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LETTER DATED 18 DECEMBER 1997 FROM THE SECRETARY-GENERAL
ADDRESSED TO THE PRESIDENT OF THE SECURITY COUNCIL

On 31 October 1997, the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations addressed a letter to the President of the Security Council (S/1997/845) enclosing the text of a message delivered to me on 28 October 1997 in which the Government of the United Kingdom invited representatives of the United Nations to visit Scotland and to study the Scottish judicial system.

After consulting with the Security Council, I decided to accept the United Kingdom's invitation. I requested Dr. Enoch Dumbutshena, former Chief Justice of Zimbabwe, and Professor Henry G. Schermers of Leiden University, the Netherlands, to undertake the visit as my representatives.

I am transmitting to you, and through you to the members of the Security Council for information, a copy of the report submitted by Dr. Dumbutshena and Professor Schermers on the Scottish judicial system (see annex).

(Signed) Kofi A. ANNAN



Annex

Report submitted to the Secretary-General of
the United Nations by Dr. Enoch Dumbutshena
and Professor Henry G. Schermers on the
Scottish Judicial System

I. Overall Review of the Scottish Judicial System

The supreme criminal court in Scotland is the High Court of Justiciary (the High Court) which sits in Edinburgh, Glasgow and other major towns and cities. There are 49 sheriff courts and a large number of district courts. The High Court has exclusive jurisdiction in certain serious crimes including murder, treason and rape. It also sits (in a court of at least 3 judges) as the Scottish Court of Criminal Appeal. There is no appeal from this court to the House of Lords.

The sheriff courts mainly deal with offences committed within their local area or the sheriff court district over which they have jurisdiction. In addition to its criminal jurisdiction, the sheriff court deals with most civil litigation.

There are 2 types of criminal procedure - solemn and summary. In solemn procedure in both the High Court and the Sheriff Court, trial is before a judge sitting with a jury of 15 laymen; and the alleged offence is set out in an indictment. The judge decides questions of law and the jury decide questions of fact and may reach a decision by a simple majority. In summary procedure in Sheriff and District Courts, the judge sits without a jury and decides questions of both fact and law. The offence charged is set out in a summary complaint.

The prosecution of crime in the Scottish courts is a public function, and proceedings are taken at the instance of the Lord Advocate or his local representative (the Procurator Fiscal) in each Sheriff Court District. In Scotland the police do not prosecute. The Civil Service Department, of which the Lord Advocate is the head and through which he discharges his responsibility for criminal prosecution, is the Crown Office, which is the administrative headquarters of the Procurator Fiscal Service.

Prosecutions are conducted in the High Court by the Lord Advocate, the Solicitor General for Scotland, or by Advocate Deputes, also known as Crown Counsel, of whom there are fourteen. In all other criminal courts the prosecutor is the Procurator Fiscal or, in busy areas, one of his deputies, all of whom are legally qualified.

The police report gives details of alleged crimes to the Procurator Fiscal who decides whether or not to prosecute. He may receive instructions from the Crown Counsel on behalf of the Lord Advocate. The Lord Advocate is answerable to Parliament.

II. The Pre-Trial Procedure

A. Investigation

Initial investigation is by the police, who are subject to direction by the Procurator Fiscal. The police are not allowed to interrogate an arrested person. If an arrested person wants to make a voluntary statement, he must do so by declaration made before the Sheriff or by a statement to police officers who are not involved in the case.

Once they have collected sufficient evidence, the police turn the case over to the Procurator Fiscal who builds the dossier, called the "precognition". The Procurator Fiscal is bound professionally to investigate any possible defence to the criminal charges and all evidence which is favourable to the accused and to include all such material in his precognition. With his recommendation, this is sent to the Crown Office in Edinburgh which decides whether to prosecute, and if so, where. The Crown Office, under the authority of the Lord Advocate, brings out the indictment. The indictment contains full details of the charges and a list of all witnesses who are to be called by the prosecutor and a list of all documents and other articles on which the prosecutor intends to rely. The defense then has the right to conduct its own inquiries into the evidence including interrogating the prosecution witnesses and consulting the documents and articles.

B. Detention

Detention of the accused is possible only at the request of the Procurator Fiscal and the accused must be brought promptly before a court (Article 6 of the European Convention on Human Rights). According to the case law of the European Human Rights Institutions in Strasbourg, "promptly" means "as soon as possible" but in any case within four days. Under Scottish law, a suspect must be brought before the Sheriff Court on the next working day. Detention on remand is then ordered by the Sheriff Court.

Someone suspected of a serious crime in Lockerbie will first be brought before the Dumfries Sheriff Court. By that time, the police will have brought all evidence to the Procurator Fiscal. If he considers that detention on remand is required, the Procurator Fiscal will request the Sheriff Court to order such detention. The Sheriff has no discretion in a murder case; he must grant the detention. In other cases, he may grant bail. Furthermore, when a suspect is accused of murder, further proceedings must be in the High Court-- in this case, probably in Glasgow. The suspects would normally be detained in Barlinnie Prison, also in Glasgow. However, it is possible, but less likely, that the trial would be heard at the High Court in Edinburgh.

At all stages following the initial appearance of the accused before the Sheriff, the accused is detained in prison and has extensive rights to communication and consultation in private with legal advisers for the purpose of preparation of his defence. An accused person who has been fully committed cannot be detained for longer than 80 days unless an indictment is served on him during that period. He cannot be detained for longer than 110 days unless the trial of his case has commenced within that period. While it is open to the prosecutor to apply to the High Court for extension of the periods of 80 and 110 days, in practice such extensions are normally only granted to the prosecutor where some exceptional circumstance has arisen preventing the commencement of the trial or where the High Court has postponed trial to allow the defence time for preparation.

III. The Trial Proceedings

A. The High Court

The High Court sits throughout Scotland. While Edinburgh is the main seat of the High Court and of the Court of Appeal, Glasgow is the largest circuit within the system. The High Court in first instance is presided over by a judge sitting with a jury of 15 laymen. The Glasgow Court is found in a modern and efficient structure which was completed merely four months ago. In addition to two older courtrooms, it contains four identical courtrooms which can be fitted for interpretation, provide adequate accommodation to observers and have special entries and exits for the security of the accused. One of the courtrooms (Courtroom 3) can be completely isolated from the rest of the judiciary building and is particularly suited for special security arrangements. A viewing of the holding cells revealed high security arrangements, large and comfortably modern cells, and excellent meeting and interview facilities for consultations between the accused and their counsel.

B. The Jury

Jury selection in Scotland is entirely random. A computer program arbitrarily selects the pool of jurors from all eligible voters in the court's district. The actual jury is drawn from a list prepared by the Clerk of Court, an independent officer of the Court, from that pool. Parties to criminal proceedings may object, by giving reasons, to particular jurors and parties may by joint application excuse any juror without giving any reason. Persons with serious criminal records are disqualified for jury service and persons having certain occupations - such as lawyers - are ineligible for jury service. There is no formal system of jury vetting in Scotland, but a person who has personal knowledge of the facts of the case or who is closely connected with a party to the proceedings or a witness should not serve on a jury.

C. The Trial

Although some judges like to give a short explanatory talk to the jury, there will be no preliminary speeches on behalf of the prosecution or the defense. The trial will begin with an appearance in the witness box of the first prosecution witness who will be examined by the prosecution and then cross-examined by the defense. The judge may also ask questions to clear up any doubt. The same procedure will be followed for each witness. The prosecution's case is closed once all the witnesses whose evidence the jury is to consider have been called.

As there is no obligation on the part of the accused to prove innocence, the accused is not bound to present evidence. If evidence is presented, the same procedure will be adopted, except that the defense examines its own witnesses and the prosecutor cross-examines them.

Once all the evidence has been presented, the prosecutor and the defense have the right to make a speech to the jury to indicate the points they wish the jury to consider in reaching the verdict.

After the closing speeches of the prosecution and defense, it is the duty of the presiding judge to instruct the jury. In the course of the instruction, the judge may review the evidence but primarily the judge charges the jury that it is the master of the facts and it is its task to assess the credibility of the witnesses and the reliability of the evidence and which reasonable inferences to draw therefrom. The judge leaves all questions of fact entirely to the jury. The ultimate question before the jury is whether or not the prosecution has proved the guilt of the accused beyond a reasonable doubt.

The judge will however direct the jury upon the law applicable to the case. He will explain the principles of law which govern criminal trials. These include the following:

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1. That every person who is accused of a crime is presumed to be innocent until proved guilty. The accused has the right to remain silent and no adverse conclusion may be drawn from his exercise of that right. The accused does not have to prove anything. The burden of proof rests entirely with the prosecution.

2. That the standard of the proof which the law demands is proof beyond a reasonable doubt. If at the end of the day, there is reasonable doubt as to guilt, the accused must be given the benefit of the doubt and cannot be found guilty.

3. That a person cannot be convicted of a crime on the evidence of a single witness, no matter how credible the witness may appear to be. The law requires guilt to be established by independent corroborated evidence.

4. That there are three verdicts open to the jury: guilty, not guilty and not proven. Not guilty and not proven are both verdicts of acquittal and they have the same effect that the accused cannot be tried again for that offence. A not proven verdict may be used by jurors who, although not convinced of the innocence of the accused, conclude that the prosecution has not met its burden of proof beyond a reasonable doubt. A guilty verdict can be unanimous or by a majority, but if the verdict on any charge is to be guilty, there must be at least 8 of the 15 jurors in favour of that verdict.

Once the judge has completed the charge, the jury will be invited to retire to the jury room to appoint a spokesperson and to consider its verdict. In this connection, juries are usually sequestered in complete isolation upon receiving their instructions to commence deliberations. Sequestration during the trial is possible but extremely difficult for extended periods of time. Nonetheless, overt and covert surveillance is available to ensure the safety and proper conduct of jurors during the proceedings.

IV. Post-Trial Procedures

A. Sentencing

The sentence on conviction of murder is fixed by law and is life imprisonment. The maximum sentence on conviction for conspiracy or contravention of the Aviation Security Act is life imprisonment. It is open to the trial judge to recommend a minimum period during which a person convicted of murder should not be released, but otherwise the eventual date of the release of the accused is determined by the Secretary of State for Scotland on the advice of the independent Parole Board for Scotland and following consultation with relevant judges.

B. Imprisonment

If convicted, the accused will probably serve their sentence in a special holding facility of the Barlinnie Prison in Glasgow. All aspects of the prison facilities, cells, rules and regulations meet the provisions of international law, in particular the European Convention on Human Rights.

C. Appeals

A person who has been convicted on indictment may appeal against conviction and, where the sentence is not fixed by law, against sentence to the High Court sitting as the Court of Criminal Appeal, which has power to set aside the verdict of the Jury and quash the conviction, substitute an amended verdict of guilty or grant authority to bring a new prosecution (ie. for a re-trial) if it is satisfied that there has been a miscarriage of justice. Appeal is subject to leave being granted by a single judge (not the trial judge) who must grant leave to appeal if he considers that the documents, including the note of appeal, disclose arguable grounds of appeal. If the single judge refuses leave, he must give written reasons and the accused may apply to three judges for leave to appeal and they will require to apply

the same test. There is no oral hearing in relation to leave to appeal, which is dealt with on consideration of papers. The Crown is not entitled to make submissions on the question of leave to appeal and the Crown is not entitled to appeal against an acquittal, although the Lord Advocate can appeal against sentence on the ground that it is unduly lenient. At all stages of any appeal procedure, the accused is entitled to be legally represented.

If leave to appeal is granted, the appeal is argued orally before three judges of the High Court of Justiciary, although a larger Court can be convened if it is necessary to review previous decisions of the Court. The decision of the High Court sitting as Court of Criminal Appeal is final and cannot be appealed to any other court, although it is open to the Secretary of State, if he thinks fit, to refer a case to the Court of Criminal Appeal, whether or not there has already been an appeal and it will be treated as a new appeal. The Secretary of State's power to refer cases to the Court is to be conferred on an independent body, the Scottish Criminal Cases Review Commission, which is to be established under the Crime and Punishment (Scotland) Act 1997 and which will have the power to investigate possible miscarriages of justice.

The rule is that, if there had been a miscarriage of justice, the Court of Criminal Appeal would quash the conviction. The Court of Criminal Appeal may authorize a retrial.

V. International Obligations of the United Kingdom

The Scottish courts have repeatedly asserted the fundamental requirement of fairness in the treatment of alleged offenders. The United Kingdom is party to the European Convention on Human Rights and Fundamental Freedoms and the United Nations Convention Against Torture and other Cruel Inhuman or Degrading Treatment or Punishment. It is open to an accused person to complain to the European Commission on Human Rights about any violation of his human rights.

VI. United Nations and other International Observers

The Scottish Court authorities will make provision within the Court facility where the accused are to be tried to accommodate UN observers and a reasonable number of international observers chosen by the accused and/or the Libyan authorities and to provide office space for such observers together with all the usual office facilities, including telephone and fax connections.

All of the evidence heard at the trial will be heard in public and any international observers will be able to be present throughout the trial. Additional physical security, as for example toughened glass screens for the security of the accused, will be provided as necessary in the light of threat assessment.

If the observers are not able to follow the proceedings, which would be conducted in English, provision can be made for the availability of simultaneous translation into their language or dialect, as it will be for the accused and any foreign professional representatives. Television in court is permitted only if all parties (i.e., the judge, the prosecution, the defense, the witnesses, and the jury) agree.

In prison, access to lawyers, consular agents and United Nations and international observers would not be restricted, subject to the general prison routine (meal arrangements etc). Normally, a prisoner may have daily visits of half an hour except on Sundays. All visitors to the accused would be subject to strict security procedures prior to admission to the prison. Visits of counsel and consul are normally outside the hearing of any prison staff. The accused may not be permitted to associate with other prisoners for reasons of security and safety.

While serving sentence or awaiting appeal the same regime broadly applies, although additional visits can be granted and consular visits would not be restricted. Again, visits by United Nations and international observers would not be restricted, subject to the prison routine and the prisoners' right to refuse to see them.

VII. Attendant Factors

A. Civil Litigation

Civil litigation may arise in the event of a not guilty verdict. In the event of a not guilty verdict, the accused would be free to leave the jurisdiction. Furthermore, under Scottish law, the accused could not be imprisoned for debt or failure to pay any damages ordered by the civil court.

Civil and criminal proceedings in Scotland are quite distinct and no order for compensation can be made in criminal proceedings in respect of a death. The pursuit of any civil action is a matter for those pursuing a claim and would not involve the Government.

Questions relating to the making and enforcement of any award of damages would be a matter entirely for civil proceedings and would not involve the criminal justice or penal system. Civil imprisonment does not apply to any civil proceedings which might arise from the Lockerbie case. Any findings in a civil case (including findings in fault) would not be relevant in criminal proceedings.

B. Prejudicial Publicity and the Contempt of Court

Accused persons come under the protection of the courts at all times. It has been stated on the highest authority that the system of criminal justice in Scotland depends essentially upon the proposition that jurors called to try an accused person should arrive in the jury box without knowledge or impressions of facts, or alleged facts, relating to the crime charged. It has also been emphasised by the High Court that it is undesirable for evidence gathered by the police to be put into the public domain by the criminal authorities prior to the trial of the case. While proceedings are active within the meaning of the Contempt of Court Act 1981, the publication of material which creates a substantial risk that the course of justice in the proceedings in

question will be seriously impeded or prejudiced may constitute contempt of court, regardless of the intention of the publisher, and may be punished as contempt of court by the High Court of Justiciary.

Proceedings are active for the purposes of the Contempt of Court Act 1981 for a period of 12 months, beginning with the date of the grant of an arrest warrant and, although they cease to be active unless the accused is arrested during that period, they become active again when he is arrested and remain active until the conclusion of the proceedings. The prosecutor or the accused may bring any apparently offending publication to the attention of the High Court and the trial judge may act ex proprio motu in respect of contempt of court by punishing the contempt and prohibiting publication of material held to be in contempt. In practice, the Scottish Courts go to considerable lengths to deal with and restrain prejudicial media reporting during criminal proceedings and in particular during criminal trials. Further, an accused person may, in advance of trial, ask the High Court to hold that it would be oppressive for him to stand trial on any charge on the ground that his right to have a fair trial has been prejudiced by pre-trial publicity. If the Court so decides, the accused would not stand trial.

VIII. Courts and Prison Facilities and Conditions^{a/}

A. Dumfries Police Station

The Dumfries Police Station has recently been modernized and expanded. Prisoners are kept in cells measuring 2 x 3 meters without furniture other than a mattress. There are showers available but no long term facilities such as a TV room or an exercise area. The cells are meant for keeping persons only for a short period-- one night or a weekend. For that purpose, they are adequate.

^{a/} Appendix II contains measurements and floor plans.

B. Dumfries Sheriff Court

In the Dumfries Sheriff Court, there is a cell area for keeping detainees during court session. The cells are small, measuring about 1.5 x 2 meters, and are adequate for short periods of time-- a few hours at the most.

C. HM Barlinnie Prison ^{b/}

HM Barlinnie Prison has a separate unit for detainees who present a high security risk-- the Special Holding Facility. The unit is in the inside of the prison and is well protected against intruders and escapees. The unit has two floors separated by a staircase and locked doors. On one floor there are 5 cells measuring 3.65 x 2.30 meters equipped with a bed a small desk and a chair and connected to a toilet room measuring 1.6 x 1.2 meters and equipped with a toilet and sink. The cells are on a corridor from which there is access to showers, a small kitchen, and a larger common room, measuring 4.5 x 3.65 meters, which at the moment is empty but which would be equipped with a TV set, tables, chairs, newspapers, etc. At both ends, the corridor has locked doors, one leading to the prison hospital and the other to the exit.

The other floor contains a special room where detainees can speak to their counsel or consul who have unlimited access or to their family, friends and observers who have access of 30 minutes except on Sundays. Visitors are separated from the detainees by a glass wall through which speech is communicated by microphones and loudspeakers. Detainees may send one letter a day at prison expense and receive an unlimited number of letters. Some newspapers are freely made available; others may be ordered through the prison staff.

Free English lessons are offered to foreign prisoners. Complaints can be brought to an independent complaints

^{b/} Pending and during trial, the accused will probably be detained in HM Barlinnie Prison. If convicted, they will probably also serve their sentence there.

commissioner (the prison ombudsman) who can make recommendations to the authorities. At least every other week, a member of the Visiting Committee will come to the prison. This Committee is composed of elected councillors from local government. Complaints may also be brought to the Visiting Committee. Prisoners also have access to court if they want to bring legal action against the prison or against persons in the prison.

We were told that United Nations security guards could be technically permitted as observers.

HM Barlinnie Prison holds about 1200 prisoners of whom 300-350 are on remand.

We only visited the Special Holding Facility which at the moment did not contain any prisoners. This Facility meets the highest standards one may expect of a prison.

D. High Court of Justiciary in Glasgow

The court and cell facilities in Glasgow are excellent. The building is modern and equipped with extensive security facilities. In particular, Courtroom 3 is designed for high security trials and is capable of complete isolation from the rest of the justiciary building. The glass separating the accused from the public gallery could be replaced by higher glasses. The public gallery holds 120 seats. There are special entries and exits for the safe custody of the accused. Holding cells have sophisticated security arrangements and large, modern cells and interview facilities for consultations between the accused and their counsel.

Live televising of trials is not permitted. Television filming in court for later broadcast may be permitted only if the judge, the prosecutor, the defense, the witnesses, and, if they are to be filmed, the jury agree. If there are compelling alternative arguments, the judge will refuse television. There is a closed circuit television to a separate room which could be used in case witnesses cannot be heard in court for security reasons.

Witnesses are received in one of four separate witness rooms each holding fourteen seats. The witness rooms are without windows in the inside of the building. They are connected by corridors in which there are separate toilets.

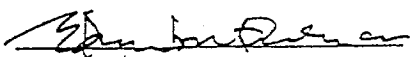
E. High Court of Justiciary in Edinburgh

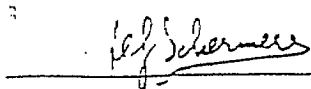
The High Court of Justiciary might also try the case in Edinburgh. Court facilities there are also newly renovated. There is a courtroom with all modern facilities, holding 100 seats in the public gallery. It is, however, not possible to separate this courtroom fully from the other parts of the building. Therefore, the whole building should be reserved for a trial with high security risks. Furthermore, the building is surrounded by busy roads. For these reasons, the court in Glasgow seems to be the most appropriate for trial.

IX. Conclusions

Based on the foregoing, we conclude that the accused would receive a fair trial under the Scottish judicial system. Their rights during the pre-trial, trial and post-trial proceedings would be protected in accordance with international standards. The presence of United Nations and other international observers can be fully and easily accommodated. A trial by jury would not prejudice the accused's right to a free trial. If, however, the accused could reasonably establish that their right to a free trial would be prejudiced by a jury trial, we suggest that the idea of dispensing with the jury be pursued with the Government of the United Kingdom.

Respectfully submitted,


Dr. Enoch Dumbutshena


Professor Henry G. Schermers

Appendix I
NAMES AND PLACES

NAMES

The Right Honourable Robin Cook MP,
Secretary of State of Foreign and Commonwealth Affairs

The Right Honourable Lord Hardie QC,
The Lord Advocate

The Honourable Lord Sutherland,
Senator of the College of Justice

The Right Honourable Lord McCluskey
Senator of the College of Justice

Sir Franklin Berman QC
The Legal Adviser, Foreign and Commonwealth Office

Mr. John de Fonblanque, Director, Global Issues

Mr. Norman McFadyen, Deputy Crown Agent

Mr. Mike Ewart, Chief Executive, Scottish Court Service

Mr. Tom Fyffe, Deputy Principal Clerk of Justiciary

Mr. John Atkinson, Project Sponsor, Scottish Court Service

Mr. John Durno, Director of Custody, Scottish Prison Service

Mr. Roger Houchin, Governor, Scottish Prison Service

Mr. Alistair D. Campbell, QC, Home Advocate Depute

Mr. Colin J.M. Sutherland, QC, Treasurer, Faculty of Advocates

Mr. John Dunne, Principal Depute Procurator Fiscal

PLACES

The Foreign and Commonwealth Office in London
The Lord Advocate's Department in London
The Dumfries Police Station
The Dumfries Sheriff Court
The High Court of Justiciary in Glasgow
The High Court of Justiciary in Edinburgh
The Scottish Office in Glasgow
Parliament House in Edinburgh
HM Barlinnie Prison

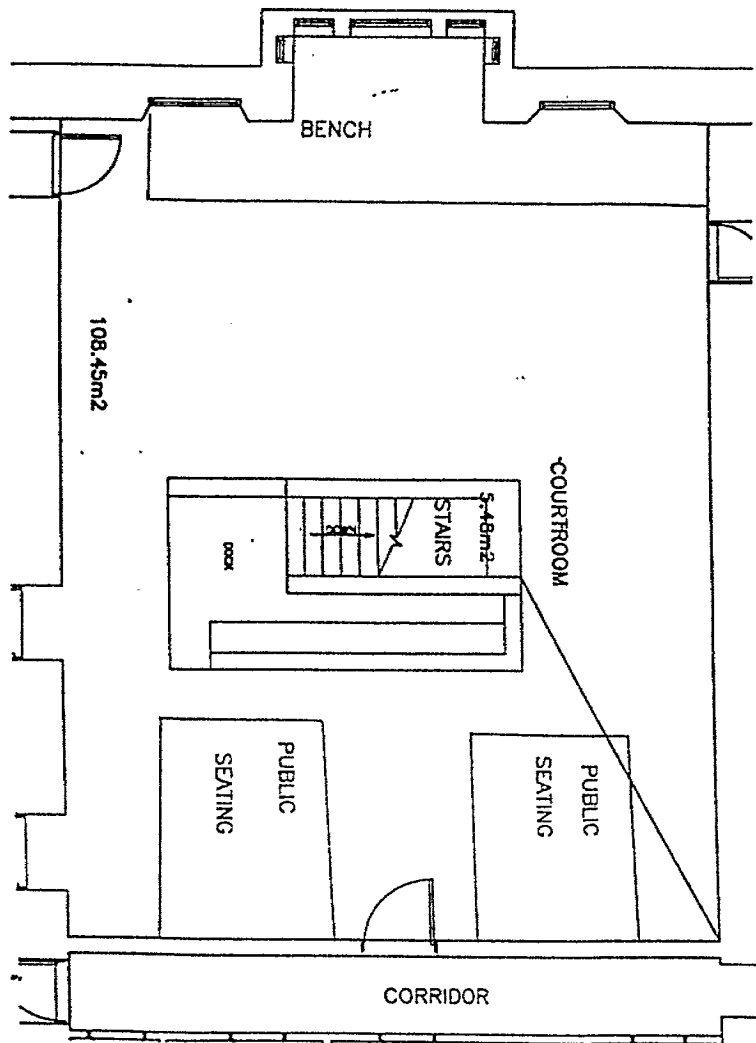
Appendix II

FLOOR PLANS AND MEASUREMENTS

- A. Dumfries Sheriff Court
- B. Special Holding Facility in HM Barlinnie Prison ^{a/}
- C. High Court of Justiciary in Glasgow
- D. Holding Cells of the High Court of Justiciary in Glasgow
- E. High Court of Justiciary in Edinburgh

^{a/} For security purposes, the Scottish prison authorities could not distribute plans of the Special Holding Facility at HM Barlinnie Prison.

A. Dumfries Sheriff Court



Courtroom Dumfries - Scale 100:1

Overall dimensions	Length	129m
	Width	92m
Well of Court - Bench to Bar	Length	4m
	Width	92m
Public Area	Length	3.8m
	Width	9.2m

/...

B. Special Holding Facility in HM Barlinnie Prison

SPECIAL HOLDING FACILITY

Resume' of Accommodation

The accommodation which was refurbished approximately six years ago comprises the following:

Ground Floor

Entry into the unit is via a vestibule area from which access is gained to the first floor into a central corridor off which is a fully equipped kitchen area of approximately 3.65 metres x 3.55 metres.

There is a room of approximately 4.50 metres x 3.65 metres. which will be used for visiting purposes. In addition there are male and female toilets and a cleaner store.

First floor

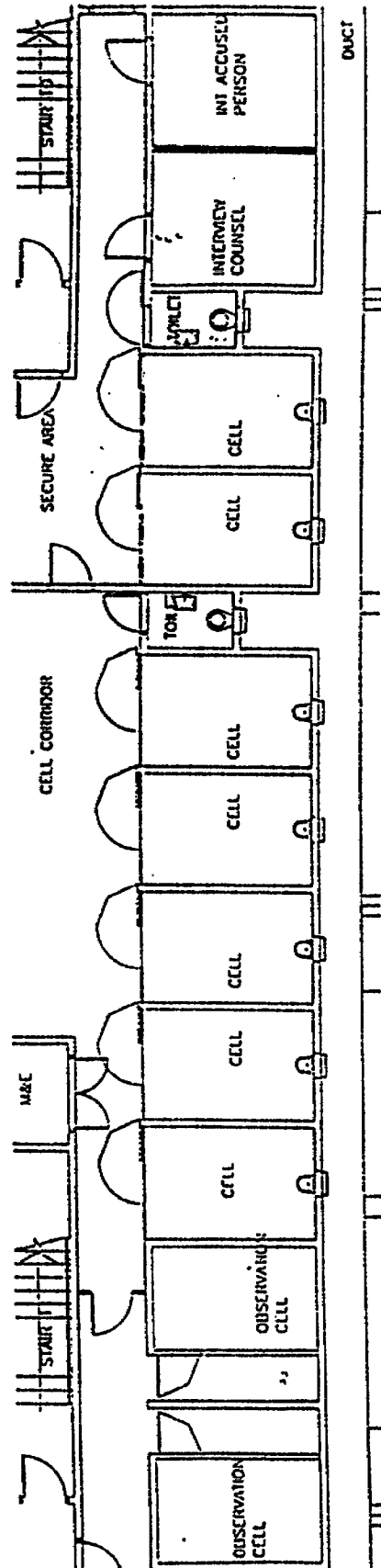
There are 5 cells which are approximately 3.65 metres x 2.30 metres with a ceiling height of 2.5 metres off which there is an en suite toilet area containing a water closet and a wash hand basin with hot and cold water. The toilet area is approximately 1.60 metres x 1.20 metres.

There are two day rooms, one approximately 3.65 metres x 3.55 metres and one approximately 3.65 metres x 5.20 metres. Each have en suite facilities containing water closet and wash hand basins with hot and cold water. The en suite facilities are approximately 1.60 metres x 1.20 metres.

On this level there is a fully fitted kitchen, approximately 3.65 metres x 2.40 metres.

There is also a shower room approximately 2.30 metres x 1.20 metres. In addition there are other miscellaneous rooms, general storage areas and an office area.

D. Holding Cells of the High Court of Justiciary in Glasgow



Cell dimensions
Length 3.2m
Width 2.2m

E. High Court of Justiciary in Edinburgh

Overall dimensions	length	18.4m
	width	12.6m

Well of Court Bench to Bar	length	8.0m
	width	12.6m

Public Area	length	6.1m
	width	12.6m
	reducing to	7.9m

Seating Capacities

Judge	5
Clerk of Court	2
Jurors	15
Legal Representatives	63
Accused	20
Public	100
Press	6
Social Workers	6

