable to comment on the Scottish picture, with a few exceptions, forces have made improvements in this area.

During the period 2009/10 Strathclyde moved to carrying out telephone surveys, which has significantly increased the satisfaction rates in this area.

Dumfries and Galloway introduced a set of standards for victims of crime ensuring that they are kept adequately up to date. The victim of the crime is provided with a leaflet providing details of the enquiry officer and other useful information, such as details of how often they

would be contacted. This involved significant work both in terms of training officers and implementing an IT process to assist the officers. This investment is now being reflected in the increased satisfaction response rate specifically in relation to question 3 “*were you kept adequately informed about the progress made with your incident?*”

The challenge of ensuring victims and service users are kept up to date is being tackled throughout all forces to ensure that the public receives the best service possible.

Fife carried out a best value review of their force contact centre during this period. This identified opportunities to deliver a service that better meets the needs of the public through more efficient use of resources and technology.

Following a recommendation made by HMICS, the ACPOS Consultation Working sub-group is currently looking at the possible introduction of a standard survey and survey methodology for all Scottish forces. This review will look at the benefits and disadvantages of postal versus telephone surveys and will make a recommendation based on their findings.

Public confidence in the police

This indicator measures the level of public confidence in a police force and is taken from the Scottish Government Scottish Crime and Justice Survey. The results of this survey were not available at the time of publication.

Proportion of 999 calls answered within 10 seconds

This indicator measures the quality of service in relation to the speed of which 999 calls are answered.

This indicator measures the:

- number of 999 calls in the sample; and
- proportion of 999 calls answered within 10 seconds.

It should be noted that this indicator is based on a sample size as it is recognised that there may be IT issues which affect capturing this data through forces’ call management systems. Any issues are restricted to data capture and do not reflect the ability to physically answer 999 calls.

The Scottish police service receives a significant number of 999 calls which are not always emergencies, such as people using their mobile phones when they have run out of credit or when they suffer a vehicle breakdown, which all add to the demand being placed on forces. In addition the demand on control room staff often increases following road traffic collisions or during bad weather when the force receives multiple inquiries about the same issues.

All forces are performing consistently well in this indicator. Northern are marginally below the 90% target of answering 999 calls with 10 seconds, but are still achieving a high standard with

the force answering 90% of its calls within 13 seconds. A recent audit by Northern in March 2010 showed that only 25% of the 999 calls received were genuine emergency calls.

Time taken to respond to emergency response calls

This indicator provides a measure of the quality of service in relation to the speed at which emergency calls are responded to. This indicator reflects the amount of time it takes from receiving an emergency call to the responding officer's arrival at the location of the incident.

This indicator measures the:

1. total number of emergency response calls and the number and percentage responded to within the overall force target response time; and
2. the overall average force response time for emergency response calls.

The locality of an incident can significantly affect this indicator with challenges of distance and remoteness for responding in large rural areas or of congestion in urban areas.

Due to variances in practices and procedures between forces, these figures are only valid for comparison on individual force performance over time and not comparison of performance between forces.

At present, Strathclyde only gather an overall average response time for emergency calls at force level and do not set a target response time in relation to this. They will therefore only report on the overall average force response time. Northern will be in a position to report on this indicator for the period 2010/11.

Handling of non-emergency calls

This indicator provides a measure of the quality of service in relation to the speed at which non-emergency telephone calls are answered. The data also shows the demand placed on the service in relation to call volume and the subsequent deployment of resources.

This indicator measures the:

1. number of non-emergency telephone calls;
2. number of non-emergency telephone calls answered;
3. proportion of non-emergency telephone calls abandoned/lost; and
4. proportion of non-emergency telephone calls answered within 40 seconds.

This indicator was introduced in 2009/10. Where possible, forces have provided the data retrospectively but may not be in a position to supply the information because of IT and resource issues.

All forces are in a position to report on the number of non-emergency calls received and it can be seen that there has been a noticeable fall in the volume received over the two-year period.

Not Protectively Marked

This is reflected in the decrease in other areas within the framework e.g. decrease in recorded crimes and offences.

PUBLIC REASSURANCE & COMMUNITY SAFETY

Number of recorded crimes and offences and detection rates

This indicator details the volume of crimes and offences recorded by the Scottish police service and the proportion that are detected.

This indicator measures the:

1. number of recorded crimes and offences;
2. number of recorded crimes and offences per 10,000 population; and
3. detection rate for recorded crimes and offences.

Crimes and offences are recorded in seven groups: -

- Group 1 - Crimes of violence
- Group 2 - Crimes of indecency
- Group 3 - Crimes of dishonesty
- Group 4 - Vandalism, fire-raising and malicious conduct etc
- Group 5 - Other crimes
- Group 6 - Offences (miscellaneous)
- Group 7 - Offences (road traffic)

The Scottish Crime Recording Standard (SCRS) was introduced throughout all forces across Scotland on 1 April 2004. The main aim was to provide an ethical, victim-orientated approach that serves the needs of communities and ensures uniformity in crime recording standards throughout Scotland.

It should be noted that the SCRS is subject to review and may, from time to time, be amended when changes are required to be made to recording practices.

Crimes of violence - violent crime occurs throughout society in both public and private locations. Research and experience show that alcohol and/or drugs are often contributory factors to violent behaviour.

In an attempt to combat violent crime, the police along with partner agencies, can influence behaviour to a limited extent by various means including:

- increased patrols at identified problem areas;
- ensuring compliance with licensing legislation;
- initiatives targeting specific individuals or groups; and
- initiatives targeting the carrying of knives and other offensive weapons.

The success of this is reflected in the year on year reduction of the number of violent crimes. In addition detailed analysis indicates that the proportional split for each force over the last three years has remained the same. The proportional split is the percentage held by each force of the overall Scotland figure.

With the exception of the two largest forces, the detection rate for this group is relatively high. Cities face greater challenges detecting crime due to their size and larger, more transitory populations. Rural areas tend to have smaller more stable communities who know each other and are more likely to be able to identify perpetrators and provide intelligence.

The transient nature of city life can make random acts of violence like serious assaults difficult to detect, and the lack of local community intelligence makes identifying those who commit robberies more difficult to detect.

Central's significant decrease is predominately due to a change in recording/reporting practices in respect of child neglect cases. This change was on the instruction of the local Procurator Fiscal.

A key aspect for Fife in reducing violent crimes has been their establishment of a single communities policing division, providing a greater co-ordination of resources in ensuring a more cohesive approach to violence prevention activities and violent crime investigation.

The introduction of polycarbonate glasses in pubs and clubs in Tayside contributed to the reduction in the number of serious assaults. Night-time economy initiatives such as '*Home-safe*' and '*Centre-safe*' also contributed to the reductions within this group of crimes. Home-safe focuses on reducing crime and the fear of crime for members of the public travelling to and from city centre venues at night and Centre-safe ensures order in the city centre.

The focus on robbery in Tayside resulted not only in a reduction in the number of crimes committed but also in an improvement on the percentage of crimes detected.

Crimes of indecency – some of the crimes contained within this group are rape, indecent assault and lewd and libidinous practices. Many crimes in this category tend to have been committed prior to the reporting period e.g. a person who was a victim of this type of crime as a child reporting the incident when they reach adulthood. There are often fluctuations in the figures as investigations uncover evidence to allow multiple crime reports to be submitted.

A percentage of sexual crimes, particularly rape, are for a variety of reasons, never reported to the police and this is referred to as under-reporting. There needs to be caution in interpreting the increased reporting of such crimes as an indication that sexual attacks are on the increase as police and multi-agency partners are striving to encourage victims to report crimes.

Whilst on appearance detection rates have dropped year on year, this is in part due to the introduction of the Lord Advocate's Guidelines to Chief Constables on the Investigation and Reporting of Sexual Offences³.

The guidelines were introduced following concerns about the high number of cases that were submitted by police to the Procurator Fiscal, which did not lead to further proceedings due to the level of available evidence. This guidance has provided clear unambiguous direction on

³ <http://www.copfs.gov.uk/Publications/2008/11/LAGuidelinesSexOffences>

when police should report to the Procurator Fiscal and if this is not met then a case cannot be classified as detected.

It should be noted that due to the extremely sensitive and often difficult nature of enquiries, no proceedings may be taken for a number of justifiable reasons. Forces can therefore mark a crime as “enquiries concluded” if it fits specific criteria e.g. there is an identified, definitive suspect. It should therefore be noted that whilst a crime may still be undetected, it may be that the investigation has concluded.

Crimes of dishonesty - detailed analysis indicates that the proportional split for each force over the last three years has remained the same for each force.

Crimes within this group have been reducing across all areas. Initiatives such as “Secured by Design” which involves new housing contractors working alongside police to make homes more secure; the low cost of electrical goods; and the manufacturing of more secure motor vehicles have all contributed to this decrease over the years.

Again, it is evident that the smaller communities and the community intelligence obtained have impacted on the detection rate, with the main Scottish cities having the lowest detection rates.

Vandalism, fire-raising and malicious conduct, etc - detailed analysis indicates that the proportional split for each force over the last three years has again remained consistent.

Crimes within this group have fallen significantly over the three-year period and key contributors to this are assessed to include; community policing development across Scotland and greater collaboration through community safety partnerships and single outcome agreements (SOAs)⁴.

The detection rate has increased slightly for this group with Dumfries and Galloway having a particularly high level. This was primarily due to the force carrying out an initiative to deploy officers to review crimes, which were undetected. Officers were specifically tasked with gathering intelligence, reviewing cases and re-interviewing witnesses with a view to apprehending the culprit and as a result, a number of detections were made.

Other crimes - these crimes are often regarded as a measure of the amount of ‘proactive’ work a police force undertakes. The crimes included within this group are often crimes against society rather than individuals. The nature of these crimes means that a very high detection rate is normal for this group.

The key and distinctive feature about this crime group is that an increase in numbers usually reflects the success of police activity, rather than an increase in victims. When the statistics in this group decrease, it is usually a sign of officers having been deployed to other policing priorities and having less time to detect offences during routine patrol.

One of the main crime types within this group is that of drugs. Whilst the figures for drugs may be low, this is not necessarily a sign of a lack of proactive work. Forces can spend a

⁴ <http://www.scotland.gov.uk/Topics/Government/local-government/SOA>

considerable amount of time gathering intelligence and evidence to dismantle organised crime groups dealing drugs. Apprehending a major drug dealer may have little impact on the crime statistics, with potentially only one or two offences recorded, but the apprehension of the person may have an impact on the community, and can result in significantly reducing the availability of drugs in the area.

In 2009/10 Central recorded a 101% detection rate and Grampian a 94% rate. Crimes recorded by a force as detected in one year may have been committed in a previous year and although most crimes within this group are detected at time of reporting this is not always the case hence the 101% detection rate recorded by Central. In Grampian, audits have been undertaken to ensure compliance with crime recording as guided by the SCRS. As a result of these audits, measures have been put in place that are expected to bring the detection rate for this group in line with the Scottish figure.

Miscellaneous offences – this group contains a mixture of proactive (e.g. consuming alcohol in public places) and reactive offences (e.g. minor assault). Strathclyde has been very proactive in this area, focusing on antisocial behaviour offences such as consumption of alcohol in public places. This has resulted in an increase of 12,502 (10%) offences on the previous year. Some of the rise can also be attributed to the inclusion in this category of new legislation regarding assaults on emergency workers.

Detection rates for this group vary between 80 – 90%. However, both Lothian and Borders and Grampian are below the Scottish figure of 84% at 78% and 75% respectively. For Lothian and Borders, the low detection rate is primarily due to minor assaults. In Grampian their low detection rate relates to a number of offences such as minor assaults, wildlife and animal offences. This may be reflective of the rural nature of the area.

In addition, a number of reviews into this group's detection rates have been conducted and Grampian are reassured that offences recorded in this group are accurate and in line with relevant guidance.

The decrease in Northern is due to a decrease in disorderly offences such as minor assault, breach of the peace and drunk and incapable. The force has been working closely with the licensing authorities in addition to proactive supervision of licensed premises across the force which has had an impact on certain disorder offences associated with public places and alcohol abuse.

Road traffic offences – enforcement is one of the main tactics deployed to reduce road collisions. Forces regularly participate in a number of national road safety operations such as the *ACPOS Forfeiture of Vehicles Drink Driver Initiative*⁵ and the *ACPOS Festive Road Safety campaign*⁶. The introduction of Safety Camera Partnerships⁷ also impacted significantly on this group. However, this is now being reduced as forces re-deploy cameras away from the motorway and class 'A' roads to the minor roads where local analysis has shown that a notable number of collisions and public safety concerns also occur.

⁵ http://www.acpos.police.uk/News%20items/News_0501_2010.html

⁶ <http://www.acpos.police.uk/BusAreas/RPFestive09.html>

⁷ www.safecam.org.uk

Dumfries and Galloway has a significantly high number of offences per 10,000 of population and this is primarily due to the number of road users in the area. The force has two arterial routes used by visiting traffic namely the A75 and the A74 (M).

In Grampian, their focus on road traffic offences has been realigned and the force now adopts a more intelligence led method of roads policing, along with a proactive focus on key roads where there is a history of injuries and fatalities in collisions.

While Central Scotland Safety Camera Partnership recorded fewer offences at their qualified sites, the reduction in speeding offences is also linked to operational hand held radar being focused on higher risk routes for high visibility enforcement rather than attending sites where there is less risk but offence volumes are potentially higher.

Number of racist incidents, racially motivated crimes and offences and detection rates

This indicator provides a measure of the level of racist incidents and racially motivated crimes reported within police force areas with a view to helping forces to understand how, where and when to deploy to tackle racist crime.

This indicator measures the:

1. number of recorded racist incidents;
2. number of racially motivated crimes and offences recorded; and
3. detection rate for recorded racially motivated crimes and offences.

The number of racist incidents has decreased across all forces from 2008/09 to 2009/10, but the number of racist crimes has increased in some forces. It should be noted that not all incidents will generate a crime record, however an incident can generate more than one crime record e.g. a person apprehended for shouting racist remarks at one person, who then goes on to be abusive in a racist manner to another person will count as two crimes.

It is not feasible to properly look at racist incidents per 10,000 population due to the fact that the resident population figure currently available is based on mid-year estimates calculated around those figures captured in the 2001 Census and does not take into account the influx of migrant workers who are often the targets of racist abuse.

This indicator was revised for 2009/10 and prior to this revision, racist crime statistics composed of only two offences - racially aggravated harassment and racially aggravated conduct. This indicator includes all other crimes and offences with a racial element. Due to IT issues, Grampian has been unable to re-run the figures for 2007/08 and therefore a comparison cannot be made against 2008/09.

Whilst the precise reason for the reduction for racist crime in Central is unclear, it may be related to increased community engagement and reassurance duties being carried out with partner agencies and the impact of a new lay advisors' group covering the force area.

With the implementation of the community engagement model, Fife has been proactively engaging with their communities and partners to build confidence in reporting mechanisms

especially hate crime. This heightened awareness among partners and staff is likely to have contributed to the increase in reported crimes with a racial element.

Number of recorded ASB community crimes and offences and detection rates

This indicator provides a measure of the number of crimes and offences which can be considered as antisocial behaviour and impact on local communities.

This indicator measures the:

1. number of antisocial behaviour community crimes and offences recorded; and
2. detection rate for antisocial behaviour community crimes and offences.

The crimes and offences which currently contribute to this indicator are compiled from the recorded crimes and offences indicator detailed earlier in the report. The commentary appended to the recorded crimes and offences is also applicable to this indicator.

This indicator is used in the *Substance and Antisocial Behaviour Strategy*⁸ and a working group is currently reviewing these crimes and offences to identify possible areas of improvement, as it currently contains offences such as drinking in public places which are only applicable if subject of a local bylaw and therefore are not in place across all forces.

Level of detected youth crime

This indicator is used to establish the volume of detected crimes and offences involving children and young people recorded by the police service in Scotland.

This indicator measures the:

1. number of detected crimes and offences (groups 1 to 6) committed by young people (aged 8 to 17 years inclusive) within the period; and
2. number of children and young people (aged 8 to 17 years inclusive).

ACPOS would highlight that a direct correlation cannot be made between the statistics recorded in this indicator and the statistics in the recorded crimes and offences indicator. The number of recorded crimes and offences are all crimes whether detected or undetected. The number committed by young people can only be based on those crimes and offences which have been detected.

A comparison between detected youth crime committed and those crimes detected would highlight that Central, Dumfries and Galloway and Northern have a high percentage of youths committing crimes. Care must be taken in making these comparisons because these three forces have the highest detection rates and performance may give a false impression of a

⁸ http://www.acpos.police.uk/Documents/Policies/Scottish_Strategic_Assessment_2010_11.pdf

higher number of youths offending, and it may be that the level of youth offending is similar across all Scotland.

It should also be noted that it might be, in many instances, the main protagonist may be over 17 and have coerced younger youths to assist in committing the crime.

In respect of part 2 of the indicator, again no comparison can be made across forces. This indicator is based on the number of accused persons and not the number of crimes they commit and so there can be a single accused young person who may have committed several crimes over the time period.

Number of persons killed or seriously injured in road accidents

This indicator establishes the number of persons killed, seriously injured and slightly injured in road collisions and reflects the result of partnership efforts in reducing road casualties.

This indicator measures the:

1. number of persons (including children) killed or seriously injured in road accidents per million vehicle kilometres;
2. number of children killed or seriously injured in road accidents per million vehicle kilometres; and
3. number of persons slightly injured in road accidents per million vehicle kilometres.

ACPOS⁹ approach to road policing is based upon the five pillars of Education, Enforcement, Engineering, Encouragement and Evaluation, but it also focuses on specific areas of national importance including children, young drivers, rural roads, drink/drug driving, seat belt compliance, the use of mobile telephones and the impact on our communities caused by speeding motorists.

Whilst the police have a clear responsibility in making Scotland a safer place for road users, a partnership approach is absolutely essential. Clearly, there is an opportunity for national organisations and local Community Planning Partnerships, through the Single Outcome Agreements to support collaborative approaches that deliver tangible outcomes in this area and help to reduce the number of road casualties each year.

It is encouraging to note that with the exception of adults slightly injured, the number of road casualties has reduced from 2008/09. Enforcement alone is insufficient to reduce road casualties as evidenced by the figures in relation to Dumfries and Galloway. For the period 2009/10, the force experienced an increase of 11% on those killed and seriously injured, although they had the highest number of road traffic offences per 10,000 population.

⁹ http://www.acpos.police.uk/Documents/Policies/RP_Framework_2009-2012.pdf

Offenders managed under MAPPA who are re-convicted or breach conditions

Data for this indicator is drawn from the MAPPA Annual Report 2009-10. The figures from this report were not available at the time of publication.

Survey based indicators

The following indicators are taken from the Scottish Government Scottish Crime and Justice Survey. The results of this survey were not available at the time of publication.

- Perception of general crime rate in local area;
- Victimization rates for personal and household crime; and
- Level of personal and household crime and proportion reported to the police.

The data for the “*Experience from antisocial behaviour*” indicator is taken from the Scottish Government’s Household Survey¹⁰

In 2003, the Scottish Government published a strategy for tackling antisocial behaviour “Putting our Communities First”.¹¹ The strategy outlines how a collaborative approach is required to address antisocial behaviour.

Whilst antisocial behaviour is a very high priority for the Scottish police service the report acknowledges that tackling antisocial behaviour cannot be the responsibility of one or even a few agencies. It requires collective effort by local authorities, social services, schools, the police, environmental health officers, businesses and, of course, residents themselves.

Volume of forensic services provided

The SPSA provides policing and support services to the eight police forces and wider criminal justice community. These services include criminal records, forensic services, specialist ICT, training, including the Scottish Police College, corporate services, and specialist officers and staff for the Scottish Crime and Drug Enforcement Agency (SCDEA)¹².

Overall SPSA forensic services has managed to achieve a significant reduction in the caseload carried over from 2008/09 and these improvements have permitted operational units to provide a faster and more focused response to the requirements of the criminal justice community.

Demand will have been affected by the overall reduction in crime trends, however SPSA Forensic Services have also undertaken a range of activities to improve the overall effectiveness of our service delivery.

¹⁰ <http://www.scotland.gov.uk/Topics/Statistics/16002>

¹¹ <http://www.scotland.gov.uk/consultations/social/pocf-00.asp>

¹² <http://www.spsa.police.uk>

This includes greater emphasis on performance management, more effective use of automation and best practice. In addition police forces have supported more rigorous demand management through better use of the forensic gateways, a function within the police organisations which prioritise casework.

Number of special constables and the hours they are on duty

This indicator details the use of the support service provided by special constables.

This indicator measures the:

- number of special constables within a force; and
- total number of hours special constables are used.

There are currently 1,646 special constables throughout Scotland. The special constabulary is a volunteer body that works alongside the regular force in the delivery of policing to the community. Special constables sign up to work a minimum of 60 hours a year for the force. They are an invaluable addition to the regular force and their dedication is exemplified in the level of commitment they give to the force. Many special constables go on to become regular police officers.

In 2009/10 special constables worked a total of 233,109 hours, averaging 142 hours each.

CRIMINAL JUSTICE & TACKLING CRIME

Percentage of criminal cases dealt with in 26 weeks

This indicator measures the speed of the criminal justice system from the first earliest caution and charge for any accused in the case.

The Scottish Police Service contributes to the efficiency and effectiveness of this process by ensuring that it meets its target of 80% of all reports being submitted to the Procurator Fiscal within 28 calendar days. In 2009/10, 89% of all reports submitted to the Procurator Fiscal were submitted within 28 days, an increase of 5% on 2008/09.

Overall re-conviction rate

The information on this data is for the period 2004/05 to 2006/07. The data in this indicator is affected by the need to monitor the rate of repeat offending over a two-year offending period.

Since 2006/07, the Scottish police service, along with partner agencies, have been improving and introducing new practices to address the issue of re-offending. Examples of which are:

- The Arrest Referral scheme aims at treating the point of arrest as a positive, early opportunity to involve the substance user (whether alcohol or drugs) in treatment. This has a two-fold effect in that should engagement and retention in treatment be achieved then figures prove there is a reduction in harm caused by the substance user to him/her and there is a reduction in the amount of crime they commit; and
- Getting it right for every child (GIRFEC)¹³ focuses on the holistic needs of the young person and is about achieving beneficial change in the lives of children in trouble, helping children to change their behaviour and diverting children and young people away from offending behaviour.

Value of criminal assets confiscated as a result of SCDEA activity

Since this indicator was first identified, it has emerged that the necessary data is not available at SCDEA level. A new alternative indicator which measures the value of net criminal assets identified for restraint through criminal proceedings by the SCDEA has been introduced to the SPPF and will be reported within the 2010/11 SPPF Annual Report.

The Proceeds of Crime Act, 2002, was introduced to underline the concept that crime doesn't pay. The Scottish police service has the power to restrain assets identified as being the result of criminal proceedings.

¹³ <http://www.scotland.gov.uk/Topics/People/Young-People/childrenservices/girfec>

As mentioned above this indicator is currently being reviewed. However the Scottish Courts Service has reported on the value of criminal assets confiscated and this shows a year on year increase.

Number and percentage of reports submitted to the Procurator Fiscal within 28 calendar days

This indicator highlights the contribution of police forces towards the efficiency and effectiveness of the criminal justice process.

This indicator measures the:

1. number of police reports submitted to the Procurator Fiscal; and
2. percentage of police reports submitted within 28 calendar days of caution and charge.

A police report can contain one or multiple accused and can contain one or multiple charges. There can therefore be a considerable difference between the number of reports each year depending on the circumstances of the detections.

However, it is interesting to note that Strathclyde has submitted 10,667 more reports to the Procurator Fiscal for 2009/10 than in 2008/09. This is due to a greater number of officers on the street reporting more cases and the general rise in miscellaneous offences which are not appropriate for disposal by means of antisocial behaviour fixed penalty notice (ASB FPN).

The target for submitting reports to the Procurator Fiscal is 80% within 28 calendar days.

Northern introduced a new electronic crime reporting system in January 2009 which impacted on submission times as staff became acquainted with the new system and its associated processes. The force proactively investigated this performance anomaly and identified certain business processes which required adjustment. The results of this adjustment will be evident in the 2010/11 report.

Number and percentage of reports submitted to the Children's Reporter within 14 calendar days

This indicator highlights the contribution of police forces towards the efficiency and effectiveness of the Scottish Children's Reporter Administration (SCRA) process.

This indicator measures the:

1. number of police reports submitted to SCRA; and
2. percentage of police reports submitted within 14 calendar days of caution and charge.

In recent years, in line with 'Restorative Justice in Scotland ~ Guidelines for Police', forces have adopted formal restorative warnings in order to:

- reduce the number of juveniles entering the system;
- reduce the number of referrals to SCRA;
- improve the quality of referrals to the SCRA; and
- reduce crime.

Additional assessments in the decision making process are now necessary for appropriate disposal, which can be a warning by a police officer, a referral to a partner agency or a referral to SCRA. A number of reports are considered by multi-agency panels which meet weekly to make referrals to SCRA.

These changes maximise available resources and ensure that juvenile offenders receive the most appropriate disposal. They have led to a reduction in referrals to SCRA but due to the length of time the remaining reports take to reach SCRA, have resulted in a reduction in the percentage of reports arriving within target time. This change has adversely affected the submission times for Tayside. As reported earlier, the introduction of a new electronic crime reporting system in Northern has impacted on their force submission times.

Number of individuals reported to the Procurator Fiscal where proceedings were not taken

The percentage of reports where proceedings were not taken for Scotland has remained consistent over the last two years.

There can be a number of reasons why a case is marked no proceedings e.g. public interest, insufficiency of evidence, etc. The agencies involved liaise to identify and apply lessons learned.

Weight of class A drug seizures and number of supply and possession with intent to supply offences recorded

This indicator establishes the total weight of class 'A' controlled drug seizures within police force areas, along with the number of offences recorded for supply and possession with intent to supply, with a view to reducing the harm caused by drugs.

This indicator measures the:

1. weight of class A drug seizures; and
2. number of recorded offences for supply and possession with intent to supply class A drugs.

As stated earlier in the report, forces can spend a considerable amount of time gathering intelligence to break a drugs ring and apprehend high-volume dealers. Breaking up a major drugs ring may have little impact on the amount of drugs seized but the impact on the

community can be considerable. Local patrol officers stopping vehicles on routine checks can often make sizeable seizures.

It is important that forces continue to tackle illegal use of controlled drugs, not only to reduce the harm it does to our communities and individuals but also to address a variety of other issues associated with the drugs trade, from funding counter terrorism and serious organised crime to general antisocial behaviour issues.

Serious organised crime groups (SOCGs) in communities of Scotland remain a very high priority for the Scottish police service. These groups perpetrate a number of criminal activities and offences such as fraud, violence, intimidation and exploitation, contributing to levels of drugs misuse, drugs deaths and fear of crime.

Use of police direct measures

This indicator provides a measure of the level of alternatives to prosecution available to forces that are utilised when dealing with the relevant offences.

This indicator measures the:

1. number of antisocial behaviour fixed penalty notices issued and the percentage complied with;
2. number of formal police warnings issued and the percentage accepted; and
3. number of restorative justice warnings issued and conferences held.

The Scottish Government introduced powers to issue fixed penalties for antisocial behaviour¹⁴ to help minimise police bureaucracy and allow quicker and more proportionate response to more minor offences.

Forces adopted the introduction of antisocial behaviour fixed penalty tickets (ASB FPNs) at different dates, e.g. Lothian and Borders introduced the use of ASB FPNs mid 2007/08.

Strathclyde has issued 45,420 tickets during 2009/10, an increase of 12,962 on the previous year. This has had a significant impact on the national figure and was attributed to their continuing focused enforcement in relation to street disorder.

Whilst the figures for 2009/10 show only 46% of tickets have been paid, the number complied with could in fact be higher. This is due to the fact that there is a 28-day time limit for people to comply with the ticket issued, hence forces may have produced statistics before all notices are processed and complied with. This is an area of focus by ACPOS and Criminal Justice partners to determine whether there is indeed a low compliance rate.

Formal warnings are issued to persons who are aged 16 years or over, have committed a minor crime, or are generally a first time offender. Very little can be ascertained from the

¹⁴ http://www.acpos.police.uk/Documents/Policies/Scottish_Strategic_Assessment_2010_11.pdf

number of formal police warnings issued and complied with. Whilst forces can monitor trends on the number of warnings, analysis will also concentrate on the effectiveness of these warnings in particular whether a person who receives a warning avoids re-offending or goes on to commit further crimes and / or offences.

Restorative justice conferences are not employed throughout all Scottish forces. Forces are adopting the Early and Effective Intervention (EEI) scheme aimed at "*getting it right for every child (GIRFEC)*".

SOUND GOVERNANCE AND EFFICIENCY

Value of efficiency savings generated by forces

All forces have exceeded their target in this area.

Value of efficiency savings generated by the SPSA

The SPSA budget for 2009/10 included a 3% inflationary increase with a 2% top sliced efficiency target giving a real term decrease of 2%. Against a backdrop of other financial pressures, including increased pension costs, costs relating to the new Dundee laboratory and investment in business infrastructure, there was a significant challenge for SPSA to maintain and enhance services.

For SPSA to operate within budget with enhancements to many services is an indicator that SPSA is starting to reap the benefits for which it was set up – to drive forward efficiency savings via centralisation of support services for Scottish policing.

The 2008/09 £1,555k cash releasing efficiencies have increased by £951k to a level of £2,506k in 2009/10. This £951k increase is primarily associated with staff related efficiencies through robust staff management and workload planning achieved while continuing to deliver the required service outputs.

Proportion of working time lost to sickness absence

This indicator reports on the amount of police time lost through sickness and injury absence for serving police officers and police staff.

Year on year, the percentage of working time lost to sickness absence has decreased for police officers. For police staff, there are three forces who are above the Scottish figure. This can be attributed to staff on long-term sickness absence. One or two persons who experience long-term sickness absence can significantly impact the percentage sickness rate.

Part of the absence management policies within forces identifies that Occupational Health and Welfare departments contribute to this decrease through constant monitoring, medical and welfare support as well as return to work plans for those on long-term sickness absence.

It would be useful to make comparisons across the public sector but unfortunately this cannot be done due to differing shift systems and counting conventions.

Turnover rates for police officers and police staff

This indicator measures the proportion of police officers and police staff leaving a force.

In August 1977 under the chairmanship of the Right Honorable Lord Edmund-Davies¹⁵, a review was initiated to look at the basic police pay in light of the particular stresses, dangers and responsibilities arising from the nature of police work. The success of this review and the increase in police pay resulted in a significant recruitment drive with a high intake of new police officers.

With most police officers retiring after 30 years of service, the following few years will see a considerable number of retirals due to the high intake following the 1977 review.

The high turnover rate for police staff in 2008/09 was primarily due to the transfer of staff from forces to SPSA.

Proportion of salary costs accounted for by overtime

This indicator looks at the cost of overtime for each force.

It is encouraging to note that in these times of budget constraint that the proportion of salary costs spent on overtime has generally decreased year on year for all Scottish forces, despite still managing to maintain a consistent level of performance. Whilst the overtime rates for Northern have decreased by 1 percentage point against the previous year, at 8% it is still considerably higher than the Scottish figure.

In addition to the expected increase due to annual pay rises and increments in Northern, there has been an increase in the number of police officers. The trend towards a decrease in overtime for both officers and staff is a result of efficiency savings introduced across the force.

It is particularly pleasing to see that Strathclyde has demonstrated continuous improvement by reducing the number of police staff as well as the proportion of salary costs spent on overtime whilst continuing to demonstrate strong performance in many areas.

Scottish Police College course utilisation rate

It is noted that there has been no considerable change in the data over the reporting period.

Number of police officers and police staff (FTE)

This indicator reports on the full-time equivalent police officers and police staff employed by the force whether on a permanent or temporary basis.

As can be seen from the comparison in 2009/10 to 2007/08, the number of police officers (FTE) rose by 1,669.

¹⁵ <http://www.nationalarchives.gov.uk/catalogue/displaycataloguedetails.asp?CATID=1461&CATLN=3&accessmethod=5&j=1>

In January 2008, the Scottish Government announced that an extra £40 million would be made available over the following three years for policing¹⁶ which would result in the recruitment of 1,000 additional officers by the end of March 2011.

It should be noted that not all officers are “in force” with approximately 800 officers seconded to central services such as the SCDEA and the Scottish Police College or on maternity/paternity/career breaks.

In addition to having a slight increase in overtime costs for police staff, Lothian and Borders also has an increase in the number of police staff (FTE) from 2008/09 to 2009/10. The increase in staff was due to a recruitment drive within the City of Edinburgh division for Station Assistants and also within their Operations division for the Force’s Communication Centre.

Staffing profile by declared disability, ethnicity and gender

It is noted that there is no considerable change in this indicator during the reporting period.

Expenditure on salaries, operating costs and capital

This indicator provides details of expenditure on salaries, operating costs (overheads), capital and pensions to demonstrate efficiency and effectiveness of the police service.

This indicator measures the:

- expenditure on salaries;
- expenditure on operating overheads;
- expenditure on capital; and
- expenditure on pensions.

It should be noted finance figures are extracted at a point in time, before 'close of books' therefore the figures published in each force’s respective Annual Financial Accounts and the SPPF may differ. Accounts generally close at the end of September and final accounts will not be published until mid November.

Expenditure on salaries - there is still some slight discrepancy with the finance indicators due to insufficient detail contained within the technical note. The expenditure on the salaries indicator is currently insufficiently detailed for forces around what costs to include in salaries. Different understandings relate to the budget positioning of police pensions and police officer and staff expenses, which may be included in operating overheads by one force but in salary costs in another.

The increase in expenditure on salaries must be considered in line with the increase in the number of police officers and police staff employed by forces.

¹⁶<http://www.scotland.gov.uk/News/Releases/2009/03/18100756>

Expenditure on operating overheads – the technical note for this indicator was previously operating costs based on the Grant Aided Expenditure (GAE) calculation. The percentage calculation for the GAE was based on time officers were employed on specific policing areas e.g. crime, road traffic, support activities etc. Forces understood this indicator to include all costs (including police and police staff). The indicator was changed to operating overheads and should focus on the costs spent on supplies, services, transport etc.

Expenditure on pensions – Expenditure on pensions fluctuates each year according to the number of eligible retirees. The increasing costs from 2007/08 through to 2008/09 to 2009/10 demonstrate the ‘Edmund Davies effect’ following heightened recruiting around 30 years ago.

Expenditure on capital – capital costs can increase or decrease depending on a force’s spending programme, particularly in respect of motor vehicles, uniform and building projects.

Capital expenditure fluctuates each year depending on slippage and also relies heavily on major suppliers meeting planned lead times.

In Fife, the lower capital expenditure amount in 2008/09 occurred as a deliberate consequence of a one off capital transfer to revenue funding with the agreement of the Police Authority for that one year.

Central, Lothian and Borders and Strathclyde have all had noticeable increases or decreases in their capital expenditure.

A new station was built in Larbert in Central at a cost of £1.8 million. This building replaced two police offices in Denny and Stenhousemuir which were no longer fit for their purpose of supporting policing in the modern era.

The increase in expenditure in Lothian and Borders from 2008/09 is primarily due to the national command and control project. The capital expenditure of £2.4m went through the force’s accounts in 2009/10, which is funded from the National £5m top slice funding. The force also spent £1.7m on a new data network upgrade. These increases from 2008/09 were offset by reduced capital expenditure on the West Lothian Civic Centre in 2009/10 compared to 2008/09.

In Strathclyde, the difference between the 2008/09 figure and 2009/10 figure may, in part, be attributed to the review of the force property strategy.

Expenditure per resident /capita

Based on the resident population of a force area, this indicator provides details of the expenditure on police activity per citizen within that force area.

Policing priorities span all types of crime and disorder, focusing on areas of antisocial behaviour, violence, public protection, serious organised crime groups and terrorism, all of

which can cut across local, national and international boundaries. The direct impact is often not always recognised by the local community.

The slight increase in expenditure per resident for Fife was primarily due to increased salary costs and nationally negotiated pay awards.

Northern have experienced change year on year in their expenditure per resident due to an increase in police officer numbers.

SPSA expenditure

From 1 April 2009, all government entities are required to prepare accounts in accordance with accounting principals and disclosure requirements of the Government Financial Reporting Manual (FreM) have to adopt International Financial Reporting Standards (IFRS). First time implementation applies to the accounts prepared for the 2009/10 financial year, and therefore, the IFRS adoption date is 1 April 2009. The figures are therefore presented on an IFRS basis.

SPSA is mainly funded by Ministers through the Justice Department. The cash Grant in Aid budget allocated for the year was £95,113k (£91,877k 2008/09). This £3,236k increase is primarily attributable to:

- Base Funding Increase (2% top sliced efficiencies offset by 2.7% inflation) - £581k
- Additional Capacity training at SPC - £1,500k
- Expansion Funding at SCDEA - £1,000k
- ICT Travel and Transport Funding transferred from police forces - £479k
- Other Scottish Government Funded Initiatives - £426k
- Scottish Government retention of Grant in Aid (£1,159k SCDEA under-spend offset by a £400k SPSA funding increases) - (£750k)

An additional amount of £6,023k (£6,023k – 2008/09) was allocated to cover the non-cash expenditure of depreciation and cost of capital and a notional rent for the Scottish Police College. This gives a final Resource Budget of £101,136k (£97,900k – 2008/09).

The main financial objective of the SPSA is to ensure that the financial outturn for the year is within the resource budget allocated by Scottish ministers, and for 2009/10 the resource expenditure of £100,888k was £248k under-spent against the resource budget of £101,136k.

CONTEXT

Context measures are not measures of performance but are designed to provide contextual information on the demands on a police force and the environment they operate within (examples of which are time, resources and finance).

The raw numbers provide little by way of explanation around the level of demand placed on police forces. For example, one force could deal with 10 **missing person incidents** in the same time that it could take another force to deal with one missing person incident, simply due to the complex nature of that specific enquiry.

Domestic abuse is widely believed to be considerably under-reported to the police and when it is reported investigating the circumstances of a domestic abuse incident can be a complex task. The HMICS Crime Audit published in August 2010¹⁷ carried out an audit on domestic violence incidents recorded by the Scottish police service. The agreed compliance rate is 95% and HMICS highlighted that some forces had not met this compliance rate in respect of recording the incident as a crime. This however did not detract from the initial recording of the incident and the robust investigation of the incident by forces.

Domestic abuse offences are reported in greater detail by forces to the Scottish Government and this information provides a far more informed picture on the extent of domestic abuse in Scotland. The publication of the annual bulletin can provide a more comprehensive picture around domestic abuse¹⁸.

The number of **freedom of information** requests and the questions contained within the requests can often be determined by what may be topical within the media. Forces monitor repeat requests and where possible will then publish the response on their force internet site as standard business practice to redirect additional requests for the same information. However as can be seen from the published statistics the number of requests and questions continues to increase year on year.

The police cannot influence many of the context indicators, and with few exceptions, have little impact on whether they decrease or increase over a period of time.

¹⁷ <http://www.scotland.gov.uk/Topics/Justice/public-safety/Police/local/15403>

¹⁸ <http://www.scotland.gov.uk/Publications/2009/11/23112407/0>

QUALITY ASSURANCE

An area highlighted by HMICS following the publication of the SPPF 2008/09 report, was the need for effective quality assurance processes to be put in place at national and force level in order to validate police data published in the SPPF report. The following has been introduced to improve the quality of the data supplied by forces.

- The ACPOS Quarterly Performance Report on the SPPF (which is currently prepared for internal use only) and is now the main item on the agenda of the ACPOS PMBA Performance Reporting Group (PRG). This group closely monitors the data in the report and holds forces accountable for the quality of their submissions and examines differences in performance standards to allow the identification of good practice.
- Areas of concern that a force may have around the understanding and compliance of any indicator is discussed at PIPG. This group will then review the technical note, if required, with a view to amending to ensure consistency and understanding.
- Working with the Scottish Government's Justice Analytical Department, the template, which is used by forces to submit their data, has been updated and validations added to assist forces where required.

ACCOUNTABILITY

All forces provide updates on the indicators contained within the SPPF on a quarterly basis to the Scottish Government. This is also received by the ACPOS Performance Report editorial team who compile a quarterly report which is circulated within forces.

It is important to highlight that although ACPOS has not previously made this data available to the public, the indicators in the SPPF are scrutinised by representatives of each force through the ACPOS PMBA.

ACPOS will develop its commitment to performance reporting making future ACPOS Quarterly Performance Reports on SPPF available to the public and other interested parties via ACPOS and respective force internet sites. Forces have amalgamated SPPF indicators into performance reports to their Police Authorities/Boards to enhance local as well as national accountability.

MANAGING PERFORMANCE

The monitoring of national policing performance has evolved and developed over the last three years, following the introduction of the SPPF.

In December 2009, the SPPDG was formed to oversee emerging and developing performance measurement frameworks, such as SOAs that impact on policing.

Performance reporting allows the service to identify trends and variances, and provides opportunities to establish commonality of reporting to then go forwards and learn from those forces who are performing more efficiently and effectively in any particular aspect.

To ensure the framework fulfils its ultimate purpose of identifying areas for improvement and driving improvement activity, the ACPOS PRSG reviews forces' performance on a regular basis. If a force is performing particularly well in a particular indicator, the group will then ensure this is not a result of different counting regimes or particular effort and resource investment by the force. Thereafter, having excluded these possibilities, the issue will formally be passed to the ACPOS Continuous Improvement sub group. This group will then ascertain what the force is doing to achieve good performance and will consider how the best practice could be shared across all forces.

The SPPDG and ACPOS PMBA are working to ensure that the indicators that measure performance in the Very High Priority areas of the Scottish Strategic Assessment and Scottish Control Strategy will be included in future iterations of the framework.

THE YEAR AHEAD

Forces face a challenging and testing time in the year ahead, not only in terms of finance but also with a number of legislative and IT changes.

The financial situation

The Scottish police service in Scotland has been given a prediction on budget cuts of up to 25% over the three-year period 2011/14.

Currently forces are working with indicative figures until the true extent of the reduction is made known in November 2010 when the Cabinet Secretary for Finance and Sustainable Growth, John Swinney, makes his financial statement to the Scottish Parliament.

It will be more important than ever to ensure forces can continue to deliver on priorities agreed with SOA partners for local implementation. Whilst a number of priorities need to be pursued by forces, one will be to continue to closely monitor and manage performance and continue to deliver the best service possible.

Police personnel

As mentioned earlier in the report, the forces will see a significant number of officers retiring. It is unlikely that these officers will be able to be replaced in the foreseeable future given the budget projections. In addition the forces may have to reduce the number of police staff employed.

Legislative changes

In December 2010, the new Sexual Offences (Scotland) Act 2009 will be introduced. This legislation will introduce a number of changes to the recording of crimes of indecency and may potentially impact on group 2 crimes of indecency.

IT changes

ACPOS is committed to developing IT to support better performance management. Our current performance report is compiled by manually extracting data from force systems. This takes considerable time and effort. ACPOS will continue to develop IT solutions such as 'the Performance Platform project', which will enhance the service's ability to monitor and manage its performance.

The Performance Platform, an IT system, is currently being developed to allow performance data from all forces to be accessible for interrogation and comparison across Scotland. The data standards and recording discipline linked to the implementation of this system offer significant benefits, as will the greatly reduced time frames for report generation. Currently a delay of around seven months between the end of the data collection period and report publication occurs due to the requirements of; data audit, independent scrutiny and validation by the Scottish Government and protocol regarding Police Authorities' primacy over forces' performance results. Whilst un-audited statistics can be compiled under current arrangements within approximately three months, the planned Performance Platform will further reduce that period to a matter of days, a time frame that will enhance the currency and relevance of performance information.

GLOSSARY

ACPOS	Association of Chief Police Officers for Scotland
EEI	Early and Effective Intervention
FreM	Government Financial Reporting Manual
FTE	Full-Time Equivalent
GAE	Grant Aided Expenditure
GIRFEC	Getting It Right For Every Child
HLOs	High level objectives
HMICS	Her Majesty's Chief Inspector of Constabulary Scotland
ICT	Information and Computer Technology
IFRS	International Financial Reporting Standards
PCCS	Police Complaints Commissioner for Scotland
PIPG	Performance Indicator Practitioners Group
PMBA	Performance Management Business Area
PRSG	Performance Reporting Sub Group
SCDEA	Scottish Crime and Drug Enforcement Agency
SCRA	Scottish Children's Reporters Administration
SCRS	Scottish Crime Recording Standard
SOA	Single Outcome Agreements
SOCG	Serious Organised Crime Groups
SPC	Scottish Police College
SPPDG	Scottish Policing Performance Development Group
SPPF	Scottish Policing Performance Framework
SPSA	Scottish Police Services Authority
SSA	Scottish Strategic Assessment

APPENDIX A – HMICS RECOMMENDATIONS

In 2008/09, the HMICS produced and published the report on the SPPF. Following the publication HMICS made the following recommendations for areas of improvement.

1. Consideration should be given to reviewing the purpose, aims and use of the ACPOS quarterly performance and SPPF annual reports in consultation with key holders.

A review on the use of the ACPOS quarterly performance and SPPF annual reports was carried out following the recommendation by HMICS, and the ACPOS quarterly report is now the main agenda item for ACPOS Performance Reporting Sub Group (PRSG). The report now referred to as the ACPOS Quarterly Performance Report.

Currently the focus of PRSG is scrutinising the report to ensure that the data is being compiled consistently. The group also considers whether differing results might be attributed to variations in operational focus and resourcing.

With forces achieving a greater level of consistency and understanding of the data behind the report, this group alongside the ACPOS Continuous Improvement Sub Group is now beginning to address how the data can be used to direct future policing priorities.

There is also a need for accountability and the ACPOS Quarterly Performance Report alongside the SPPF annual reports will ensure that the Scottish Police Service is open and accountable.

2. Once the technical notes have been updated in light of our observations, consideration should be given to making them publicly available. This will help to make the collation process more open and transparent and reduce the descriptive content in future SPPF annual reporting.

The technical notes are now published and available on the ACPOS internet site.

3. A process for verifying the consistency of data being supplied by forces should be put in place. Where alternative interpretations of the counting conventions are identified, these should be reconciled and associated technical notes updated accordingly.

The indicators in the SPPF are scrutinised by representatives of each force through the ACPOS PMBA. Where it is identified that forces are interpreting the counting conventions differently, the ACPOS Performance Indicator Practitioner Group are tasked with reviewing the indicator and updating the technical note accordingly. ACPOS Continuous Improvement Sub Group will in the course of their remit address areas of potential best practice carrying out reviews of forces to best recommend adopting similar processes.

4. The data flow process for partners' data should be reviewed and revised. This review should determine roles and responsibilities for collating and presenting survey and partners' data, and examine the feasibility of collecting more of partners' data on a quarterly basis.

The ACPOS SPPF Development Manager has undertaken a considerable amount of work throughout the year to address this area of concern.

5. Effective quality assurance processes are needed at national and force level in order to validate police data in the quarterly reports and reconcile anomalies and gaps prior to the publication of the annual report. Similar regimes should be put in place for partners' data.

Police forces provide the indicator data each quarter on a template, owned by the Scottish Government. This template has been amended to include quality checks and more detail around some indicators. In addition as stated above, the ACPOS PMBA scrutinises the data.

When a new indicator is introduced it may be impossible for forces to produce the information retrospectively due to resource issues and therefore there may always be gaps in the annual report.

6. Additional indicators that measure performance in the Very High Priority areas of the Scottish Strategic Assessment (SSA) and Scottish Control Strategy (SCS) should be included in future iterations of the Framework.

Work is currently ongoing by SPPDG and the Scottish Control Strategy Delivery Group to establish meaningful indicators to measure performance in the Very High Priority areas of the SSA and SCS.

7. Consideration should be given to piloting new indicators for at least one year where there is a strong probability that the data will be incomplete and widely disparate.

Whilst new indicators are still introduced to the framework without being piloted, the PIPG carry out peer reviews to determine that there is a corporate understanding of what is required. The review is carried out in the year that the indicator is introduced. The group can ensure that everyone interprets the technical notes for the indicator in the same manner, but unfortunately they cannot address areas where the data will be incomplete.

Incomplete data is often due to difficulties with retrieval of the information from IT systems.

8. There is scope to rationalise current practice whereby forces are supplying multiple sets of data, using different criteria/counting measures, to various public sector organizations including Scottish Government and HMICS.

A "gatekeeper" has been appointed by ACPOS to review all requests for additional adhoc data from our partner agencies. ACPOS PRSG review publications from Scottish Government

and HMICS to ensure that anything published from data which forms the SPPF is consistent. An example of this is the ACPOS Quarterly report will be amended to ensure it presents the force personnel in the same manner as the Scottish Government's Quarterly Strength bulletin.

There will always be a need for data which provides greater detail than that contained within the SPPF e.g. the Domestic Abuse bulletin. However this is monitored and reviewed to ensure that the data collated is of benefit to both the data provider and the data user.

http://www.acpos.police.uk/BusAreas/PTFeb09_SPPF.html

<http://www.copfs.gov.uk/Publications/2008/11/LAGuidelinesSe>

<http://www.scotland.gov.uk/Topics/Government/local-government/SOA>

http://www.acpos.police.uk/News%20items/News_0501_2010.html

<http://www.acpos.police.uk/BusAreas/RPFestive09.html>

www.safecam.org.uk

<http://www.gro-scotland.gov.uk/census/censushm/index.html>

http://www.acpos.police.uk/Documents/Policies/Scottish_Strategic_Assessment_2010_11.pdf

http://www.acpos.police.uk/Documents/Policies/RP_Framework_2009-2012.pdf

http://www.acpos.police.uk/Documents/Policies/Scottish_Strategic_Assessment_2010_11.pdf

<http://www.nationalarchives.gov.uk/catalogue/displaycataloguedetails.asp?CATID=1461&CATLN=3&accessmethod=5&j=1>

<http://www.scotland.gov.uk/News/Releases/2009/03/18100756>

<http://www.scotland.gov.uk/Topics/Justice/public-safety/Police/local/15403>

<http://www.scotland.gov.uk/Publications/2009/11/23112407/0>