

**CRIME STATISTICS ADVISORY COMMITTEE**
**AGENDA**
**Meeting room 3, Drummond Gate, London**
**Monday 6 October 2014, 14:30 – 16:30**
**Attendees:**

David Blunt	Home Office
Steve Bond	Home Office
Professor Allan J Brimicombe	University of East London
Philippa Brimicombe (Secretariat)	National Statistician's Office
Roma Chappell	Office for National Statistics
Mike Ellerd-Elliot	Ministry of Justice
Jeff Farrar	National Policing Lead for statistics
John Flatley	Office for National Statistics
Junaid Gharda	Office of the Police & Crime Commissioner for Staffordshire
Fiona Glen	Equality and Human Rights Commission
Mike Hough	Institute for Criminal Policy Research, School of Law, Birbeck
Professor Chris G Lewis	University of Portsmouth
Kieron Mahony (Secretariat)	National Statistician's Office
Patricia Mayhew	Independent Criminological consultant
John Pullinger	National Statistician
Professor Stephen Shute (Chair)	University of Sussex
Peter Spindler	Her Majesty's Inspectorate of Constabulary
Kim Swain	Welsh Government
Mike Warren	Home Office

**Apologies:**

Glyn Jones	Welsh Government
Michael Levi	Cardiff University
Diana Luchford	Home Office
Tom Winsor	Her Majesty's Inspectorate of Constabulary

Agenda Item No.	Timings	Order of Business		
1.	14:30 – 14:45	Welcome	<b>CSAC(14)10</b>	<i>Welcome, announcements and matters arising from the meeting held on 21 May 2014</i> Stephen Shute (Chair)
2.	14:45 – 15:10	For Discussion	<b>CSAC(14)11</b>	<i>Review of Administrative Data on Fraud</i> John Flatley, ONS
3.	15:10– 15:35		<b>CSAC(14)12</b>	<i>Improving data on domestic abuse</i> Allan Brimicombe (deputy Chair)
4.	15:35 – 15:45		<b>CSAC(14)13</b>	<i>Update on the Redesignation of Police Record Crime Project</i> Roma Chappell, ONS

5.	15:45 – 16:00	For Discussion		<i>HMIC Inspection Report Update</i> Peter Spindler, HMIC
6.	16:00 – 16:05		<b>CSAC(14)14</b>	<i>CSAC Annual Report 2013-14</i> Kieron Mahony, NSO
7.	16:05 – 16:15		<b>CSAC(14)15</b>	<i>National Crime Registrar's Report</i> Steve Bond, Home Office
8.	16:15 – 16:30	Any other business		All members <ul style="list-style-type: none"> <li>• Structure for the CSAC workshop - 4 Nov 2014</li> </ul>

**Date of the next meeting:**

- Wednesday 28 January 2015

**MINUTES OF  
THE CRIME STATISTICS ADVISORY COMMITTEE  
MEETING ON 6 OCTOBER 2014  
Meeting room 3, 1 Drummond Gate, Pimlico, London, SW1V 2QQ**

**CHAIR**

Stephen Shute                      University of Sussex

**MEMBERS PRESENT**

David Blunt	Home Office
Steve Bond	Home Office
Allan Brimicombe	University of East London
Roma Chappell	Office for National Statistics
Steve Ellerd-Elliot	Ministry of Justice
Fiona Glen	Equality and Human Rights Commission
Jeff Farrar	National Policing Lead for Crime Statistics
Mike Hough	Institute for Criminal Policy Research, School of Law, Birkbeck
Chris G Lewis	University of Portsmouth
Patricia Mayhew	Independent Criminological Consultant
John Pullinger	National Statistician

**ADDITIONAL ATTENDEES**

John Flatley	Office for National Statistics
Peter Spindler	Her Majesty's Inspectorate of Constabulary (for Tom Winsor)
Kim Swain	Welsh Government (for Glyn Jones)
Mike Warren	Home Office (for Diana Luchford)

**SECRETARIAT**

Philippa Brimicombe	National Statistician's Office
Kieron Mahony	National Statistician's Office

**APOLOGIES**

Junaid Gharda	Office of the Police & Crime Commissioner for Staffordshire
Glyn Jones	Welsh Government
Mike Levi	Cardiff University
Diana Luchford	Home Office
Tom Winsor	Her Majesty's Inspectorate of Constabulary

**1. Chair's announcements and matters arising - CSAC(14)10**

1.1. The Chair welcomed everyone to the meeting and made the following announcements:

- welcomed two new members, Fiona Glen who has recently been appointed as a non-executive member and Steve Ellerd-Elliot, new Head of Profession for the Ministry of Justice. He also welcomed the new National Statistician, John Pullinger;
- it was noted that currently three members are due to finish their term of office. The Chair informed members that Mike Levi and Allan Brimicombe will be extending their membership. Members were informed that Mike Hough has decided to retire from Committee. The Chair thanked Mike for his contributions and support since his appointment in December 2011. Plans for the recruitment of a new non-executive member are in progress with members asked to send any suggestions for targeting the campaign to the CSAC secretariat;
- the Chair informed members that he would be attending the Force Crime Registrars' conference on 20/21 October 2014.

1.2. Members noted that the minutes of the meeting held on 21 May 2014 had been approved via correspondence and were available on the Committee's webpages.

1.3. The actions from the meeting held on 21 May 2014 were discussed as follows:

- *action 3 - CSAC formal response to the PASC report* - the Committee will carry out a self reflection at its workshop on 4 November 2014, after which it will consider a response to PASC. It was noted that there is a debate in the House of Commons on 16 October relating to the PASC crime statistics inquiry report. Any relevant feedback from the event will be discussed at the awayday;
- *action 6 - CSAC to consider including information on the quality assurance of administrative data on its webpages* – this will be considered further after the UK Statistics Authority publish its guidance on administrative data;
- *action 7 - the Chair to write to the Home Secretary on the Committee's work relating to Domestic Abuse data* - this is under consideration for a later date as work progresses.

**Action 1:** The Committee will consider how it responds to PASC after its workshop on 4 November 2014.

**Action 2:** CSAC Secretariat to ensure that actions 6 and 7 from the meeting held on 21 May 2014 are taken forward appropriately and report back at a future meeting.

## 2. Review of Administrative Data on Fraud – CSAC(14)11

2.1. John Flatley introduced the paper which sets out the current ONS approach for publishing data on fraud, including proposals for the future, in what is recognised as a very complex area.

2.2. He explained that ONS are considering whether the data obtained from external sources should be included in police recorded crime or should ONS continue to show the data separately as is currently done. It was noted that an ONS project to test questions on fraud is progressing well and Roma Chappell will report back to the Committee in

January 2015. The following points were noted:

- there are still gaps in the recording of fraud especially relating to businesses;
- the landscape around administrative data and its uses is complex. It was noted that both police forces and Police and Crime Commissioner would appreciate more accurate data recording in this area;
- the two main bodies that collect the data, CIFAS and Financial Fraud Action UK (FFA UK) receive their information from industry sources. It was noted that there is potentially double counting, although this is thought to be minimal. Members were informed that CIFAS are keen to have their data recognised as official statistics

2.3. The Chair invited comments from members and the following points were made in discussion:

- ONS should continue with its plans to investigate how the Fraud data can be used better in the future;
- there are risks associated with using data from an organisation such as CIFAS that relies on membership, with observations that any negative impact to members from the use of the data may result in the data not being made available;
- the data should not be added to the current published data but kept separately as it currently is;
- the work currently being carried out by the UK Statistics Authority in relation to ensuring the quality of administrative data could be used as a test on the data available for fraud. Linking the data to police recorded crime may pose an additional risk;
- CIFAS data is sourced from businesses and there is a small risk of duplication with Action Fraud data, which is predominantly based on reports from members of the public.
- CIFAS and FFA UK would need to provide reassurance over the quality of their data before they could be included in police recorded crime statistics.

2.4. The Committee recommended that ONS should not change the way it currently presents fraud data but should continue with the project to look at this further for the future. This work should include discussions with CIFAS over the quality of its data. It was agreed that ONS would report back to the Committee as planned in January 2015.

<p><b>Action 3:</b> ONS to provide an update on the work relating to the presentation of fraud data at the next CSAC meeting on 28 January 2015</p>
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### **3. Improving data on domestic abuse – CSAC(14)12**

3.1. Allan Brimicombe presented the paper which addressed issues to improve data relating to domestic abuse and repeat victims of domestic abuse.

3.2. He explained that the paper provides information relating to a proposed definition for a repeat victim of domestic abuse along with the wider implications for published crime statistics. The following points were noted:

- there is currently some data published on domestic incidents but it is inconsistent;
- the recording of repeat domestic abuse will need to consider both offences and incidents. It will be important to ensure consistency in this difficult area;
- to calculate statistics on repeat domestic abuse for a rolling 12 months two years of data are required;
- there are many ways that the data could be flagged, such as phone number or address and the flagging will need to be correct to enable easy analysis;
- there will be interest in this information at a local geography level.

3.3. The Chair thanked Allan for his contribution and invited comments from members. The following points were made in discussion:

- the mandatory flagging of domestic offences is being developed in the Home Office. This is likely to come into effect with police forces in April 2015. The flagging of repeat incidents is also under consultation although this flagging is more challenging;
- the timeframe for the repeat victim flag is key, with agreement that 12 months is likely to be insufficient;
- the idea of flagging will place additional challenges on police forces, with it noted that it is dependent on human interaction. There is a risk that if there are too many flags this will become burdensome.

3.4. It was agreed that this issue would be considered further at the next meeting in January 2015, at which the Home Office will provide an update on progress

**Action 4:** The issues highlighted in relation to domestic abuse to be discussed further at the next CSAC meeting on 28 January 2015.

#### **4. Update on the re designation of police recorded crime project – CSAC(14)13**

4.1. Roma Chappell provided an update on the redesignation of police recorded crime project with members asked to note that it is planned to start the process of redesignation in April 2015.

4.2. It was noted that current plans include a user engagement exercise, which is due to commence in November 2014. The following points were made in discussion:

- the work currently being undertaken by the UK Statistics Authority in relation to the use of administrative data and ensuring its quality will be considered, with the project team having ongoing discussions with the Authority;

- inconsistent recording of data across police forces is an issue for the quality of the data. The training of Force Crime Registrars is key;
- the stakeholder engagement exercise should involve MPs, with it confirmed that journalists will also be included.

## 5. HMIC Inspection Report update

- 5.1. Peter Spindler opened the discussion by offering thanks to Pat Mayhew and Mike Hough, who had been members of the crime data integrity inspection reference group. He informed the Committee that the force reports, along with the final report are due to be published in autumn 2014.
- 5.2. The Committee thanked HMIC for the work relating to the recent inspection agreeing to discuss the final report and the future of the inspection process at its next meeting in January 2015.

**Action 5:** The published HMIC Inspection report to be included on the agenda for the next meeting on 28 January 2015.

## 6. CSAC Annual Report 2013/14 – CSAC(14)14

- 6.1. The Chair provided an overview of the current draft report and asked members if they had any substantive comments. It was agreed that both the on-going work on divergence and repeat victimisation should appear in the forward look for 2014/15.
- 6.2. Members were asked to send any drafting comments to the CSAC secretariat, with it noted that the report is likely to be published by the end of the month.

**Action 6:** Members to send any drafting comments to CSAC Secretariat.

**Action 7:** CSAC Secretariat to amend the Report to reflect comments made in paragraph 6.1 above and publish after final approval by the Chair.

## 7. National Crime Registrar's Report

- 7.1. Steve Bond provided an overview of the report drawing member's attention to the information on the disaggregation of "no crime" data.
- 7.2. Also noted was the proposed new vision statement for crime recording, which he explained is now more user friendly and is due to be presented to the Home Secretary at the end of the month for sign off. The following points were made in discussion:
- the recording of "no crime" data should require no more than a change in software for most forces but will improve the transparency of the data and this was seen as a welcome improvement by members. This will need final approval before the next meeting so will be done via correspondence;
  - Members welcomed the approved vision statement for crime recording.

**Action 8:** The National Crime Registrar to send a note to the CSAC Secretariat relating to Disaggregation of “No crimes” data for sign off by the Committee via correspondence.

**8. Any other business**

8.1. It was noted that the Committee is holding its annual workshop on Tuesday 4 November 2014 at which it will carry out a self reflection. Members were asked to send any suggestions for the workshop to the Secretariat.

8.2. It was noted that the next meeting is being held on Wednesday 28 January 2015.

**Action 9:** Members to send suggestions for the Committee’s workshop in November to the CSAC Secretariat.

**CSAC Secretariat  
October 2014**



## Crime Statistics Advisory Committee

### The coverage of fraud in official statistics

#### Purpose

1. To update the Committee on the current approach used to present data on fraud in the Office for National Statistics (ONS) official statistics on crime and to seek views on options for the future presentation of administrative data on fraud.

#### Action

2. The Crime Statistics Advisory Committee is asked:
  - i. to note the progress made on development work to expand the coverage of the Crime Survey for England and Wales (CSEW) to include fraud offences and;
  - ii. to consider a possible change to the presentation of administrative data on fraud, see paragraphs 28 and 29.

#### Background

3. The offence of fraud involves deception or false representation for personal gain. The Fraud Act 2006 defines three broad forms of fraud which are crimes in law in England and Wales; fraud by false representation, fraud by failing to disclose information, and fraud by abuse of position. The measurement of fraud is challenging as it is a deceptive crime which is difficult to detect accurately and is often targeted at organisations rather than individuals. It is known to be under-reported to the police and is not currently included in the headline estimates of crime from the CSEW. For these reasons the statistics on fraud are complex, reporting on multiple sources, none of which has comprehensive coverage.
4. There has been recent criticism of ONS crime statistics, focusing on the poor coverage of fraud and cyber-crime (for example, articles in The Times and [Daily Mail](#)). With the rise of new technology, and specifically the internet, new methods of committing fraud have emerged. The ONS have previously sought advice from CSAC on overcoming conceptual challenges around the measurement of fraud (see [paper CSAC \(13\)09](#) presented at the May 2013 meeting of CSAC) and on proposals to improve the coverage of fraud in the ONS crime statistics in the CSEW (see [paper CSAC \(13\)18](#) from September 2013).
5. This paper primarily focuses on administrative data on fraud. It is important to bear in mind that these administrative data do not provide a good measure of the volume of fraud offences committed due to the substantial under-reporting of this type of crime. However, there is still public interest in administrative data on fraud as it provides a measure of the number of fraud offences coming to the attention of the authorities, and can also provide information on trends in fraud.

6. The Crime Survey for England and Wales (CSEW) does not currently capture fraud in its headline estimate of crime. In part, this reflects the fact that, at the time the survey started, fraud was not the main focus with concerns centred on higher volume crimes such as car theft and burglary. The survey does collect data on the prevalence of plastic card fraud and bank account fraud using a special module of questions, but these questions do not yield estimates of the number of such offences. Thus such fraud is not included in the headline crime estimate.
7. The omission of fraud (and cyber-crime) from the survey's headline crime estimate has been a subject of recent criticism in the media. It has been argued that more traditional crime has been displaced into these newer crime types. Thus, there has been a debate about the extent to which the fall in traditional volume crimes measured by the survey reflects a genuine fall in levels of crime or whether criminality has simply migrated to new types of crime not measured by the survey.
8. ONS are currently exploring options to extend the coverage of the CSEW to include offences of fraud. Following advice received from CSAC, the ONS are conducting a programme of work to develop and cognitively test questions for inclusion in the survey. This programme of work is already underway with cognitive testing currently in the field. A final report, with recommendations for implementation, is expected at the end of this calendar year and this will be brought back to the committee for further consideration in 2015. Professor Mike Levi, a member of CSAC, is on an expert panel that has been established to peer review and offer advice to the project.

#### Administrative data on fraud

9. Fraud offences have long been included within the police recorded crime series and in published statistics on crime. However, the police data can only cover those crimes that come to the attention of the authorities and this type of crime is known to be substantially under-reported. A number of factors are likely to influence reporting rates, including possible embarrassment or shame felt by victims and, especially in more recent years, the fact that credit and banking related fraud is largely dealt with by the financial institution concerned.
10. In response to recommendations of the National Statistician, and guided by advice from CSAC, ONS have made a number of changes to the coverage and presentation of published administrative statistics on fraud. Some changes to the presentation of these data have also been necessitated by the introduction of Action Fraud which changed the operational arrangements for reporting and recording of fraud offences in England and Wales, with the police service effectively delegating the initial recording of fraud offences to Action Fraud. ONS crime statistics publications include data from the following sources:
  - Action Fraud (a national reporting centre that records incidents of fraud directly from the public and organisations) included as part of the police recorded crime series.
  - Industry bodies; CIFAS (a cross-sector, not-for-profit membership association aiming to prevent fraud) and from Financial Fraud Action UK (FFA UK - a body which co-ordinates activity on fraud prevention within UK financial services industry). These data are presented separately from police recorded crime.

A flow chart summarising the sources of administrative data on fraud currently included in ONS quarterly publications on crime is presented in Annex 1.

11. Data for both sources are collated by the National Fraud Intelligence Bureau (NFIB), a government-funded initiative run by the City of London Police. In that sense, fraud from both sources is reported to the police through the NFIB. The NFIB analyses the fraud offences they record to identify positive investigative opportunities (for example, where they identify a series of similar offences that are likely to be linked). Where there is a viable

investigative lead, they will either pursue this lead themselves or refer the case to local police forces and other investigative agencies to follow up.

12. Action Fraud is responsible for recording fraud offences in line with the Home Office Counting Rules for Recorded Crime (HOCR). Offences recorded by Action Fraud cover the full spectrum of fraudulent activities as set out in the Fraud Act 2006. A table presenting Action Fraud data, broken down into specific categories of offence, from the most recent ONS crime statistics publication is available in Annex 2.
13. Concerning fraud data from industry bodies (CIFAS and Financial Fraud Action UK) these have been included in ONS statistical bulletins as additional contextual information. For example, while Action Fraud recorded in the region of 200,000 fraud offences in the last year these industry bodies referred an additional 300,000 offences to the NFIB. It is likely that nearly all of the offences reported by industry bodies would not be covered through reports to Action Fraud or in CSEW estimates of fraud. However, even with the addition of these sources there is still likely to be a large volume of fraud not covered by these sources.

### **CIFAS and FFA UK data**

14. CIFAS is a Specified Anti-Fraud Organisation (SAFO) under the Serious Crime Act 2007. Operating as a not-for-profit membership association, CIFAS facilitates fraud data sharing between around 300 organisations from across the public and private sectors. CIFAS membership covers all of the major banks and around 90% of plastic card providers (see [CIFAS website](#) for a full list of members). CIFAS operates the National Fraud Database which, in addition to offering members a fraud prevention service, collects data for the UK on a range of different frauds, including:
  - Banking and credit industry
  - Insurance related
  - Telecom industry
  - Business trading
  - Fraudulent applications for grants from charities.

Operationally, the National Fraud Database is a warning system, used to share details of confirmed fraud cases on a reciprocal basis with all participating organisations. The standard of proof required for organisations to submit a report to CIFAS is high; organisations must have conducted sufficient checks and hold enough evidence that would justify the case being reported to the police before it can be shared with other organisations. All staff dealing with CIFAS cases receive training on this standard of proof, and cases are commonly quality assured by a senior member of staff before being submitted. CIFAS carries out an Annual Review process to quality assure cases to check that they are compliant with both membership and legal obligations around fraud data sharing.

15. FFA UK is a membership body who, in partnership with the UK Cards Association, collates information on fraud relating to cheque, plastic card and online bank accounts. It also collect information from banks on non-card fraud matters including payment fraud using online/telephone banking, and cheque and lending fraud. Membership of FFA UK covers all major plastic card providers and card issuing banks (a list of members is presented in Annex 3). Before submission to NFIB, quality checks on FFA UK data are carried out on a dip sample of records and a report is sent back to each member organisation on the quality and completeness of the data provided.

16. Both industry bodies apply the HOCR in compiling data on fraud offences, however given that member organisations are vulnerable to particular types of fraud, the data from CIFAS and FFA UK relate to a smaller number of fraud categories relevant to the industry sectors covered by these bodies (e.g. banking, insurance and telecommunications). A table presenting NFIB data from industry bodies from the most recent ONS crime statistics publication is available in Annex 4.
17. While data from CIFAS and FFA UK provide information on some forms of plastic card fraud, currently, neither body report to NFIB 'Card Not Present' fraud, where the cardholder and card are not present at the point of sale, for example, use of the card online, over the phone or by mail order. In addition they do not include data on fraud relating to lost or stolen cards and ATM fraud. This means that a high proportion of plastic card fraud (suggested to be approximately 70%) is not included in these figures. FFA UK does collate further management information which covers this broader range of fraud offences – see paragraph 24 for further information.

### **Current ONS presentation of administrative data on fraud**

18. Currently, ONS present Action Fraud data as part of the police recorded crime series in the published official statistics, and the count of offences recorded by Action Fraud is included in the published figure for the total number of crimes recorded by the police. It was felt that inclusion of Action Fraud data within police recorded crime was necessary as they were dealing with fraud offences that had previously been recorded by the police.
19. The introduction of Action Fraud involved substantial changes to the arrangements for reporting and recording fraud offences which are thought to have led to a discontinuity in the time series for recorded fraud. Interpreting recent trends in recorded fraud has been further complicated by the fact that the transfer of recording to Action Fraud from local police forces had a phased introduction between April 2011 and March 2013 to allow for piloting and development. This gradual transition meant that the proportion of fraud offences recorded by individual forces diminished (and that by Action Fraud grew) as forces switched to central recording over the course of 2011/12 and 2012/13 (see table 1). As shown in the data presented below there have been large increases in the number of recorded offences of fraud over this transition period. It is likely that a number of factors related to the introduction of Action Fraud have contributed to this rise; in particular:
  - the centralisation of recording fraud and a possible improvement in national recording practices resulting from having a specialist team dealing with fraud;
  - a possible increased proportion of victims reporting fraud following publicity around the launch of Action Fraud, and;
  - availability of online reporting tools to facilitate reporting of fraud offences to Action Fraud.
20. Data received from the NFIB on reports of fraud from industry bodies are not currently included in the police recorded crime data, but are presented separately as a table within the 'Fraud' section of each quarterly statistical bulletin (see Annex 3).

**Table 1. Sources of administrative data on fraud included in ONS official statistics, 2008/09 to 2013/14.**

England and Wales

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	% change between years
<b>Fraud statistics presented within police recorded crime</b>							
TOTAL FRAUD OFFENCES RECORDED BY THE POLICE	72,314	73,259	72,441	72,768	62,497	65	-
FRAUD OFFENCES RECORDED BY ACTION FRAUD	..	..	..	46,658	117,402	211,279	80
<b>TOTAL RECORDED FRAUD OFFENCES</b>	<b>72,314</b>	<b>73,259</b>	<b>72,441</b>	<b>119,426</b>	<b>179,899</b>	<b>211,344</b>	<b>17</b>
<b>Fraud statistics presented separately from police recorded crime</b>							
FRAUD OFFENCES FROM INDUSTRY BODIES	..	..	..	..	326,609	333,672	2

Source: Police recorded crime, Home Office. National Fraud Intelligence Bureau.

## Reviewing the presentation and coverage of fraud data from industry sources

21. Representations have been made by one of the industry bodies supplying data requesting that ONS reviews the status of these figures in the published statistics, with a view to including them as part of the police recorded crime series alongside data from Action Fraud. Concern has been expressed that separating the figures may fuel a perception that the industry figures have a lower status and that users may mistake the scale of fraud offences coming to the attention of the police by focusing just on the police recorded total. This lower status is perceived to be reflected in the allocation of police resources to tackling fraud. It is also felt that, were it not for these industry bodies providing data on behalf of their members, the same frauds would likely have to be reported to NFIB via Action Fraud. ONS have gathered further information on the coverage of data from industry bodies and the methods used in compiling them to enable fuller consideration of the advantages and disadvantages of incorporating the industry figures alongside the police recorded series. The main issues for consideration are outlined below.
22. Data supplied by CIFAS and FFA UK help provide a fuller picture of the scale of fraud and help to address a gap in the coverage of other data sources by providing information on levels of fraud in business sectors frequently targeted by fraudsters. Incorporating these figures in police recorded crime would help extend the coverage of the series in an area where we know that existing coverage is relatively poor due to low reporting rates. The industry bodies have committed to recording fraud reports in accordance with the Home Office Counting Rules which should mean the data are being recorded consistently.
23. The addition of data from these industry bodies would help to align official statistics on police recorded crime more closely with statistics on crime outcomes published by the Home Office. Cases of fraud supplied to the NFIB by CIFAS and FFA UK are, in effect, reported to the police and many of them will be the subject of further police investigation.
24. However, there are limitations in the coverage of the data from industry sources. Both CIFAS and FFA UK are membership bodies and they can only provide information on fraud offences experienced by their members and as such do not provide a complete picture of fraud in the industry sectors they represent. ONS understands that the membership is extensive and has not changed substantially over time. CIFAS have informed us that the largest member organisations joined in the 1990s and there have been no additions to membership over the last 5 years that have had any substantial impact in terms of volume of fraud reported.
25. It is also likely that there is some double counting between data supplied by CIFAS and FFA UK, the two industry bodies whose membership overlaps. There may also be further

duplication of offences as a result of direct reports from victims to Action Fraud. Experts believe such double counting to be so small as to have an insignificant effect on crime trends. However, there is no simple cross-referencing method within NFIB to detect the scale of it. CIFAS advise that, in the most recent data at least 90% of the reports in their dataset are unique to CIFAS compared to the Action Fraud dataset.

26. In addition, the crimes collated by FFA UK include only those which are thought to hold intelligence value for enforcement purposes, and as such these data do not provide a count of all fraud offences experienced by members. It is also possible that perceptions of what cases are worthy of referral may change over time, for example linked to scale of losses suffered. In addition to the data supplied to NFIB, FFA UK hold further management information data covering the full scope of FFA UK work in fraud prevention. This management information covers a substantially higher volume of fraud offences as it is not restricted to offences with intelligence value, and covers a broader range of offence types (including 'card not present' fraud). ONS would like to explore the possibility of including a summary of the FFA UK management information data as part of the quarterly crime statistics. It is envisaged that these data would be presented as additional contextual information rather than being added to the existing FFA UK data referred to the police (i.e. the NFIB).
27. Fraud data from industry bodies are currently presented for the UK as a whole, with no sub-national breakdowns provided. Fraud is unlike other crimes in terms of defining a location and, by their nature, single offences often cross geographical boundaries. This can also be further complicated by ambiguity over who has been victimised (e.g. the account holder of financial institution). ONS understands, from discussions with CIFAS and FFA UK, that it is possible to break down the data they collate into smaller geographic areas based on victim information (e.g. bank account sort code and victim postcode). In the case of FFA UK, it is only recently that this victim information has been consistently supplied by its members, so geographic breakdowns have not previously been possible.
28. ONS publications have included data from April 2012 onwards. ONS understands that it is possible to compile a further back series of data from CIFAS and FFA UK. In the case of CIFAS, data collected on a consistent basis (using the HOOCR) are available back to 2007. The available back series for FFA UK goes back to 2009.

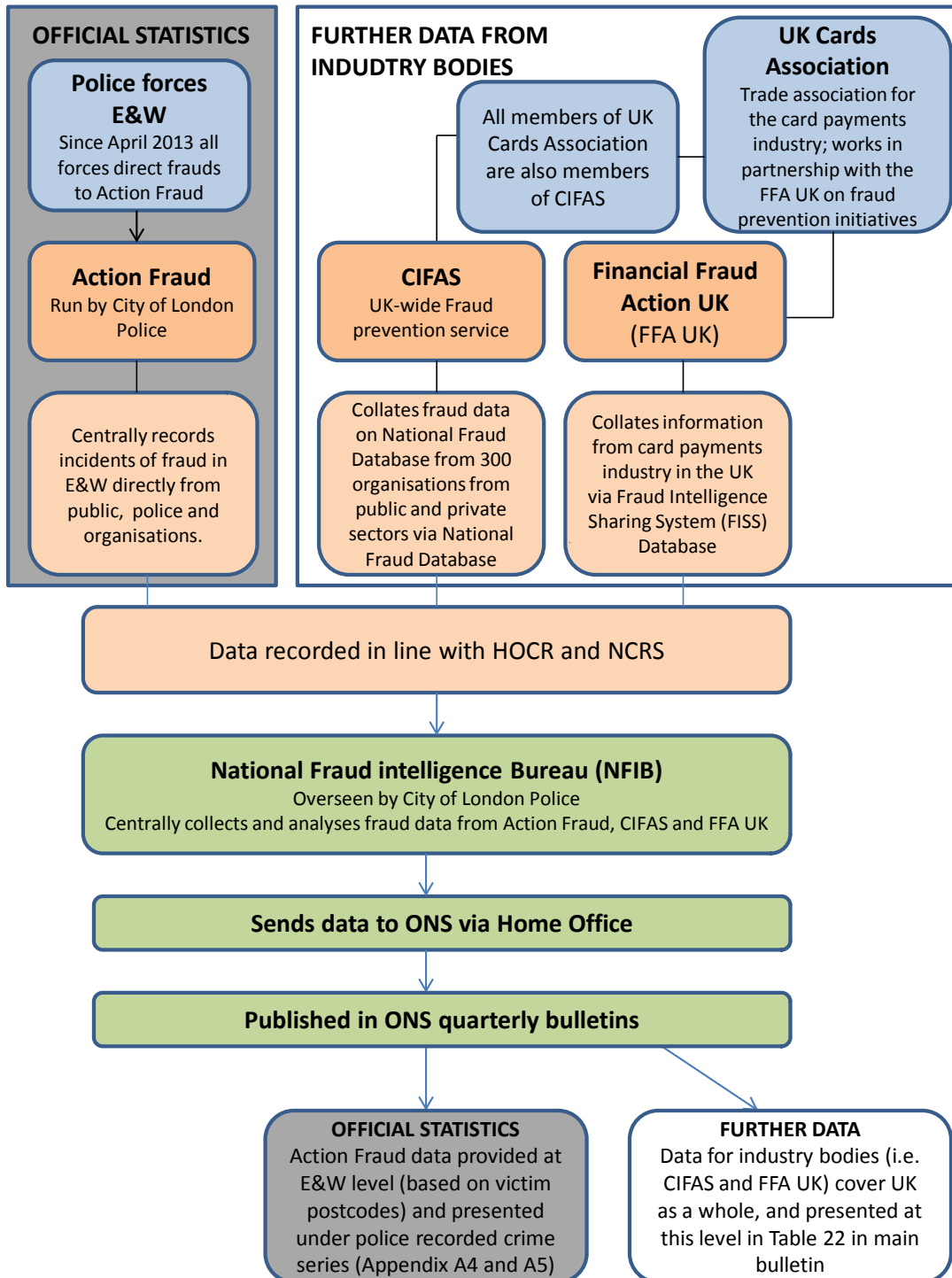
#### **Advice sought from the Committee**

29. ONS would welcome the committee's views on how best to present administrative data on fraud in the future. Is the Committee content that we explore the feasibility of **adding data from both CIFAS and FFA UK to the police recorded crime series in published official statistics**? Alternatively should we **maintain the current approach to presenting data on fraud** (i.e. with Action Fraud data presented as part of the police recorded crime series and data collated by NFIB from industry sources presented separately)?
30. Concerning the additional management information data held by FFA UK which cover a broader range of fraud offences (outlined in paragraph 24), **does the Committee agree that ONS should explore the possibility of including these data in quarterly crime statistics publications to provide further contextual information?**

**John Flatley and Mark Bangs  
Crime Statistics and Analysis Team  
Office for National Statistics  
September 2014**

Sources of administrative data on fraud included in ONS quarterly crime statistics publications

SOURCES OF FRAUD DATA



## Published table of fraud offences recorded by Action Fraud, 2013/14.

Table A5: Fraud offences recorded by Action Fraud, 2013/14<sup>1</sup>

England and Wales <sup>2</sup>	Action Fraud
Fraud type <sup>3</sup>	Apr 13 - Mar 14
	Numbers
<b>Advance fee payments</b>	<b>39,442</b>
"419" Advance fee fraud	949
Lottery scams	1,580
Counterfeit cashiers' cheques	2,140
Dating scam	2,037
Fraud recovery	1,329
Inheritance fraud	711
Rental fraud	2,510
Other advance fee frauds	20,495
Lender loan fraud	7,691
<b>Financial investments</b>	<b>4,380</b>
Share sales or boiler room fraud	1,619
Pyramid or Ponzí schemes	343
Prime bank guarantees	22
Time shares and holiday club fraud	343
Other financial investment	2,053
<b>Non-investment fraud</b>	<b>85,590</b>
Online shopping and auctions	41,645
Consumer phone fraud	1,213
Door to door sales and bogus tradesmen	5,673
Other consumer non investment fraud	15,288
Computer software service fraud	10,782
Ticket fraud <sup>4</sup>	4,250
Retail fraud <sup>5</sup>	6,739
<b>All charity fraud</b>	<b>590</b>
Charity fraud	555
Fraudulent applications for grants from charities	35
<b>Banking and credit industry fraud</b>	<b>23,091</b>
Cheque, plastic card and online bank accounts (not PSP) <sup>6</sup>	17,426
Application fraud (excluding mortgages)	3,007
Mortgage related fraud	241
Mandate fraud	2,284
Dishonestly retaining a wrongful credit	133
<b>Insurance fraud</b>	<b>895</b>
Insurance related fraud	717
Insurance broker fraud	178
<b>Telecom industry fraud (misuse of contracts)</b>	<b>1,912</b>
<b>Corporate fraud</b>	<b>1,709</b>
Corporate employee fraud	1,598
Corporate procurement fraud	111
<b>Pension fraud<sup>7</sup></b>	<b>774</b>
Pension fraud by pensioner (or their estates)	29
Pension fraud committed on pensions	44
Pension liberation fraud	701
<b>Computer misuse crime<sup>4</sup></b>	<b>21,686</b>
Computer virus/malware/spyware	10,731
Denial of service attack	177
Denial of service attack extortion	83
Hacking - server	488
Hacking - personal	2,462
Hacking - social media and email	5,896
Hacking - PBX/dial through	435
Hacking extortion	1,414
<b>Business trading fraud</b>	<b>186</b>
<b>False accounting</b>	<b>421</b>
<b>Bankruptcy and insolvency</b>	<b>33</b>
<b>Passport application fraud</b>	<b>20</b>
<b>Department of Work and Pensions (DWP) fraud</b>	<b>35</b>
<b>Fraudulent applications for grants from government funded organisations<sup>5</sup></b>	<b>112</b>
<b>HM Revenue and Customs (HMRC) fraud</b>	<b>19</b>
<b>Other regulatory fraud</b>	<b>255</b>
<b>Fraud by failing to disclose information</b>	<b>440</b>
<b>Fraud by abuse of position</b>	<b>1,368</b>
<b>Other fraud<sup>9</sup></b>	<b>28,321</b>
<b>Total</b>	<b>211,279</b>

1. Source: Action Fraud, National Fraud Intelligence Bureau<sup>10</sup>

2. Action Fraud collates data for the UK as a whole, the figures presented here for England and Wales are based on victims' postcodes as no information is available on where offences take place (which is often hard to define).

3. For an explanation and examples of fraud offences within each category, see section 5.4 of the [User Guide](#).

4. Recording of these fraud offences by Action Fraud commenced from 1 January 2012.

5. Recording of these fraud offences by Action Fraud commenced from 1 April 2012.

6. This includes refund fraud, label fraud and obtaining goods or services with no intention to pay. It does not include fraudulent card transactions as these are captured in 'Cheque, plastic card and online bank accounts (not PSP)'.<sup>7</sup>

7. Recording of these fraud offences by Action Fraud commenced from 14 February 2013.

8. A PSP is a payment service provider (for example Paypal, World Pay) that is not a bank, dealing in electronic money transfers. Fraud offences perpetrated using PSPs are recorded under 'Online shopping and auctions'.

9. Other fraud includes fraud that cannot be classified elsewhere.

10. For more information on the National Fraud Intelligence Bureau see <http://www.nfib.police.uk/>.



**FFA UK list of members (as at April 2014)**

- American Express Services Europe Ltd
- Bank of Ireland
- Barclays Bank Plc
- Capital One (Europe) Plc
- Clydesdale Bank Plc
- Co-operative Bank Plc
- Elavon Financial Services Ltd
- HSBC Bank Plc
- Lloyds Bank Plc
- MBNA Limited
- Nationwide Building Society
- The Royal Bank of Scotland Group Plc
- TSB Bank Plc
- Santander UK Plc
- Tesco Personal Finance Plc
- Vanquis Bank Limited
- WorldPay (UK) Ltd
- AIB Group (UK) Plc
- Chelsea Building Society \*
- C Hoare & Co
- Citibank UK
- Coventry Building Society
- First Data Europe Limited
- Investec Bank Plc
- Metro Bank Plc
- NewDay Ltd
- Northern Bank Ltd\*\*
- Sainsbury's Bank plc
- Standard Chartered (Jersey) Ltd
- Virgin Money Plc

\*Chelsea Building Society is a trading name of Yorkshire Building Society

\*\*Danske Bank is a trading name of Northern Bank Limited

Source: FFA UK website

## Published table of fraud offences from CIFAS and FFA UK

Table 22: Fraud offences, reported by industry bodies to NFIB, 2013/14<sup>1,2,3</sup>

United Kingdom		Numbers	
Fraud Type <sup>4</sup>	CIFAS	FFA UK	Total
Banking and credit industry fraud	181,737	100,462	282,199
<i>Cheque, Plastic Card and Online Bank Accounts (not PSP)<sup>5</sup></i>	121,565	100,462	222,027
<i>Application Fraud (excluding Mortgages)</i>	55,525	0	55,525
<i>Mortgage Related Fraud</i>	4,647	0	4,647
Insurance Related Fraud	9,484	0	9,484
Telecom Industry Fraud (Misuse of Contracts) <sup>6</sup>	41,862	0	41,862
Business Trading Fraud	97	0	97
Fraudulent Applications for Grants from Charities	30	0	30
<b>Total</b>	<b>233,210</b>	<b>100,462</b>	<b>333,672</b>

1. Source: National Fraud Intelligence Bureau<sup>7</sup>

2. Fraud data are not designated as National Statistics.

3. From 2012/13, this table presents fraud data collated by NFIB from CIFAS and Financial Fraud Action UK (FFA UK) only and does not include fraud offences recorded by Action Fraud, which are now represented alongside police recorded crime. Data presented here are therefore not comparable with past published NFIB figures.

4. For an explanation and examples of fraud offences within each category, see Section 5.4 of the [User Guide](#).

5. A PSP is a payment service provider (for example Paypal, World Pay) that is not a bank, dealing in electronic money transfers. Fraud offences perpetrated using PSPs fall under 'Online shopping and auctions' (not collected by industry bodies).

6. The CIFAS Telecom Industry Fraud figure is substantially higher than that seen in the year ending September 2013 bulletin. This is due to a correction of an error that was caused by the NFIB system not correctly picking up certain CIFAS fraud types.

7. For more information on the National Fraud Intelligence Bureau see <http://www.nfib.police.uk/>

## CRIME STATISTICS ADVISORY COMMITTEE

### Definition of 'repeat victim' and calculation of repeat victim statistics from police recorded crime and incident data

#### Purpose

1. As part of moves towards improving data on domestic abuse and repeat victims of domestic abuse, this paper addresses issues relating to the definition of 'repeat victim', how to identify who are repeat victims from force IT systems, and to generate reliable and comparable force- and district-level statistics on repeat victims.

#### Action

2. Committee Statistics Advisory members are invited to consider these proposals and their wider implication for definitions of repeat victimisation:
  - I. to consider the proposed definition of a repeat victim of domestic abuse to include both offences and incidents;
  - II. to consider the usefulness for a further distinction of chronic repeat victim of domestic abuse for operational purposes that is statistically defined;
  - III. to consider the wider implications for published crime statistics in England and Wales and make recommendations on the next steps in this regard.

#### Background

3. In September 2013 the Home Secretary commissioned Her Majesty's Inspectorate of Constabulary (HMIC) to carry out an inspection into how police forces respond to domestic abuse. The HMIC report<sup>1</sup> was published in March 2014 and made 11 recommendations. The first paragraph of Recommendation 4 states:

*"Data collected on domestic abuse needs to be consistent, comparable, accessible and accurate so that it can be used to monitor progress. This requires the Home Office to develop national data standards in relation to domestic abuse data. The data should be collected by police forces and provided to the Home Office, for example as part of the annual data return. These should include data standards for both crimes and incidents, and clear and unambiguous definitions of important terms such as 'repeat victim', to ensure like-for-like comparisons can be made."*

4. Paper CSAC(14)08 on *Improving official statistics on domestic abuse* sought the views of CSAC on this recommendation. The Committee welcomed the HMIC recommendation and further acknowledged that the issue of repeat victimisation is challenging but is important not just for statistical purposes but also for operational purposes. It also recognised that there are definitional issues which the Committee would consider further at its next meeting.

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<sup>1</sup> <http://www.hmic.gov.uk/inspections/police-response-to-domestic-violence-and-abuse/>

**Terminology and definitions**

5. Official definitions of domestic abuse (DA) and domestic violence (DV) use the same wording:

*Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over<sup>2</sup> who are or have been intimate partners or family members regardless of gender or sexuality.*

6. This is not a legal definition as DA/DV is not a statutory offence. The term DV has been in widespread use, but DA is now seen as preferable as the term ‘abuse’ more readily encompasses a wider range of behaviours and not just restricted to violence<sup>3</sup>. Where a report of DA is made to the police it is recorded as an incident according to the National Incident Recording Standards (NIRS). Where on investigation a crime is deemed to have been committed, it is then logged as an offence category according to National Crime Recording Standards (NCRS) and Home Office Counting Rules (HOCR). The vast majority of these offences are notifiable and are included in aggregate monthly returns to the Home Office. However, the number/proportion of each notifiable offence that is DA does not filter through and hence does not feature in the published crime statistics for England and Wales<sup>4</sup>. Not all DA incidents get subsequently logged as offences and it can be expected that the number of incidents recorded far exceeds the number of offences (see Table 1). Thus when referring to police recorded DA it is useful to differentiate between *domestic offences* and *domestic incidents*. A sub-category of domestic offence is *domestic homicide*. A full picture of DA victimisation and repeat victimisation should include data on both offences and non-crime incidents<sup>5</sup>.

**Table 1:** Example comparison of the number of domestic incidents and domestic offences

	Domestic abuse recorded by the police				
	2008/09	2009/10	2010/11	2011/12	2012/13
Metropolitan Police (incidents) <sup>a</sup>	111,738	119,884	121,314	118,079	118,391
Metropolitan Police (offences) <sup>b</sup>	52,912	51,682	48,416	46,398	48,815

<sup>a</sup> from Table 4.07, *Focus on: Violent Crime and Sexual Offences, 2012/13* - Appendix Tables  
<sup>b</sup> from <http://data.london.gov.uk/datastore/package/metropolitan-police-service-recorded-crime-figures-and-associated-data>

7. The Crime Survey for England and Wales (CSEW) has definitions for *multiple victimisation* and *repeat victimisation*<sup>6</sup>. Multiple victimisation is where a victim has experienced more than one crime in the previous twelve months whether it be the same or different crime type. Repeat victimisation is where a victim has experienced more than one crime of the same type in the last twelve months. Where the repeat victimisations are “the same thing, done under the same circumstances and probably by the same people”, then they are considered to be a *series*. Only the first five instances of a series are included in the crime count. CSEW provides national-level data on the number and type of DA incidents, the proportion of repeat victims and prevalence rates<sup>7</sup>.

<sup>2</sup> the age was lowered from 18 to 16 with effect from April 2014.  
<sup>3</sup> e.g. see HMIC (2014) *The Metropolitan Police Service’s approach to tackling domestic abuse*.  
<sup>4</sup> ONS does publish one table of administrative data on domestic abuse incidents by police force (Table 4.07, *Focus on: Violent Crime and Sexual Offences, 2012/13* - Appendix Tables) but on analysis these data do not appear to be consistent thus reflecting the concerns of HMIC quoted in paragraph 3 above  
<sup>5</sup> in the same way that anti-social behaviour (ASB) is considered alongside notifiable crime in ONS *Crime in England and Wales* so as to provide a more comprehensive view of the crime and disorder.  
<sup>6</sup> ONS (2014) *User Guide to Crime Statistics for England and Wales*.  
<sup>7</sup> the proportion of the population who are victims of an offence once or more.

8. A number of police forces have their repeat victim policy statements on-line. These draw on a much earlier definition: *repeat victimisation occurs when the same person or place suffers more than one criminal incident over a specified period of time*<sup>8</sup>. There are slight variations between individual force definitions. The majority refer to offences (only one seen explicitly states crime or non-crime incidents) with a specified time period of 12 months that is either explicit or implied to be a rolling 12 months from the reporting of the first victimisation.

### Identifying repeat victims from police recorded data

9. Forces have independently developed their IT systems and designed their own database schemas for recording events reported to them. There are at least 88 data centres<sup>9</sup> and some 2,000 data systems<sup>10</sup> across the 43 police forces. There is thus no standardised approach to recording DA events in crime databases. There can be separate databases for call and dispatch (999), incidents and offences, details of victims and details of perpetrators/accused and so on. There may not be unique keys that connect these databases because of the many-to-many relationships that occur in crime events and keys meant to achieve greater integration may not be assiduously copied across due to time and effort. DA offences may be identified by a flag (or several different flags) in crime databases, marked in a separate register, or all DA offences may be mirrored in a separate database. However, it needs to be recognised that there is no such thing as the perfectly correct database. Recording of names, addresses and other particulars of DA victims, often in difficult situations, are subject to inadvertent errors, gaps and lack of consistency, and victims do not always give accurate responses. Identifying and tracking repeat victims from crime databases can therefore be a complex task.
10. The HMIC inspections found that nearly one third of forces could not provide data on repeat victims. For those forces that could, the median 'Percentage of Calls with a DA marker from repeat victims' was 23%. From CSEW<sup>11</sup>, 29% of victims of partner abuse are repeat victims (in previous 12 months) though there is considerable uncertainty in this figure. However, these two measures of repeat victimisation are not strictly comparable. Not all forces have systematic procedures for identifying repeat victims, and where systems are in place there are a range of practices. Some check only the telephone number of the caller, some use additional descriptors such as address, surname and date of birth. Problems easily arise because victims of DA do move address, can be victimised at their home, the perpetrators home or at some public location (not all DA happens at home). Similarly, a repeat victim may not always use the same phone (land line, mobile, changed mobile number) and it may be a relative or other third party that telephones. Whilst using only a small number of descriptors may be quick, it is inaccurate and incomplete. A more robust approach is required.
11. Table 2 gives the results of a systematic analysis of two years DA for a command unit<sup>12</sup>. This was carried out using three years of data<sup>13</sup>: all domestic offences and incidents from the crime database using a DA flag. Automated cleaning and de-duplicating routines were applied to the data<sup>14</sup>. All repeat victims were first identified using date of birth, forename and last name where last name and forename are concatenated using first

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<sup>8</sup> National Board for Crime Prevention (1994) *Wise After the Event: tackling repeat victimisation*.

<sup>9</sup> House of Commons Public Administration Select Committee (2011) *Government and IT- "a recipe for rip offs"*

<sup>10</sup> House of Commons Committee of Public Accounts (2012) *Mobile Technology in Policing*.

<sup>11</sup> ONS (2014) *Focus on: Violent Crime and Sexual Offences, 2012/13*.

<sup>12</sup> unpublished analysis by Professor Allan Brimicombe

<sup>13</sup> the third year (2012/13) is used as a run-out for rolling twelve month calculations; e.g., an individual first victimised in March 2012 may have repeat victimisations over the next 12 months requiring 2012/13 data to identify them even though the *start* of the series is recorded as being in 2011/12

<sup>14</sup> Brimicombe *et al.* (2007) Improving geocoding rates in preparation for crime data analysis. *International Journal of Police Science and Management* 9: 80-92

three letters of the surname plus first two letters of the forename (e.g. victim 'Female CITIZEN' becomes 'CITfe'). This is sufficient to identify the majority of repeat victims and overcomes many problems with spelling, abbreviations and nick-names. Remaining ambiguities and confusions are overcome using gender, ethnicity and postcode. The outcome is a spreadsheet giving the event chronology of all repeat victims for the full three years and from which Table 2 was derived. Such an analysis can be used to update repeat flags in the crime database and provide a quick look-up table for call and dispatch. This type of comprehensive identification of repeat victims cannot be carried out on-the-fly for response to emergency calls but needs to be pre-computed on a rolling basis. One issue that arises in identifying repeat victims is that the longer the time series analysed the more likely there will be repeat victims found that have long periods between victimisations – dubbed the time-window effect<sup>15</sup>. These are the large number of identified repeat victims in Table 2 who only have one victimisation in a financial year (the subsequent victimisation being more than 12 months after the first) and might be termed *sporadic* repeat victims. The validity of the analysis, of course, rests on the proper application of the DA flag in the crime database.

**Table 2:** Count of repeat victims of DA within rolling 12 months for a command unit<sup>13</sup>

Victimisations		Year in which rolling 12 months starts		
		2010/11 <sup>a</sup>	2011/12 <sup>a</sup>	<b>2 years</b>
Identified	1 <sup>b</sup>	244	193	437
repeat victims	2	319	272	591
	3	129	103	232
	4	48	36	84
	5	31	17	48
	6	12	8	20
	7	10	5	15
	8	2	4	6
	9	6		6
	10	1	2	3
	11	1	2	3
	12	1	1	2
	13			
	14			
	15	1		1
	16		1	1
	17			
	18			
	19			
	20			
	21			
	22	1		1
	<b>Total repeat victims</b>		<b>806</b>	<b>664</b>
Single	1	1291	1197	<b>2488</b>
<b>Total victims</b>		<b>2097</b>	<b>1841</b>	<b>3938</b>

% repeat victims	38.4%	35.0%	<b>36.8%</b>
Repeat average <sup>c</sup>	1.872	2.309	<b>2.066</b>

<sup>a</sup> financial years used for calculating statistics; repeat victims are accounted for in the financial year in which the rolling 12 months begins

<sup>b</sup> sporadic repeat victims who are identified as repeat victims from analysing 3 years data but only have one victimisation in the financial year

<sup>c</sup> average number of victimisations experienced by repeat victims

<sup>15</sup> Farrel *et al.* (2002) The time-window effect in the measurement of repeat victimisation. *Crime Prevention Studies* 13: 15-27

12. Overall some 37% of the victims are repeat victims, though over the two years there is a decline. This is due to gains in reducing the number of repeat victims experiencing two or more victimisations in a rolling 12 months. The time-window effect of looking over three years of data allows identification of sporadic repeat victims that have only one victimisation that falls in two or more financial years (including the third run-out year) and these account for some 30% of the repeat victims, leaving 26% of all victims as repeat victims of two or more victimisations in a rolling 12 months. Nevertheless, the figures suggest that at least 11% of the victims experiencing a single DA event in a rolling 12 months will be victimised again in a subsequent period.
13. A *chronic* repeat victim of DA can be defined as a repeat victim whose number of victimisations is due to non-random events, that is, can be considered as a series. This requires a truncated Poisson distribution<sup>16</sup> and using the two year baseline in Table 2,  $\lambda = 1.316$  and the 95% confidence interval is exceeded for 4 or more victimisations in the rolling 12 month period. This can be taken as the upper limit for signalling a multi-agency intervention is necessary. A statistically-based rather than a verbal definition of a chronic repeat victim is required to guide agencies in deciding thresholds for multi-agency interventions and can be calculated from Table 2. It needs to be said that the above figures in paragraphs 12 and 13 should not be taken as universal but need to be established by each force and preferably at command unit level.
14. *Calculating DA rates.* From a systematic analysis of repeat victims, forces should be able to calculate incident and prevalence rates for DA at force and command unit level. The incident rate is the number of DA events (offences and incidents) for a given period over the 'at risk population'. The prevalence rate is the proportion of the 'at risk population' who were victims one or more times within the given period. Differences between incident and prevalence rates are due to repeat victimisation such that if there is no repeat victimisation the ratio of incidence to prevalence is one. There is a choice of 'at risk population': it can be the normally resident population aged 16 and over (CSEW uses 16 to 59; but DA exists amongst the elderly), or it can be argued from the definition of DA including families and intimates that it can be the number of households. Both assume that all people and all households are at risk and equally at risk which is not the case<sup>17</sup>. Since only victims who have made a first report of DA to the police are at risk of being subsequently classified as repeat victims, a second measure of DA prevalence should be the number of repeat victims divided by the total number of victims for a given period. Use of a rolling 12 months in determining repeat victimisation requires that prevalence can only be calculated 12 months in arrears<sup>13</sup>.
15. Table 2 includes both domestic offences and domestic incidents. The case for including non-crime incidents can be reinforced operationally with regard to escalation of DA, particularly towards homicide. Figure 1 comes from an analysis of escalation using five years of data for an entire force using both domestic offences and domestic incidents<sup>18</sup>. Figure 1(a) shows ranked incident severity (1=non-crime incident, 12=murder) and cumulative average severity for a chronic case of DA (female victim aged 48 at first reporting, perpetrator unemployed) which runs until the end of the database extract. The conventional idea of escalation features in the first three years where the cumulative average of severity rises over time. Later in the series a second type of escalation occurs: 999 calls in close succession recorded as non-crime incidents followed by a violent crime. This latter form of escalation has been recognised by the IPCC in their investigations of domestic homicide<sup>19</sup>. Figures 1(b) and (c) are examples of domestic homicide. These

<sup>16</sup> truncated Poisson distribution is used because there are no counts for zero victimisations; the Poisson distribution requires only one parameter,  $\lambda$  (lambda)

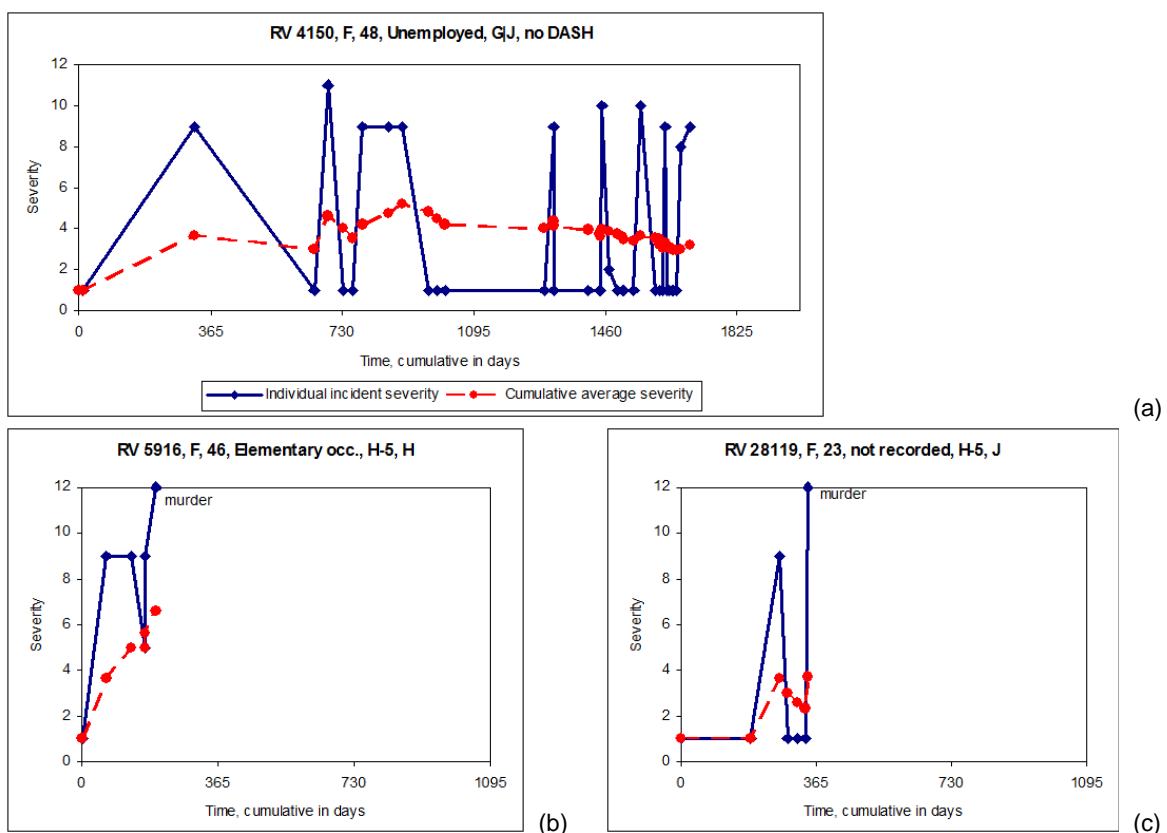
<sup>17</sup> the author's personal preference is to use households, a good proxy is annual council tax counts from ONS

<sup>18</sup> research by Professor Allan Brimicombe

<sup>19</sup> e.g. IPCC (2012) *Christine and Shania Chambers (deceased)*

tend occur over much shorter periods than the type of chronic case shown in Figure 1(a). Figures 1(b) is a conventional escalation, rising in severity over time to murder. Figure 1(c) shows a series of non-crime incidents that are also warnings of imminent escalation, in this case to murder. Thus in DA cases both domestic offences and domestic incidents need to be analysed together for call and dispatch and attending police officers to be alert to both types of escalation. Under the statistical definition of chronic repeat victimisation proposed above, both these victims of homicide would have been referred for multi-agency support before the homicide took place. For the case in Figure 1(c) of a 23 year-old female, for the six occasions the police were called prior to the final murder: the victim herself only called twice (the others were from relatives), overall four different mobile phone numbers were used and four different addresses were given. This victim would not readily have been recognised as a repeat victim, let alone a chronic repeat victim, by call and despatch given the types of approaches currently in use by many forces as described in the HMIC inspection reports<sup>20</sup>.

**Figure 1:** Examples of escalation for chronic and homicide cases of DA.



### Implications for a definition of a 'repeat victim' of domestic abuse

16. In one sense it might be understood that all DA victims who contact the police are already repeat victims. But operationally the police can only respond to what DA has been reported to them and statistics on victims and repeat victims need to be soundly based on what is recorded by the police. The definition should be for a specified time period to avoid the time-window effect, but needs to be rolling in order to properly capture series of events. It should also include both domestic offences and domestic incidents as together they are operationally important to the police and give a more comprehensive picture of DA. The proposed definition for a repeat victim of DA is:

<sup>20</sup> <http://www.hmic.gov.uk/inspections/police-response-to-domestic-violence-and-abuse/>



*A repeat victim of domestic abuse is any individual aged 16 or over who is the aggrieved person of more than one reported crime, attempted crime or non-crime incident of domestic abuse within a rolling 12 month period.*

A further definition of chronic repeat victim of DA is proposed to guide thresholds of intervention that is statistically based on the probability distribution of repeat victimisation.

### **Wider implications for crime statistics in England and Wales**

17. A standard definition of what constitutes a repeat victim of DA coupled with systematic, robust approaches to their identification lends itself to consistent data from which to provide reliable statistics and calculate the incidence and prevalence rates of DA, in relation to the appropriate 'at risk population', that are comparable between forces, even down to district/borough level. The proposal is for two prevalence rates, one for the 'at risk population' in general so it can be compared with the incidence rate and one more narrowly defined for repeat victims of DA where the 'at risk population' is the total number of DA victims. These will all be of interest to policy makers, practitioners, academics, the public and no doubt the media. Consistent data on DA repeat victim nominals should be included in the Police National Database for sharing across forces. Furthermore, statistics on the proportion of notifiable crimes that are DA could also be reported to the Home Office and incorporated into the Office of National Statistics' publications on crime.
18. Repeat victims shoulder a disproportionate number of crimes and incidents with considerable geographical variation in local prevalence rates. The Home Office and the Office of National Statistics should consider collecting and publishing respectively police recorded data on levels of repeat victimisation for all high volume notifiable crimes and anti-social behaviour as this would add greater detail for local geographies than is capable using CSEW.

**Professor Allan Brimicombe, Deputy Chair, Crime Statistics Advisory Committee  
Centre for Geo-Information Studies, University of East London**



**CRIME STATISTICS ADVISORY COMMITTEE****Update from the Re-designation Project for Police Recorded Crime****Purpose**

1. The purpose of this paper is to provide an update of progress on the re-designation project for police recorded crime.

**Action**

2. This paper is primarily for information although comments from the Committee are welcome.

**Background**

3. The re-designation project was established in February 2014 to address 16 requirements set out by the UK Statistics Authority assessment report. The aim is to apply for re-designation by April 2015.
4. Good progress is being made towards the requirements, as set out in Annex 1, which is the latest published update report on this project.
5. The project has a steering group and two working groups which are all active and functioning well. The Chair of the Crime Statistics Advisory Committee sits on the steering group.
6. A phase of stakeholder engagement will begin in November, as outlined in Annex 2. This will take place after an assessment has been carried out within the project as to whether further requirements must be added to the action list following publication of the full HMIC report at the end of October.
7. The purpose of the engagement is to understand more about our users and the impact that the findings of the HMIC inspections has had on meeting their needs. Opportunities will be taken to meet and speak with stakeholders. For example, following a recent meeting with Cat McIntyre at the APCC, we are making arrangements to attend their summit in December 2014.
8. The key risks for this project are summarised below:
  - a) Because statistics are not seen as part of providing a service to the public there is a risk that not all key players (e.g. police forces) are convinced of the need for a statistics badge and hence are not concerned about re-designation.
  - b) There is a risk that the list of requirements to address grows as further reviews are carried out and that the aims of the project are not met in the 18 month timescale originally envisaged.

9. The mitigations for these risks are:

- a) The project engages with the leadership agents, through the steering group and the National Crime Recording Strategic Steering Group (NCRSSG) and through stakeholder engagement. We will take opportunities to explain the importance of the project and how statistics do provide a service.
- b) The project keeps close contact with the UK Statistics Authority to ensure direction is in line with their expectations. Small slippage on the 18 months is not seen as a major concern.
- c) That the list of improvements that could be made to crime statistics will grow is probably inevitable and improvement work will be an on-going feature of the crime statistics unit at ONS. Careful management is needed of what has to be achieved for re-accreditation.

## **Conclusion**

- 10. Good progress is being made by the joint work of ONS, HO, ACPO and HMIC in the re-designation project. The team is not complacent and recognises that the continued support of key players such as the HO, ACPO, HMIC, the College of Policing and Force Crime Registrars is essential. As explained in Annex 2, a phase of stakeholder engagement is due to start in November.

**Roma Chappell**  
**Divisional Director Crime, Regional and Data Access Division**  
**Office for National Statistics**  
**September 2014**

**Action plan to address requirements from UK Statistics Authority assessment – Progress update, July 2014.**

Requirements	Action planned/undertaken
1. Extend the published information about uses of crime statistics and users' needs in relation to the statistics.	Information about the uses of crime statistics has been published in the <a href="#">Quality and Methodology Information report</a> alongside the quarterly crime statistics bulletin on 24 April 2014. This is reviewed every quarter and updated as ONS gathers more information from users about their needs (see 5c and 5d below). The report was last reviewed by the project working group prior to the quarterly crime statistics release on 17 July 2014,
2. Provide more information to users about the nature and extent of changes made to police records, and how to interpret changes in the published crime statistics from one reference period to another.	ONS has worked with the Home Office Statistics Unit to analyse the differences in the volume of offences for previously published periods following routine updates from police forces. A table giving details of updates to police recorded crime data has first been published alongside the <a href="#">quarterly crime statistics bulletin</a> on 24 April 2014, within table QT1a in the Quarterly Data Tables. This has been updated for the crime statistics bulletin published on 17 July 2014 to include information on the extent of the change and the number of forces conducting revisions during the most recent quarter. Information about police recorded crime revisions in the <a href="#">Quality and Methodology Information report</a> has also been reviewed and updated.
3. Publish information about the roles and responsibilities of the departments involved in the production and publication of crime statistics.	Information about the roles and responsibilities of the departments involved in the production and publication of crime statistics has been published in the <a href="#">Quality and Methodology Information report</a> alongside the quarterly crime statistics bulletin on 24 April 2014.
4. Explain more fully how all the administrative data sources are used to produce statistics about crime.	ONS have published further information on the homicide index and sources of fraud data in sections 5.1 and 5.4 respectively of the <a href="#">User Guide to Crime Statistics for England and Wales</a> , released alongside the quarterly crime statistics bulletin published on 17 July 2014.  ONS is working with the Home Office Statistics Unit to provide further information on other sources.

<p>5. a) Publish further detail about the processes used by police forces in updating and submitting data and by the Home Office in validating the data; b) collect information from the Home Office about the quality of the data received from police forces; c) consider the implications of this information for the production of statistics of a quality that meet users' needs; and d) reflect this within the published quality information for users.</p>	<p>ONS has worked with the Home Office Statistics Unit to publish further information on Home Office quality assurance and validation checks. This can be found in section 3.3 of the <a href="#">User Guide to Crime Statistics for England and Wales</a>, released alongside the quarterly crime statistics bulletin published on 17 July 2014.</p> <p>Further information on the processes used by police forces to collate and submit data will be published alongside the quarterly crime statistics bulletin in October 2014.</p> <p>Points c) and d) will be addressed by March 2015 following a user engagement exercise that ONS plans once the results of the HMIC inspection into crime data integrity reports later in 2014.</p>
<p>6. Improve, and make more accessible, information about all aspects of the quality of crime statistics and the impact on their use.</p>	<p>The crime statistics <a href="#">Quality and Methodology Information report</a> was published on the 24 April 2014. This is reviewed every quarter and the most recent update was released alongside the quarterly crime bulletin published on 17 July 2014.</p>
<p>7. a) Keep users informed about the progress of the HMIC audit; b) review published quality information in the light of the findings of the audit; and c) consider whether statistics based on police recorded crime data can be produced to a level of quality that meets users' needs, taking into account information gathered in the course of meeting this report's Requirements.</p>	<p>ONS first included an update on the progress of HMIC inspections in the <a href="#">quarterly crime statistics release</a> published on 24 April 2014 and this is being updated each quarter. The latest bulletin includes an update and a summary of the findings from the HMIC interim report.</p> <p>ONS will address points b) and c) after HMIC have published the full findings of their inspections in autumn 2014.</p>
<p>8. Publish, or clearly link to, information about the changes in the CSEW sample size and response rate over time and the impact of these changes on the quality of the statistics.</p>	<p>ONS have published further information on changes in the CSEW sample sizes in section 2.2 of the <a href="#">User Guide to Crime Statistics for England and Wales</a>. This was released alongside the quarterly crime statistics release published on 24 April 2014.</p>

<p>9. Work with the Home Office to publish information for users about police forces' progress in switching to use of the Data Hub, and the reason why this has taken so long.</p>	<p>The Home Office Statistics Unit will supply quarterly updates to ONS which will be published in section 3.1 of the <a href="#">User Guide to Crime Statistics for England and Wales</a>. The first update was released alongside the quarterly crime statistics release published on 24 April 2014.</p>
<p>10. Review the staffing profile of the crime statistics team with a view to providing assurance that it remains sufficiently resourced.</p>	<p>ONS has carried out a review of resources in the crime statistics team and allocated additional resource to respond to the Authority's requirements from mid-March 2014 onwards.</p>
<p>11. Review the content of statistical reports about crime, taking into account the information gathered in the course of addressing this report's recommendations. In doing this, consider: (a) whether the differences in recording practices across police forces are such that they have an impact on the suitability of presenting statistics at a national level for recorded crime; and (b) the extent of user demand for a measure of reported crime derived from police administrative systems.</p>	<p>ONS will review the evidence from the HMIC Crime Data Integrity inspection which is expected to report later in 2014. As part of its user engagement exercise that will follow the publication of HMIC findings, ONS will seek users' views on both points and expect to publish its findings by March 2015.</p>
<p>12. Publish more detailed contextual information to explain the impact on the published statistics of the full range of possible actions that can be taken by members of the public, police and other organisations following either being a victim of a crime, observing a crime or receiving a report of a crime.</p>	<p>ONS have published further information on the journey taken from a crime first coming to the attention of the police to it being included in police recorded crime statistics. This was published in section 3.2 of the <a href="#">User Guide to Crime Statistics for England and Wales</a> on 17 July 2014.</p> <p>More explanation of the crime recording process based on extracts from the HMIC interim report have also been published in section 3.2 of the <a href="#">User Guide to Crime Statistics for England and Wales</a> on 17 July 2014.</p>

<p>13. Improve the accessibility of the crime statistics on the ONS website and publish information about the relationship between the crime statistics and other related statistics produced across the criminal justice system.</p>	<p>ONS have improved the accessibility of the crime statistics on the ONS website, for example adding more signposting and links to key outputs on the <a href="#">Crime and Justice theme page</a>.</p> <p>ONS has also produced the '<a href="#">Guide to Finding Crime Statistics</a>', a tool to help guide users through the range of crime and criminal justice statistics produced by ONS and other government departments. This was published in March 2014 on the ONS website.</p> <p>ONS will continue to monitor use of the website and seek users' views on possible future enhancements.</p>
<p>14. Provide guidance about the uses and purposes of the various statistics available about crime based on police data, and explain the distinct purpose of ONS statistics based on police recorded crime data.</p>	<p>ONS have published further information on the published sources of police recorded crime in section 3.7 of the <a href="#">User Guide to Crime Statistics for England and Wales</a> alongside the quarterly crime statistics release on 17 July 2014.</p>
<p>15. Ensure that pre-release access for Crime is only granted where absolutely necessary.</p>	<p>The ONS has carried out a corporate review to minimise pre-release access. As a result there has been a substantial reduction in the number of people granted pre-release access to ONS crime statistics with effect from the quarterly crime statistics bulletin published on 17 July 2014.</p>
<p>16. Add the Homicide Index dataset to the Statement of Administrative Sources and include in the Statement information about the arrangements for auditing the quality of all the administrative data used to produce statistics about crime.</p>	<p>ONS has made arrangements for the Homicide Index dataset to be added to the Statement of Administrative Sources. The update will take effect when the Statement of Administrative Sources is updated again in September 2014.</p> <p>The second part of the requirement will be addressed through work being carried out on requirement 4.</p>



### Re-designation project – user engagement exercise

#### November 2014

Several of the re-designation project requirements refer to improving understanding of user needs:

- Requirement 1 – Extend the published information about uses of crime statistics and users' needs in relation to the statistics
- Requirement 5c – Consider the implications of information gathered in 5a (publish further detail about the processes used by police forces in updating and submitting data and by the Home Office in validating the data) and 5b (collect information from the Home Office about the quality of the data received from police forces) for the production of statistics of a quality that meet users' needs
- Requirement 7c – Consider whether statistics based on police recorded crime data can be produced to a level of quality that meets users' needs, taking into account information gathered in the course of meeting this report's Requirements
- Requirement 11 – Review the content of statistical reports about crime, taking into account the information gathered in the course of addressing this report's recommendations.

In November 2014, the Office for National Statistics (ONS) will launch a user engagement exercise to help expand our knowledge in relation to these requirements. In particular, the objectives of the exercise are to:

- Improve our understanding of **who** the users of crime statistics are;
- Improve our understanding of what the statistics are **used for**;
- Seek views on whether police recorded crime statistics are **meeting users' needs** in light of the findings from the HMIC national inspection, in particular the impact of possible variation in quality of recording on **their use of** the statistics.

Users of crime statistics form a diverse group. This exercise will be addressed by engaging with a wide range of crime statistics users, focusing on those that fall into one of three user types:

- Group A – This group of expert users consists of those that already work closely with ONS and whose needs and uses of the statistics are generally better known, such as government departments, police forces, the Association of Chief Police Officers (ACPO) and Her Majesty's Inspectorate of Constabulary.
- Group B – Those users that ONS have less regular engagement with through general business as usual activities, and for which their uses and needs for crime statistics are less well known. This includes the voluntary sector and local authorities.

- Group C – Occasional users of the ONS crime statistics. This includes interested members of the public or those undertaking a specific piece of related research who have previously contacted us with specific requests or questions about the data.

The approaches taken to better understand these users and how the impact of the HMIC audit results have affected whether their needs are still met will be addressed in differing ways:

<b>User Group</b>	<b>Approach</b>
A	Standard paper questionnaire distributed via email
B	Bespoke 1-to-1 audio or face-to-face interviews
C	Short consultation survey published on ONS website and emailed to past users. Links will also be circulated to established user groups.

This approach to the user engagement exercise will be shared with the Best Practice Team (National Statistician's Office) and the UKSA Monitoring and Assessment Team for comment.

The questions to be asked of each group will be circulated at a later date. In the meantime, ONS welcomes comment from the working group on the above overall approach to the exercise.

**CRIME STATISTICS ADVISORY COMMITTEE****Annual Report 2013/14****Purpose**

1. The purpose of this paper is to present to the Committee a draft of their Annual Report 2013/14 for consideration.

**Action**

2. The Committee is invited to consider and comment on the current draft Annual Report 2013/14.

**Background**

3. The Committee's terms of reference state that it shall "Provide a report on the work of the Committee to the Home Secretary for her consideration on a financial year, public basis". The attached draft Report (Annex 1) is the third such report for the period ending 31 March 2014. It sets out a high-level overview of the Committee's creation, membership, purpose, successful business in 2013/14 and future plans.
4. Members are asked to comment on the draft Report. In particular, if there are any significant omissions for the period 2013/14. The Secretariat has asked that drafting comments are submitted separately in writing by close on Friday 10 October 2014. Please note that the Chair's foreword will be finalised once the content of the Report has been agreed by the Committee.
5. It is intended to submit the Annual Report to the Home Secretary under cover of a letter from the Chair by the end of October 2014. It will simultaneously be published on the Committee's web pages. There are no plans to produce hard copies.



# **THE CRIME STATISTICS ADVISORY COMMITTEE**

## **ANNUAL REPORT 2013/14**

## **CHAIR'S FOREWORD**

**<to be included once content has been finalized>**

## 1.1 ESTABLISHMENT AND MEMBERSHIP

The Crime Statistics Advisory Committee (the Committee) was established through the National Statistician's *Review of Crime Statistics in England and Wales* which was published on 6 June 2011<sup>1</sup>. The Committee is comprised of a mix of officials from government departments, representatives from key stakeholder organisations, and a majority of 'non-executive' members representing academia, users, and other stakeholders and interested parties. Members of the Committee are subject to a [Code of Practice](#).

The Chair of the Committee is Professor Stephen Shute, who was appointed to that role in December 2011 following an open competition.

The other non-executive members were also appointed through open competition. During 2013/14 they were:

- Professor Allan Brimicombe;
- Ms Giselle Cory (until November 2013);
- Mr Junaid Gharda;
- Professor Mike Hough;
- Professor Mike Levi;
- Professor Chris Lewis;
- Ms Patricia Mayhew OBE.

The Committee has seven permanent members. During 2013/14 they were:

- David Blunt – Head of Profession for Statistics at the Home Office;
- Roma Chappell - Director responsible for crime statistics at the Office for National Statistics (since August 2013);
- Tricia Dodd – Director responsible for crime statistics at the Office for National Statistics (until July 2013);
- Mike Elkin - Head of Profession for Statistics at the Ministry of Justice;
- Jeff Farrar – National Policing Lead for Crime Statistics;
- Glyn Jones – Chief Statistician at Welsh Government;
- Diana Luchford - Director for Crime at the Home Office ( since January 2014);
- Jae Samant – Director for Crime at the Home Office (until July 2013);
- Tom Winsor – Her Majesty's Chief Inspector of Constabulary.

In addition, the Committee also has two ex-officio members. During 2013/14 they were:

Steve Bond – National Crime Registrar, Home Office;  
Dame Jill Matheson – National Statistician.

Further details of all current members can be found on the Committee membership page, see link, [Crime Statistics Advisory Committee Membership](#).

## 1.2 FUNCTIONS AND SCOPE

The Committee functions as a strategic, high-level advisory body offering independent advice to the Home Secretary, the Office for National Statistics (ONS), and Her Majesty's Inspectorate of Constabulary (HMIC) on matters related to the measurement of crime and the collection and presentation of crime data for England and Wales. It advises on

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<sup>1</sup> <http://www.statisticsauthority.gov.uk/national-statistician/ns-reports--reviews-and-guidance/national-statistician-s-reviews/national-statistician-s-review-of-crime-statistics.html>.

how best to ensure that official statistics on crime for England and Wales are accurate, clearly presented, comprehensive, transparent, and trustworthy, taking account of the needs of users and providers.

In carrying out its functions, the Committee has due regard to the needs of users and providers of data; the Code of Practice for Official Statistics; the legal framework in which the Committee operates; the wider affordability of proposals for change; burden or bureaucracy in respect of Police Recorded Crime and on the public who provide survey data; and international developments and obligations.

The Committee's [Terms of Reference](#) were established in December 2011. They include information on the role of the Committee, its principles and procedures, frequency of meetings, and current membership. The Committee has also established a web presence which includes a section on correspondence.<sup>2</sup>

## **ENGAGEMENT WITH POLICE AND CRIME COMMISSIONERS**

Throughout the period of this Report the Committee has continued to engage with Police and Crime Commissioners (PCCs) to provide advice on the use and interpretation of statistics. In May 2013 the Committee published guidance to support the work of the PCCs and their teams. The guidance includes:

- an overview of crime and policing statistics and advice for using these data publicly, aimed specifically at PCCs and their national body, the Association of Police and Crime Commissioners (APCC);
- detailed technical descriptions and advice on the use, management and collection of crime statistics, for analysts working with PCCs;
- advice on presenting and reporting crime statistics, targeted at PCCs media and communication teams.

In addition to the guidance the Committee's Chair, Stephen Shute, attended the APCC quarterly meeting in March 2014 to present to the group an overview of the Committee and its work to-date. This was well received and is to be repeated on an annual basis.

## **HMIC INSPECTION PROGRAMME**

One of the Committee's strategic functions is to provide advice to Her Majesty's Inspectorate of Constabulary (HMIC) on matters related to the measurement of crime and the collection and presentation of crime data for England and Wales. Throughout the period of this report, the Committee considered and provided advice on HMIC's Inspection Programmes. This support also included two members of the Committee joining a working group to contribute to the development of HMIC's Crime Data Integrity Inspection. The Committee's Chair, Professor Stephen Shute, has also been made a member of HMIC's newly created advisory board.

## **DIVERGENCE BETWEEN CSEW AND PRC**

It has long been recognised that there is a divergence between the Crime Survey for England and Wales (CSEW) and Police Recorded Crime (PRC) data. In September 2013

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<sup>2</sup> <http://www.statisticsauthority.gov.uk/national-statistician/ns-reports--reviews-and-guidance/national-statistician-s- advisory-committees/crime-statistics-advisory-committee.html>.

the Committee considered a paper which presented analysis of crime trends. Following discussion the Home Office were commissioned to consider in more depth the reasons for the divergence between CSEW and PRC.

On 27 January 2014 the committee organised a workshop at the Royal Statistical Society, bringing together experts from ONS, the Home Office, Force Crime and Incident registrars, academics and other interested parties. Attendees considered three key questions; is divergence a concern? what is contributing to the divergence? and is there additional evidence that needs to be considered? Responses from workshop attendees were split into three topics; issues with police recorded crime, issues with the crime survey, and general 'divergence' issues. A paper is to be presented to the Committee at its meeting in May 2014 with any future work needed being fed into the 2014/15 work programme.

## **THE PUBLIC ADMINISTRATION SELECT COMMITTEE INQUIRY ON CRIME STATISTICS**

In October 2013, the Public Administration Select Committee (PASC) launched a study on crime statistics. This was part of a series of studies on statistics first announced in June 2012<sup>3</sup>. The Committee provided written evidence to PASC and, in December 2013, the Chair and a non-executive member of the Committee provided oral evidence. A report from PASC was published in early April 2014 and any actions that relate to the Committee will be included in the 2014/15 work programme.

## **REDESIGNATION OF PRC**

One of the key aims of the Committee is to provide advice and support to producers of crime data to ensure that the information being published is accurate and trustworthy.

In January 2014 the UK Statistics Authority withdrew the National Statistics designation for Police Recorded Crime (PRC) statistics following the re-assessment of the crime statistics published by ONS. The Committee held an extraordinary meeting in March 2014 to consider proposals for a project led by ONS to re-establish the National Statistics badge for PRC. The proposals recommended the establishment of a high level strategic board to oversee the process, which will include the Chair of CSAC. The Committee agreed to this proposal and will receive reports from the project at all its meetings until re-designation is achieved. Any specific actions for the Committee will be built into its' 2014/15 work programme.

## **FRAUD AND CYBERCRIME**

As part of the National Statistician's Review of Crime Statistics for England and Wales it was recognised that there were significant gaps in the available statistics for fraud and cybercrime. Although some progress has been made over the past few years, the Committee were asked to consider additional measures being considered by the ONS. As a result of comments from the Committee in July 2013, ONS published an analysis alongside the statistics for Crime in England and Wales for the year ending March 2013.

The Committee has continued to consider improvements in this area at both its September and December meeting with a paper being released by ONS in January 2014 which sets out the current coverage of crime statistics including issues and planned

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<sup>3</sup> <http://www.parliament.uk/business/committees/committees-a-z/commons-select/public-administration-select-committee/inquiries/parliament-2010/statistics/>



improvements for cybercrime<sup>4</sup>. The improvement of statistics on fraud and cybercrime will continue to be considered in the 2014/15 work programme.

## **REDUCING BURDEN**

The Committee is committed to supporting changes which will reduce burden. At the meeting in September 2013 a proposal to introduce guidance to assist forces on what constitutes Additional Verifiable Information was approved. This recommendation saw the introduction of a 'Practitioners Guide to Additional Verifiable Information' which is to be adopted across all forces. The Chair informed the Home Secretary of this decision, see [correspondence](#).

As part of its business the Committee is committed to provide advice to the Home Office on any potential changes to the Notifiable Offences List (NOL). Throughout the period of this report the committee has considered proposals to change the NOL and in September 2013 approved a change in threshold that governs the process of adding offences to the NOL. It was agreed that going forward, only new Indictable Only (IO) offences should automatically be added to the NOL and the addition of any other new offences should be assessed on a case by case basis. Also under consideration is a weeding exercise to remove offences that have not been used over the last two years. This work is on-going.

In the autumn of 2013, the Committee established a task and finish group to consider a proposal to review the Notifiable Offence Data Collection. The group provided an initial report to the Committee in December but due to other emerging priorities any further work is currently on hold.

## **FORWARD LOOK 2014/15**

Following the report from PASC, it has been agreed that the Committee will carry out a self review in the autumn 2014. This review may affect the future priorities for the Committee for the rest of 2014/15 set out below

During 2014/15 the Committee plans to:

- Conduct a self review at its workshop in autumn 2014 which will shape the future work on the Committee;
- Continue to look for ways to improve the presentation of crime statistics to ensure that users and the public have a clearer understanding of the overall picture of crime. This will include the continuing development of the presentation of fraud and cybercrime statistics;
- Continue to work with relevant parties to develop proposals for further reductions in existing bureaucracy and data burden;
- Support the work of the Police and Crime Commissioners through attendance at one of their quarterly meetings per year;
- Support and provide guidance on the work of HMIC's Inspection Programme;
- Provide advice to the ONS project for the re-designation of police recorded crime data;

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<sup>4</sup> <http://www.ons.gov.uk/ons/guide-method/method-quality/specific/crime-statistics-methodology/methodological-notes/index.html>

As was noted in the Committee's previous Annual Reports, the Work Programme is dependent on relevant resources being identified in government and beyond. Due regard will also be given to the demands upon the police service. In everything it does, the Committee is conscious that all resources are used to best purpose. The Committee strives to advise on priorities in a timely and informed way that facilitates the delivery of its Work Programme

## CRIME STATISTICS ADVISORY COMMITTEE

### Report of National Crime Registrar

#### Purpose

1. This paper is the regular report to the Committee from the National Crime Registrar. In accordance with the Committee's terms of reference, these reports are intended to either outline any proposed changes to the Home Office Counting Rules (HOCR) in detail or, where there is no need to do so, to advise accordingly.

#### Action

2. The Committee is invited to note the contents of this paper

#### Background

3. As set out in the Committee's terms of reference, the National Crime Registrar (NCR) has delegated authority to determine as an ex officio member whether changes proposed to the HOCR or the National Crime Recording Standard (NCRS) require referral to it for consideration prior to implementation.

#### Crime Recording Strategic Steering Group

4. The National Crime Recording Strategic Steering group (NCRSSG) has met once since the last meeting of the committee, in June. This was the first meeting under the revised terms of reference to allow the SSG to take oversight of Home Office actions in relation to the ONS re-designation project some of which may continue after re-assessment. This work includes:
  - a. Highlighting and investigating anomalies of crime recording in force figures
  - b. Highlighting discrepancies in practices between forces and seeking to challenge force practices (e.g rape no crime discrepancies)
  - c. Commissioning work to understand the role and responsibilities of FCRs in each police force.
  - d. Developing best practice for the role and responsibilities
  - e. Overseeing the development of training for FCRs
  - f. Overseeing the content of each year's FCR conference
  - g. Improving the communication of HOCR guidance (e.g develop top level and detailed guidance)
  - h. Interpreting the results of the HMIC audits and turning these into improved guidance and best practice.
  - i. Leading work to revise and improve the police recorded crime data quality audit manual.

The SSG agreed the proposal to include the above work strands within their remit.

### **Disaggregation of “No Crimes” Data**

5. No Crimes are recorded crimes that, after further investigation, are cancelled and removed from the statistical count of police recorded crime. The Home Office Counting Rules (HOCR) set out a range of circumstances by which a previously recorded crime may be cancelled or “no crimed”. These are summarised as:

No Crime Rule A – transfer to other force

No Crime Rule B – additional verifiable information

No Crime Rule C – duplicate/continuing offence

No Crime Rule D – recorded in error

No Crime Rule E – assault self-defence

6. Currently the statistical count of no crimes takes the form of an overall total. The absence of data on the reasons why crimes are subsequently “no crimed” has been raised as a barrier to transparency and in particular the understanding of the total numbers of crime allegations where the police are subsequently able to determine that, despite the victims claim, no crime has actually happened. This has particular relevance to the more serious crime types such as rape. To overcome this we are currently consulting forces on the introduction of a disaggregated count (effective from April 2015) of all no crimes. The NCRSSG agreed the proposal and early indications are that we will adopt this collection. This will, in due course, allow for a much greater level of transparency in the statistical data that is published.

### **Domestic Abuse Data**

7. As endorsed by the committee at the last meeting plans are well advanced to introduce significant improvements in the data available from the police recording of crimes and incidents relating to domestic abuse. Following the HMIC report earlier this year and building on work that was already well in hand the Home Office are close to agreement that a mandatory “flag” will be applied to all DA related crimes from April 2015 with an associated record level data return. Additionally plans for options to develop an additional “flag” to identify and count those DA crimes involving a repeat victim are progressing. It is planned to have this repeat identifier as subject of a voluntary arrangement in 2015/16 prior to it becoming mandatory in 2016/17.
8. The Home Office are working closely with forces to agree a workable definition of a repeat report of crime for this purpose that both delivers the richest data possible and minimises the burden this may place on forces and that can be achieved within the constraints of current systems. This is expected to be finalised by the end of October 2014. This work includes consideration of the time span within which a repeat should be counted and also to ensure that repeat victims include those who may move from one abusive relationship to another.

9. This work also includes the establishment of a monthly mandatory return of the numbers of incidents (those falling short of notifiable crime) relating to DA to be in place by April 2015 and aligned to the current nationally agreed definition.
10. A further update will be provided to the committee about this work once finalised, either at the next scheduled meeting or in advance by correspondence.

### **Vision Statement for Crime Recording**

11. The Home Office Counting Rules (HOCR) have for many years included a brief statement of purpose. At the June 2014 meeting of the National Crime Recording Strategic Steering Group (SSG) it was identified that, following all of the activity relating to police crime recording, an improved statement of purpose was needed along with a clear vision outlining the aims and objectives.
12. The new statement is intended to serve as an overarching document that can sit within the HOCR and also be used by stakeholders to explain both why ethical and accurate crime recording is important and how the data that results can best serve users. The statement (which is attached as Annex 1) has been widely consulted on with stakeholders including the national policing lead, HMIC and the ONS. This statement is fully endorsed by the Chief Constable Farrar. The existing HOCR statement of purpose is provided at Annex 2 for reference.

**Steve Bond**  
**National Crime Registrar**  
**September 2014**

## Vision and Mission statements for Crime Recording (NCRS & HOCR)

**Vision:** That the police forces in England and Wales have the best crime recording system in the world: one that is consistently applied, delivers trusted and accurate statistics and has public confidence and the needs of victims at its core.

**Statement of Purpose:** Crime is recorded by the police and others to:

- ensure that victims of crime receive the service they expect and deserve;
- prioritise effective investigation and finalisation of crime in keeping with national standards and the Policing Code of Ethics;
- inform the public of the scale, scope and risk of crime in their local communities;
- allow PCCs, Forces and local partners to build intelligence on crime and criminal behaviour necessary for an efficient and effective response;
- enable Government, PCCs, Forces and their partners to understand the totality of demand and the associated costs of service delivery; and
- inform the development of Government policy to reduce crime and to establish whether those policies are effective.

The importance of these objectives, and in particular the need for the public and victims of crime to have confidence in the response of the police when they report a crime, makes it imperative that crimes are recorded consistently and accurately.

**Policing Values:** The police service “Code of Ethics” set out nine explicit values that are intended to ensure standards of professional behaviour for both police officers and police staff:

- |                  |               |                |
|------------------|---------------|----------------|
| • Accountability | • Integrity   | • Openness     |
| • Fairness       | • Leadership  | • Respect      |
| • Honesty        | • Objectivity | • Selflessness |

These values underpin all policing functions and in respect of personal conduct require all persons working for the police service to “behave in a manner, whether on or off duty, which does not bring discredit on the police service or undermine public confidence in policing” (See Code 9 – Conduct). The Code explicitly states that complying with the National Crime Recording Standard (NCRS) is an example of meeting the standards.

Current HOCR Statement of Purpose

## **Statement of Purpose**

Crime is recorded by the police and others to assist:

- Both central and local Government to establish whether their policies are effective in driving down crime, and to gain understanding of the relative performance of policing and criminal justice providers within England and Wales;
- The public in making informed decisions about the risk of crime to themselves as individuals and to allow judgements on how effective Government and police have been in tackling crime; and
- In providing police and their partners with data, which informs the targeted use of resources and allows the relative effectiveness of different methodologies to be established.

As can be seen, this is a tripartite relationship where no individual stakeholder need is given greater credence than another.

However, it is unlikely for a variety of reasons that Recorded Crime Statistics will ever give a full picture of crime. It is, therefore, important to emphasise that Government, and the police generally consider Crime Statistics in conjunction with Crime Survey for England and Wales data and other sources, in order to achieve the aims stated above.