

ICPRA COUNCIL 2014

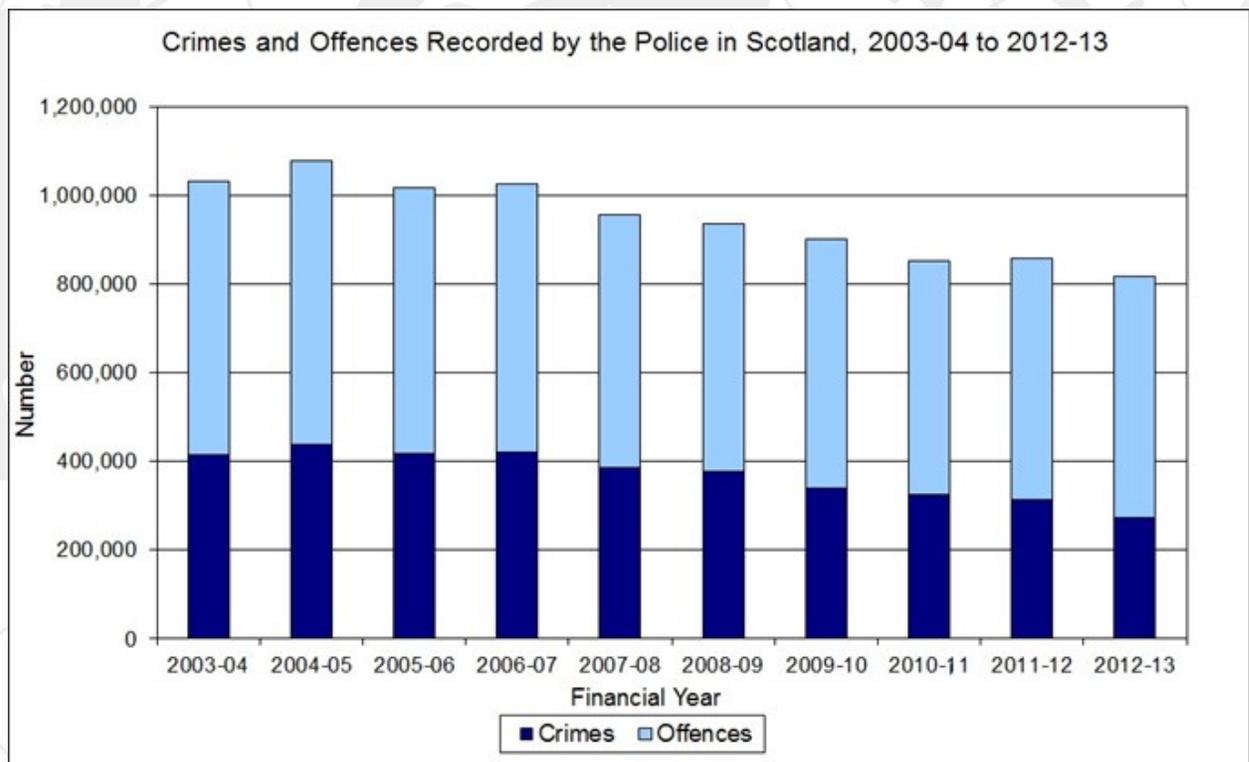
Pre Meeting Questionnaire

**SCOTTISH POLICE FEDERATION**

Fear of Crime - Crime Trends

Please describe the general crime trend in your jurisdiction in recent years? If available please provide details before and after the Global Financial Crisis [2008].

Official statistics show recorded crime in Scotland has decreased by approximately a quarter since 2008. Prior to 2008 recorded crimes in Scotland was consistently static at just over 400,000 recorded crimes per annum. This has fallen year in year since to just over 300,000 at the last statistical publication.



<http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice/TrendVol>

Whilst it would be overly simplistic to ally this dramatic reduction to police numbers alone it is worthy of note that the Scottish Government was elected in 2007 on a pledge of providing 1000 additional police officers in Scotland. These extra officers materialised over the years since 2007 and the dramatic fall in recorded crime coincided with this massive recruitment drive.

The Scottish Government regularly heralds that Scotland has the lowest recorded crime in nearly 40 years, whilst at the same time having the highest ever number of police officers.

The official statistics are however contradicted to some extent by the Scottish Crime & Justice Survey (SCJS) whose 2014 report <http://www.scotland.gov.uk/Resource/0044/00447271.pdf> found a much higher occurrence of crime than official statistics suggest.

*Table A 1.2: Estimates of the extent of crime in Scotland by year*

*Scottish crime surveys*

Estimated numbers of crimes	2005/06	2008/09	2009/10	2010/11	2012/13
ALL SCJS CRIME	1,004,327	1,044,809	945,419	874,142	814,636
Property crime	n/a	728,219	679,301	654,007	578,698
Vandalism	268,662	350,376	303,010	275,387	219,009
Motor vehicle vandalism	167,246	182,860	160,615	145,873	128,639
Property vandalism	101,417	167,516	142,394	129,514	90,370
All motor vehicle theft related incidents n/a		69,709	64,231	57,814	49,669
Theft of a motor vehicle	10,382	7,424	5,967	4,017	3,986
Theft from a motor vehicle	69,541	53,645	48,622	47,278	39,972
Attempted theft of/from motor vehicle	13,452	8,641	9,642	6,520	5,711
Housebreaking	45,086	25,485	28,853	28,144	34,745
Other household thefts inc. bicycle theft n/a		172,856	153,094	169,110	168,887
Other household theft	151,331	142,108	126,592	140,521	135,103
Bicycle theft	21,590	30,749	26,502	28,590	33,784
Personal theft excluding robbery	n/a	109,793	130,113	123,551	106,388
Theft from the person	26,108	19,895	29,007	31,236	26,331
Other personal theft	125,328	89,898	101,105	92,315	80,057
<b>VIOLENT CRIME</b>	<b>272,847</b>	<b>316,590</b>	<b>266,119</b>	<b>220,136</b>	<b>235,937</b>
Assault	253,287	296,893	247,244	208,109	224,587
Serious assault	14,889	25,709	19,809	16,240	18,070
Robbery	19,560	19,697	18,875	12,027	11,350

At the same time the report did find the same trend with a sharp decrease in crime showing the number of crimes has fallen by 22% since 2008-09, from 1,045,000 crimes in 2008-09 to 815,000 crimes in 2012-13.

The SCJS estimates crime figures from its survey results whereas the official statistics show actual reported or recorded crime.

Whilst there is clearly a disparity between the official and SCJS figures the overall trend cannot be disputed. Crime in Scotland has reduced by approximately 25% since 2008.

The risk of being a victim of a crime has also fallen from 20.4% in 2008/09 to 16.9% in 2012/13. The SCJS report suggests that despite this welcome trend one in six adults was the victim of at least one crime and that the risk of crime is lower in Scotland (16.9%) than in England and Wales where the victimisation rate was 18.7% in 2012/13.

It is interesting to observe that over the period where police numbers in Scotland had risen to and were maintained at record levels, police numbers in England & Wales have declined steadily over the same period.

**Are there any exceptions to this trend?**

Violent Crime and Hate Crime

Crimes against victims based partly on their sexuality, race, religion, nationality etc followed the general trend of reduction towards 2010 but have shown consistent increases over the past few years.



The latest report on Hate Crime in Scotland [http://www.copfs.gov.uk/images/Documents/Equality\\_Diversity/Hate%20Crime%20in%20Scotland%202013-14.pdf](http://www.copfs.gov.uk/images/Documents/Equality_Diversity/Hate%20Crime%20in%20Scotland%202013-14.pdf) found;

Racial hate crime is up slightly, by three per cent since 2012-13 but is still the second lowest annual figure since reports began

Sexual orientation aggravated crime has risen by 22 per cent

Religiously aggravated offending is down by 17 per cent including charges under the Offensive Behaviour at Football and Threatening Communications (Scotland) Act

Disability aggravated offences are up by 12 per cent

The number of charges with an aggravation of transgender identity remains low at 25, although this is higher than 14 the previous year.

Reasons for these increases are difficult to identify. There has been little research into the figures but the following are suspected of playing a part.

The Scottish Government has consistently made a big play on stamping out hate crime. This is matched with a prosecutorial approach which sees a presumption in favour of prosecution in such cases. This deliberate policy direction has also seen the creation of many new offences and any crime which was traditionally recorded against other generic categories is now recorded against a very specific crime type.

It is difficult to extrapolate like for like data across a number of different statistics. As such it is nigh on impossible to state whether crimes (if recorded against new criteria) would (if left in their original classifications) continue to support such dramatic headlines on reduction in overall crime.

### Sexual and Sexually aggravated crime

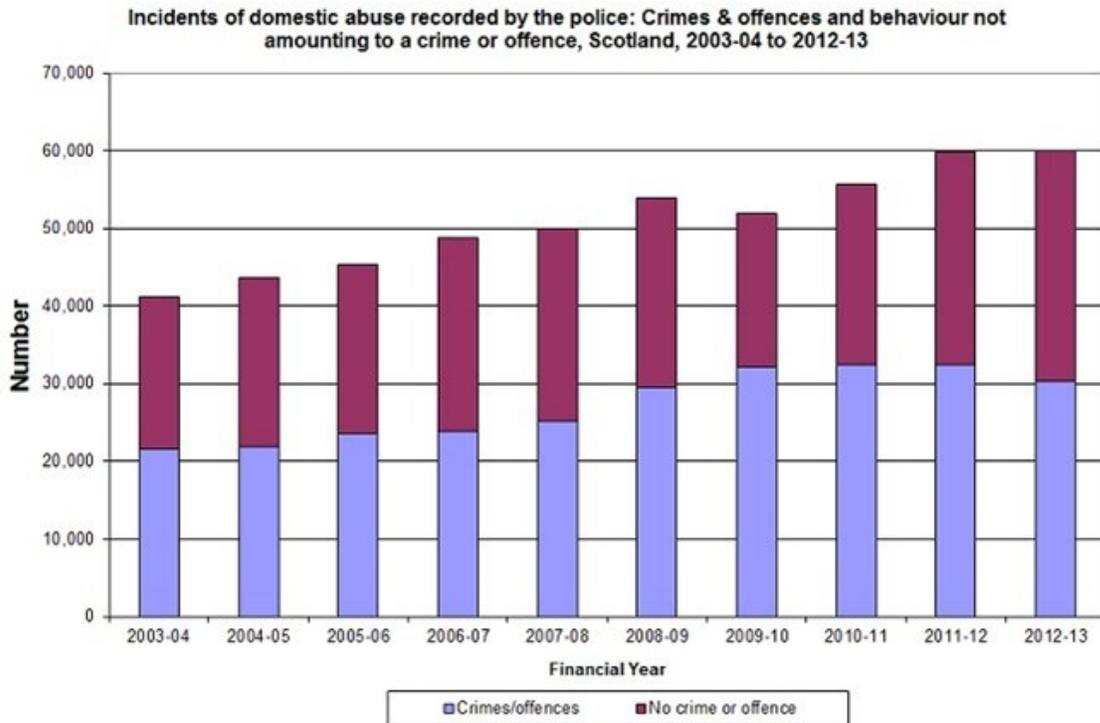
Sexual and sexually aggravated crimes have also generally increased year on year since 2010.

	2008-09	2009-10	2010-11	2011-12	2012-13
Sexual offences	6,331	6,527	6,696	7,361	7,693
Rape & attempted rape	963	996	1,131	1,274	1,462
Sexual assault	3,297	3,412	3,220	2,908	3,008

Again a lack of research into the cause of these increases makes providing definitive reason impossible but almost every comment on the subject attributes a large proportion of the rises to the high profile prosecutions of historic allegation involving celebrity offenders (the Jimmy Saville effect). Many of the crimes are historic in nature and difficult to investigate but their being reported in itself demonstrates a confidence in policing to deal with these types of crime.

### Domestic Abuse

The biggest headline for increases in crime is however reserved for domestic abuse cases. This is almost solely attributable to two things; first is a deliberate policy decision by the Police Service of Scotland (and its original forces) and; second, an increased confidence amongst victims of domestic abuse that the police will take their complaints seriously.



**What is the public reaction to the crime trend? Is fear of crime falling / rising in line with crime trends?**

From the SCJS report <http://www.scotland.gov.uk/Resource/0044/00447271.pdf>

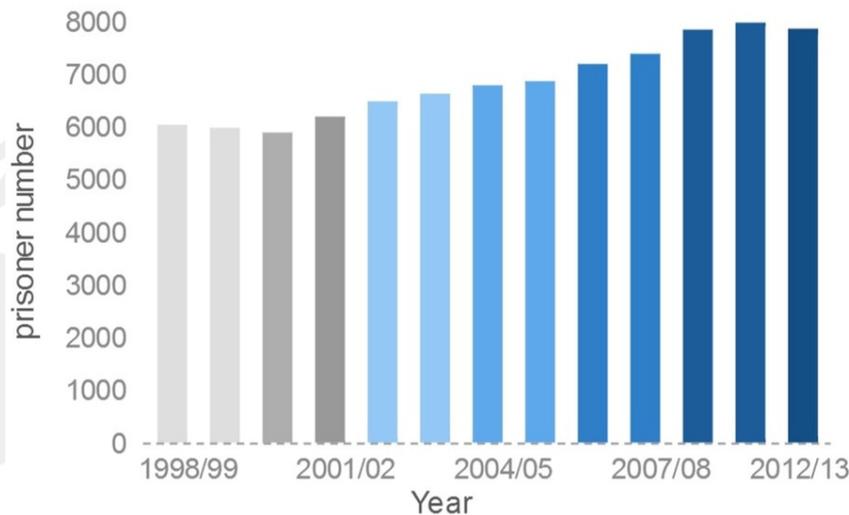
Just over three-quarters (76%) of adults perceived the crime rate in their local area to have stayed the same or reduced in the past two years, whilst one-fifth (20%) thought it had increased.

Almost three-quarters (72%) of adults said they felt very or fairly safe walking alone in their neighbourhood after dark, an increase of six percentage points from 66% in 2008/09 (a real statistically significant change).

Adults were more likely to think that they were likely to experience crime than they actually were; for example, 6 times as many adults thought that they were likely to have their home broken into than actually did have their home broken into (7% compared with the actual risk of housebreaking of 1.2%).

The overwhelmingly positive news and presentation on the stark reduction in crime is however enormously at variance with another set of statistics; that for the prison population. Despite recorded crime being at a near 40 year low and showing a general trend of significant reduction, this is not matched by a corresponding reduction in the prison population and according to Howard League Scotland <http://www.howardleaguescotland.org.uk> Scotland continues have one of the highest prison populations in Europe.

## Increase in Scottish prison population 1998-2013



All in all the many different ways of recording or estimating crime, the creation of new categories of offences and the absolute disparity between them and prison numbers highlight that determining policing capability and resilience based on statistics alone is an inherently unreliable approach.

### Is there any evidence of public calls for more police / law enforcement officers?

Overall confidence in the police remains exceptionally high with the SCJS survey finding;

73% said they were very or fairly confident in their local police force's ability to investigate incidents after they occur;

Fewer adults, though still a majority, said they were confident about their local police force's ability to, Deal with incidents as they occur (68%); Solve crimes (64%); Respond quickly to appropriate calls and information (66%); Catch criminals (61%); and, Prevent crime (56%).

The changes in respondents' confidence levels between the 2008-09 and 2012-13 surveys are positive and statistically significant across all six of these statements on aspects of confidence in the police.

Most adults (86%) agreed that local police would treat them with respect if they had a reason to contact them, whilst two-thirds (66%) agreed that the local police can be relied upon to be there when needed.

Over half (56%) of respondents reported that the police patrolled their area regularly, with just over one-fifth (21%) being aware of the police patrolling on foot.

The SCJS report also highlighted;

Respondents were asked whether overall they thought that the police presence in their local area was not enough, about right or too much. There was a roughly equal split between those that thought it was about right (49%) and those that thought it was not enough (46%), with around 1% saying the police presence was too much.

There were differences in opinions about the level of police presence between those living in the 15% most deprived areas of Scotland and those living in the rest of Scotland. Over half (55%) of adults living in the 15% most deprived areas said they thought the police presence was not enough in their local area, compared with 45% of those living in the rest of Scotland, while 49% of those living in urban areas thought there was not enough police presence in their local area, compared to 37% of those living in rural areas.

### **Role of the Private Sector**

**Please describe the influence (if any) the private sector is having on the delivery of police / law enforcement services in your jurisdiction?**

Excluding contracts and the supply of police equipment, the private sector has a minimal involvement in the delivery of actual police services in Scotland. One area where the private sector has a significant role is in the transportation of prisoners to and from court and prisons. This contract started life as a pseudo private sector contribution but was in reality a private contract managed and run by the Scottish Prison Service. The function is now fully in the hands of the private contractor (G4S).

This contract did not take any money out of the police budget and has been reasonably successful. Most police officers found prisoner transportation a grind and a wholly unproductive use of their time. It would however be fair to say there is a developing sense of a split in the quality of service between the rural and the urban. Rural police stations are more difficult to service and anecdotal evidence suggests the private contractor is often happier to meet the penalty of failing to provide a service as this is still cheaper than doing so.

**How is the private sector viewed (for the delivery of police / law enforcement services) by;**

#### **a) Politicians**

The approach to the use of the private sector is pretty much split along party lines. Centre right parties are generally enormously enthusiastic (often presenting private sector efficiency and competition as a panacea) whilst the more socialist centre left parties having a range of views from luke warm to downright hostility.

In England & Wales for example (where a centre right Conservative led coalition government is in power) large chunks of policing responsibly have been hived off to the private Sector. Lincolnshire Constabulary for example effectively leases large portions of its estate and vehicles from a private contractor and all the non sworn members of staff are in fact supplied by the private contractor (having been transferred there by the police authority).

Other than the example cited for Scotland and prisoner transport, Scotland has one Private Finance Initiative (PFI) building on long term lease to the police service of Scotland.

This entire approach to funding public projects has been heavily criticised by the Scottish Government as an ever increasing proportion of public funds are now required to service the contractual obligations on these contracts.

**b) The public**

This is difficult to gauge. It is fair to say however that mass public demonstrations indicate there is an increasing hostility by an increasing proportion of the population against big corporate "greed". New means of communication, especially Facebook and Twitter also act as a weather vane for public opinion and whenever any story on the cost of servicing PFI contracts emerges the speed and tenor of criticism is prolific.

This of course contrasts with the flag waving and triumphalism that accompanied the opening of many new hospitals and schools using private money when the priority was singularly focussed on the new facility and not the long term costs.

**c) The police / law enforcement community**

With any such question we must distinguish between people and corporations. A large number of private contractor staff working with and alongside police officers were either former police officers themselves or members of support staff who have simply had their contracts transferred to the private contractor. As such there is much empathy and respect for non sworn colleagues.

The support or otherwise amongst police officers varies enormously. A large number of senior officers are courted by private contractors and a number of them subsequently secure fairly senior positions with these companies on retirement. This makes objective assessment of any enthusiasm displayed whilst in service difficult in the extreme.

Some senior officers (including chief constables) have publicly championed the introduction of private sector organisations for the delivery of some policing functions and this enthusiasm appears to largely be built on securing a cheaper service.

Whilst there are always exceptions, the lower ranks are highly sceptical and concerned over the potential for the private sector to obtain an increasing share of the policing 'market' through creep and stealth. This scepticism and concern is largely built on accountability.

**d) Other commentators / observers / media**

Not gauged

### Wages, Budgets and Allocation

Please describe the general trend in budget allocation for your police / law enforcement organisation in recent years? If possible please ensure you indicate if this is more or less favourable than other public sector organisations.

Almost all areas of public expenditure in England & Wales have been subject to cuts since 2010 (New Government). The scale of these cuts varies across departments but was set at 12% during the spending review period (to 2014). Government figures and allocation suggest the police service received a cut of 12% <http://www.parliament.uk/Templates/BriefingPapers/Pages/BPPdfDownload.aspx?bp-id=RP11-16> However many organisation including the Police Federation for England & Wales highlighted that in ignoring other changes to police finances, the cuts amounted to real terms cuts of over 20%.

Only Health and International Aid saw their budgets protected (and in fact increased in cash terms) although when inflation was taken into account these budgets were also reduced but by a much smaller factor.

Public Services in Scotland have their funding allocated by the Scottish Government. The Scottish Government receives a grant (calculated by reference to spending in England & Wales) and must manage this grant according to the priorities it determines.

Scottish Ministers have a "use it or lose it" dilemma with their budget. They do not have the ability to hold reserves and as such they are less able to deal with any shock to their financial settlements. if any proportion of the budget is not spent, it is retained by Treasury.

Scotland's overall budget is projected to be reduced by 11% in real terms from 2010 to 2015. <http://www.scotland.gov.uk/Resource/0043/00433802.pdf> This has seen reductions across all areas of the public sector expenditure in Scotland.

Scotland's police budget(s) have reduced year on year from 2010 and budget pressures were arguably the single biggest driver for the creation of a single national police service.

It is difficult to calculate whether the police in Scotland have been treated more or less favourably as during this time the new Police Service of Scotland was created and this has seen a dramatic change in the global funding picture. (previously police forces were funded through a combination of the local government allocation and direct by police grant. It is known that the new Police Service of Scotland is expected to deliver £1.1Billion of savings in its first ten years. The total police budget for 2013/14 is little over this.

It is however true that despite the pressures of budget police numbers in Scotland have been maintained in line with government policy and the savage wage cuts imposed in England & Wales have been avoided.

Please describe the general trend for police / law enforcement wage settlements in recent years? If possible please reference against other public sector wage settlements and include any other information you consider relevant (for example by reference to inflation and any changes in allowances, superannuation or pensions)

Police pay in the UK was universal across all three separate policing jurisdictions (Scotland, Northern Ireland and England & Wales) ever since the Police Negotiating Board (PNB) was established in 1980. In truth there was very little difference before that time albeit occasional variances occurred periodically.



This began to change in 2007 when the Home Secretary reneged on settling a pay claim for England & Wales. Ministers in Northern Ireland followed suit. Scottish Ministers paid the settlement in full and this saw the first major difference in pay across the UK with every single Scottish officer receiving more pay than colleagues elsewhere in the UK (albeit pay scales remained identical).

In 2010 the Home Secretary (not the same one) announced a review of police pay and conditions in England & Wales. This review was carried out by Tom Winsor and made stark recommendations for the future of police pay. The report can be viewed at the following three links;

<http://webarchive.nationalarchives.gov.uk/20130312170833/http://review.police.uk/publications/945287?view=Binary> <http://webarchive.nationalarchives.gov.uk/20130312170833/http://review.police.uk/publications/part-2-report/report-vol-1?view=Binary> and <http://webarchive.nationalarchives.gov.uk/20130312170833/http://review.police.uk/publications/part-2-report/part-2-volume-2?view=Binary>

At that time the Chancellor of the Exchequer announced a policy of a two year wage freeze across all areas of the public sector. In addition to this freeze Tom Winsor recommended there should be no incremental scale progression and in so doing set the police service apart from all other public sector workers (who continued to be able to progress through the scales). This decision deprived every police officer not at the top of their pay scale of between £2,400 and £5,800 over the two year period from April 2011.

In addition to freezing progression Tom Winsor's report reduced starting pay in the police by nearly £4,500 (a decrease of over 18%) removed over £1,200 from top pensionable pay and restricted access to the top pay point (for constables). The maximum pay constables can access without passing further in-service testing is £31,000 (some £5,500 below the current maximum pay or a 15% reduction on current maximum unrestricted constables pay)

The Home Secretary has no influence on police pay in Scotland and the Tom Winsor report did not apply. Accordingly from 2011 police officers in Scotland have been the best paid police officers in the UK. This has not been as a consequence of any positive action to improve pay, rather as a result of enormous pressure being applied by The Scottish Police Federation to pursue a deliberate policy not to diminish it.

The reduction in pay scales has opened the potential for constables in Scotland to earn nearly £250,000 over the course of an identical career to that of a colleague in England & Wales.

Police Pay in Scotland has not increased other than in very meagre quantities. The two year pay freeze applied in Scotland and the last two years have seen settlements of only 1% for each year. Over the corresponding period inflation rose by over 18% and an additional 3.2% was added to police officer pension contributions.

Despite continual pressure to reduce police officer costs, no reductions to take home or pensionable pay have been visited on Scotland's police officers. Some low cost/high value concessions have been secured and whilst public holiday leave reduced by 6 days (saving over £1 Million per public holiday, this was met with an increase in annual leave of 9 days.

Police officers in Scotland now have the most generous annual leave allocation of any police officers in the UK.

Police officers in England & Wales have received worse pay treatment than any other public sector worker in the years from 2011 - 2014. It is worth nothing however that a government



policy of 'no increase to wage (cost of living) if you continue to make incremental progression' which has been applied to public sector workers has not (yet) been applied to the police in England & Wales.

Police officers in Scotland have been treated no better and no worse than any other public sector worker. Where wage freezes applied, they applied equally across the public sector. The 2014 policy of no increase to wage does not apply in Scotland.

In 2011 the UK Government also announced a review of all public sector pensions across the UK. [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/207720/hutton\\_final\\_100311.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/207720/hutton_final_100311.pdf) This review recommended the end of final salary schemes for all public sector workers and their replacement with "more affordable" CARE (career average revalued earnings) pensions. This announcement led to considerable anger across the public sector and millions of public sector workers engaged in strike action as a consequence. This action has not caused the government to change course and the new CARE schemes come into effect on 1st April 2015 (even for members of existing schemes).

There is absolutely no doubt there is a double headed government policy of both shrinking the size of the public sector as a whole and making what is left of it considerable cheaper to run.

The UK government intends to deliver a further 40% of cuts to public sector budgets by 2018/19 shrinking overall spending to 2001/02 levels. [http://www.ifs.org.uk/budgets/gb2014/gb2014\\_ch1.pdf](http://www.ifs.org.uk/budgets/gb2014/gb2014_ch1.pdf)

### **Has the budget allocation impacted on service delivery?**

Without question. The new funding regime for the Police Service of Scotland means the police service no longer has the ability to build or hold reserves or borrow money. In addition the expectation to deliver year on year cumulative savings of £1.1 billion in the first ten years has caused the police service enormous challenges. This has created a culture when money is the first and last consideration. Whilst the restructuring of the historic police forces in Scotland has inevitably led to the removal of some waste from the systems in place, this has not come close to addressing the real challenge of balancing the budget.

Officers are now more likely to be regarded simply as resources with little consideration for their personal needs. Shift changes are increasingly frequent as is the expectation to travel further to and from work. Implied pressure is applied if officers wish to transfer and many areas are proving exceptionally difficult to fill. This has a double negative effect with unhappy officers policing areas they no longer wish or being left short of resources to deliver an effective service.

A tight overtime regime appears to lack common sense with what should be considered lower priority police activities being afforded access to overtime apparently at the expense of what might be considered higher priority activities.

### **Has the budget allocation led to significant changes in your workforce? For example has there been a change to the sworn/unsworn mix? Have police / law enforcement numbers risen or fallen (by how much)?**

Police officer numbers have been protected. Police support staff numbers have not and have fallen as a consequence. Police staff unions are vociferous in their opposition to this and often argue their members are paying the price for budget cuts and the maintained of record police numbers.



## Has the budget allocation impacted on the approach to health & safety and/or equality?

Yes - The force no longer employs welfare officers and a face to face service has been replaced by a contracted telephone service. Long hours and long travelling distances are increasingly frequent and is leading to increased complaints by officers.

The force has also reduced its health and safety officers and whilst this is far from ideal, it has created a niche which the Scottish Police Federation has been able to largely fill. Station inspections are now almost exclusively driven by the SPF. Trained representatives are in any event entitled to inspect the workplace but the common sense practical approach adopted means that the service 'relies' more and more on representative work place inspection over employer work place inspection.

The near singular focus on provision of a police presence (almost to the detriment of those delivering the service has led to a scaling back of opportunities to work flexibly or part time. Additionally members report it is increasingly difficult to secure part time or flexible working patterns (often sought due to child care) in certain areas of policing.