

CRIME STATISTICS ADVISORY COMMITTEE

AGENDA

Thursday 27 September 2012, from 14:30 until 16:30

Room 2, Lower Ground Floor, Ministry of Justice, 102 Petty France, SW1H 9AJ

Agenda Item No.	Timings	Order of Business			
PRE-MEETING at 14:00 - Refreshments and demonstration of iQuanta					
1	14:30 – 14:40	Welcome		<i>Welcome and announcements</i> <ul style="list-style-type: none"> • Stephen Shute 	
2	14:40 – 14:45	Minutes/Actions	CSAC(12)06	<i>Matters arising</i> <ul style="list-style-type: none"> • Philippa Brimicombe, NSO 	
3.	14:45 – 15:00	For discussion	CSAC(12)07	<i>Plans on making the iQuanta system available to the public</i> <ul style="list-style-type: none"> • Amanda White / Jennifer Parfremment- Hopkins , HO 	
4.	15:00 – 15:25		CSAC(12)08	<i>Update on proposed changes to the presentation of classifications used in crime statistics</i> <ul style="list-style-type: none"> • John Flatley, ONS 	
5	15:25 - 15:35		Oral Report	<i>Report on the initial findings from HMIC's work programme of audits</i> <ul style="list-style-type: none"> • Vic Towell, HMIC 	
6	15:35 -15:50			<i>Relationship between Crime Trends, Measured by the Crime Survey for England and Wales and the Police Recorded Crime Series</i> <ul style="list-style-type: none"> • John Flatley, ONS 	
7	15:50 – 16:10		CSAC(12)10	<i>Guidance to newly elected Police Crime Commissioners</i> <ul style="list-style-type: none"> • David Blunt, HO 	
8.	16:10 – 16:20		Oral report	<i>Crime Statistics Advisory Committee Workshop – 21 November 2012</i> <ul style="list-style-type: none"> • Stephen Shute 	
9	16:20 – 16.30		Any other business		<ul style="list-style-type: none"> • 2013 meeting dates <ul style="list-style-type: none"> ○ 23Jan ○ 8 May ○ 19 September
			For information	CSAC(12)11	<i>National Crime Registrar's Report</i>

Attendees

Professor Stephen Shute (Chair)	University of Sussex
DCC Francis Hapgood	Association of Chief Police Officers
Victor Towell	H M Inspectorate of Constabulary
Lawrence Morris	H M Inspectorate of Constabulary
David Blunt	Home Office
Jaee Samant	Home Office
Jennifer Parfremment-Hopkins (iQuanta only)	Home Office
Amanda White (iQuanta only)	Home Office
John Marias	Ministry of Justice
Professor Allan J Brimicombe	University of East London
Giselle Cory	Victim Support
Professor Chris G Lewis	University of Portsmouth
Steve Bond	National Crime Register, Home Office
Michael Levi	Professor of Criminology, Cardiff University
Christine Lawrie	Former Chief Exec, Probation Association
Patricia Mayhew	Independent Criminological consultant
Mike Hough	Institute for Criminal Policy Research, School of Law, Birbeck
Tricia Dodd	Office for National Statistics
John Flatley	Office for National Statistics
Jenny Bradley (Item 3 only)	Office for National Statistics
Jil Matheson	National Statistician
Philippa Brimicombe (Secretariat)	National Statistician's Office
Laura Harris (Note taker)	National Statistician's Office

**MINUTES AND ACTIONS OF
CRIME STATISTICS ADVISORY COMMITTEE
MEETING ON 27 SEPTEMBER 2012**

Room 2, Lower Ground Floor, Ministry of Justice, 102 Petty France, SW1H 9AJ

CHAIR

Professor Stephen Shute University of Sussex

MEMBERS PRESENT

David Blunt	Home Office
Steve Bond	Home Office
Professor Allan Brimicombe	University of East London
Giselle Cory	Victim Support
Christine Lawrie	Former Chief Executive, Probation Association
Professor Mike Levi	Cardiff University
Professor Chris G Lewis	University of Portsmouth
Patricia Mayhew	Independent Criminological Consultant
Professor Mike Hough	Institute for Criminal Policy Research, School of Law, Birkbeck

ADDITIONAL ATTENDEES

Tricia Dodd	Office for National Statistics (for Guy Goodwin)
John Flatley	Office for National Statistics (agenda items 4&6)
Lawrence Morris	Her Majesty's Inspectorate of Constabulary (for Sir Denis O'Connor/Vic Towell)
Mike Warren	Home Office (for Jae Samant)
Jennifer Parfremment-Hopkins	Home Office (iQuanta presentation and agenda item 3)
Andy Feist	Home Office (iQuanta presentation and agenda item 3)

SECRETARIAT

Philippa Brimicombe	National Statistician's Office
Laura Harris	National Statistician's Office

APOLOGIES

Guy Goodwin	Office for National Statistics
Jil Matheson	National Statistician
Kate Chamberlain	Welsh Government
Victor Towell	Her Majesty's Inspectorate of Constabulary
Jae Samant	Home Office

1.0 Welcome

- 1.1 The Chair welcomed everyone to the meeting. He reiterated his thanks to Sir Denis O'Connor as he has now retired. Tom Winsor has been appointed as HM Chief Inspector of Constabulary and will take up post on 1 October 2012. The Chair has formally written to the new HMCI welcoming him to the Committee. He is expected to attend the next meeting in January 2013.
- 1.2 The Chair noted that the content on the Committee's webpages is increasing. The secretariat has arranged for the pages to be redesigned and they are now live.

1.3 The Chair announced that the National Statistician will become an ex-officio member of the Committee. The Committee now has 7 permanent members, 8 non-executive members and 3 ex-officio members.

2.0 Plans on making the iQuanta system available to the public – CSAC(12)07

2.1 Jennifer Parfremment-Hopkins introduced the paper and pointed out that there is strong ministerial support for this initiative as it is fundamental to gaining public trust, ensuring coherence and is in line with the Government's transparency agenda. She explained that it is hoped this tool will provide the public with a greater insight into crime statistics and improve local accountability. It was stressed that the website was still under development and more work will be conducted before the official launch.

2.2 It was noted that the overall purpose of this tool is to enable the public to compare crime levels in their area with other locations by entering a postcode into the website i.e. the area of residence. The data will mainly be displayed in graphs and charts though there will be accompanying text to aid public understanding.

2.3 The development was strongly welcomed by the Committee and the following points for additional consideration before the launch were made during the discussion:

- the methodology used for the "Most Similar Groups" of Police Forces needs to be explained in more detail for expert practitioners;
- the tool is very chart centric, therefore explanations are needed throughout the website and they should be clear and easy to understand;
- the limitations of the tool should be made clear;
- a clear statement should be added to the website which details what crimes are covered and, more importantly, what crimes are not covered;
- a soft media launch was suggested in order to capture the imagination of the public;
- further consideration should be given on a facility to allow users to create their own "Most Similar Groups" of Police Forces;
- the tool does not reference other sources of crime statistics;
- definition of crimes should be included;
- context of information is important and should be considered;
- it would be good to measure the traffic to this website.

2.4 In response to those comments, it was explained that some of the current system restrictions were down to time constraints. Home Office would like to improve the website further over time to include some of the Committee's suggestions. The Committee agreed that it would be beneficial to gauge public perception before taking further at the present time. The Chair concluded by acknowledging the high level of interest and asked that the Committee revisits the matter at its next meeting.

ACTION 1: Secretariat to add to the agenda for January's meeting.

3.0 Update on proposed changes to the presentation of classifications used in crime statistics – CSAC(12)08

3.1 Jenny Bradley introduced this paper by explaining that the work on obtaining feedback around the proposed changes through focus groups was very successful. It was noted that on the whole the proposed changes had been well received though there is still some concern over the 'non-victim based' category. Although alternative suggestions have been made, these were not deemed as totally representative of the types of crimes that could be categorised here and it was agreed that further consultation is required with a wider stakeholder community.

3.2 The following points were made in discussion:-

- it is important to bear in mind the impact changes would have on downstream outputs in the criminal justice system for the Ministry of Justice(MOJ) such as resource, timing and handling;
- HMIC voiced their strong support for the crime tree map currently in use on their site as it is working, simple to use and logical;
- careful consideration is required not to confuse and cause ambiguity;
- changes made would need to be joined up with other sources i.e. police.co.uk;
- it was important to note that guidelines for consultation periods had changed and were now more proportional to what is being consulted on.

3.3 The Committee was content for this to move forward and it will be revisited at the next meeting.

ACTION 2: Secretariat to add to the agenda for January's meeting.

4.0 Report on the initial findings from HMIC's work programme of audits

4.1 Lawrence Morris provided the Committee with an oral update on the progress of HMIC's work programme of audits. He highlighted some of the issues that were encountered with some forces. The following concerns were noted:-

- the category 'serious offences' was not comparable between forces but there was recognition that often the methodology differed across forces;
- anomalies were also found in how offences were reported i.e. some offences were not recorded if no further action had been taken.

4.2 Lawrence advised that HMIC have visited these forces and are working with them to address such issues. He advised the Committee that the actual findings from the Audit would not be

available until the end of November. A report on each force will be produced and an overall summary report published. It was agreed to revisit this topic at the January meeting.

ACTION 3: Secretariat to add to the agenda for January's meeting.

5.0 Relationship between crime trends as measured by the Crime Survey for England and Wales (CSEW) and the Police Recorded Crime Series (PRC)

- 5.1 The Committee discussed the apparent differences between the CSEW and PRC and the possible reasons behind them. It was agreed that ONS and HMIC should collaborate to work through the issues and the Committee will revisit the topic at the January meeting.

ACTION 4: Secretariat to add to the agenda for January's meeting.

6.0 Guidance to newly elected Police Crime Commissioners – CSAC(12)10

- 6.1 David Blunt presented this paper which had originated from a meeting that he had with the ACPO lead on statistics. He explained that Police & Crime Commissioners (PCCs) will want to use data to inform their direction of the police and to promote their time in office. It was therefore important they are informed of the correct procedures to follow when using, analysing, interpreting and publicly using that data. In addition PCCs should be made aware of the importance of trust placed on crime statistics and ensure steps are taken to maintain this. The Home Office is keen to collaborate with relevant parties to ensure the PCCs are supported in the area of statistics. David asked the Committee for comments and for their agreement that the Chair will write to all PCCs to stress the importance of the correct use of statistics and to support the idea of workshops for their analysts.
- 6.2 The Committee agreed it would be beneficial to provide guidance and that it should also stress the importance of recording crime. It was commented that this guidance would also apply to the election period as potential candidates could be using statistics. The Chair agreed to write to all PCC candidates issuing relevant guidance before the election period.
- 6.3 The Committee will review the need for further guidance and for a PCC representative to be invited to join the Committee at its next meeting.

ACTION 5: Chair to send a letter to all PCC candidates.

ACTION 6: Committee to review the need for further guidance and for a PCC representative to join the Committee. Secretariat to add to the agenda for January's meeting.

7.0 Crime Statistics Advisory Committee Workshop – 21 November 2012

- 7.1 Members were invited to suggest ideas to cover at the forthcoming workshop. The following ideas emerged during discussion :-
- e-crime and fraud;
 - a session with police officers who conduct neighbourhood policing and response policing etc to gain an understanding of why crime is perceived to be disproportionately challenging/onerous. This could lead to a discussion of whether members agree/disagree and to what extent;

- the balance between the crime-counting core of the CSEW and other crime-related functions that it serves;
- the future shape of the CSEW - There is a requirement that it continues to provide crime-related information that helps to explain and contextualise trends and to be a research survey as well as a form of social indicator. In relation to this, the Committee should monitor the delivery of a research programme into the improvement of crime statistics according to demand and resource availability but also consider other research proposals on improvements to the coverage and/or methodology of crime statistics and recommend change;
- exploration of the 'practitioners view of crime recording' - possibly something from victims and officers about bureaucracy and citizen focus;
- public facing data review with views to improve e.g. Home Office/ONS data, mypolice, public facing iQuanta. Are the formats, definitions consistent etc?
- consider our remit to ensure statistics are "transparent and trustworthy" in relation to public confidence. Alongside improvements in technical presentation what could we do to increase public respect for, and confidence in, the statistics now being produced by ONS?

7.2 The Chair said that there was a good mix of topics and that he would try to incorporate as many of them as possible. He added that it was unlikely there would be time to cover them all.

7.3 There was a consensus that it would be beneficial to invite police officers and police analysts. Francis Hapgood advised that the police service has a High Potential Development Scheme and a selection of police officers from this scheme could be useful.

ACTION 7: Secretariat to arrange for police officers and analysts to be invited to the workshop in November.

8.0 Any other business

8.1 The Chair drew member's attention to National Crime Registrar's Report which on this occasion is for information only. The Committee made no comments on that report.

8.2 The Committee discussed timings of future meetings. It decided that it would be more beneficial to hold meetings in December rather than January. It was agreed that it was not feasible to move the meeting in January 2013 but that in future meetings should be held in December, May and September.

8.3 It was noted that the Home Office have agreed to provide the venue for the meeting in May 2013.

ACTION 8: Secretariat to liaise with the Home Office to secure a room for the meeting in May 2013.

CRIME STATISTICS ADVISORY COMMITTEE

Introduction of public facing version of iQuanta

Purpose

1. The purpose of this paper is to share with the Committee plans for the introduction of a public-facing version of iQuanta.

Action

2. The Committee is invited to:

Note the contents of this paper.

Background

3. iQuanta is a web-based interactive database which provides crime and policing data to operational staff in police forces, police authorities, community safety partnerships, the Home Office and HMIC. Access to the system is currently via a password protected website and is limited to professional analysts. iQuanta enables local areas to be given access to real time, monthly performance monitoring data in a way that allows them to create tailored, locally specific analyses, from fourteen data feeds. A key feature of iQuanta is that it allows local areas to accurately and consistently compare trends in crime (and other policing data) using 'Most Similar Groups' at force and Community Safety Partnership (CSP) level. See Annex A for information on Most Similar Groups.
4. The Home Office plans to launch a simplified, public facing version of iQuanta by late September/early October 2012. This will give the public the ability to compare crime levels in their area with other similar areas using the Most Similar Groups.
5. Proposals for introducing a public facing version of iQuanta have strong Ministerial support and are in line with the Government's commitment to transparency and accountability. Research conducted into the public's use of crime data hosted on police.uk revealed an appetite for more information on comparisons between areas and trends over time. Providing information in this way will help further engage the public in local police and crime issues and will provide them with information to hold forces and PCCs to account. We would expect that public-facing iQuanta will also be used by PCC candidates in the forthcoming election campaigns.

Proposed outputs and coverage of public facing iQuanta

6. Only the 'crime' strand of the data held on the current iQuanta system will be made available to the public in the first instance. This will allow the public to compare recorded crimes, by crime type, between their local area and other similar areas. Once the site is established,

content will be reviewed and other data feeds may be made available in due course (e.g. detections).

7. The main features of the public facing iQuanta are as follows:

- *Hosting*: Public facing iQuanta will be hosted on the police.uk website.
- *Source data*: The underlying recorded crime data from which the charts are created will be drawn from published National Statistics.
- *Outputs*: Users will establish their place of residence by entering a post code on to the police.uk site. They will also be asked to select a crime type of interest. Users will be presented with four charts relating to their local area. These will display:
 - recorded crimes in their CSP compared with CSPs in their Most Similar Group;
 - recorded crimes in their CSP compared with other CSPs in force (and force average);
 - change over time in recorded crimes (for the home CSP, force, force Most Similar Group average and CSP Most Similar Group average); and,
 - recorded crimes for their force compared with forces in their Most Similar Group;

An illustration of the kind of charts that will be created is attached as Annex B.

- *Period covered*. Charts comparing areas and forces with their most similar areas will present comparisons based on 12 months of recorded crime data. Chart (3), which shows change over time, will present quarterly data only for a three year period.
- *Crime categories*. In the first instance we plan to use the same offence grouping for public facing iQuanta as those used on the street level crime maps (see Annex C). The main advantage of using these categories will be that the public will be familiar with them from the using the police.uk street crime maps. Other advantages are that the groups are easy to understand for a lay person and the groups are large enough not to risk disclosure of individual crimes, victims or offenders, given some crimes are relatively rare (e.g. sexual offences will be combined with violent offences). We will undertake a review offence classification in the period after launch.
- *Guidance material*. To help users interpret the graphs and concept of Most Similar Groups, guidance material will be provided on following:
 - the development of Most Similar Groups;
 - differences between how the individual crime codes are grouped together in the classifications used by different outputs (police.uk, HMIC Crime Comparator and ONS publications) and, how these map to one another;
 - differences in cuts of the data and their coverage between police.uk data and those that underpin iQuanta; and,
 - an assessment of the scale of differences between police.uk street level crime data and ONS sourced data.

Andy Feist
Home Office
10 September

Most similar groups:

1. Most Similar Groups (MSGs) are an important element of the arrangements for monitoring and assessing policing and crime reduction performance. The Most Similar Group methodology is well established and has been in continuous use on iQuanta since 2003.
2. Most Similar Groups are created using socio-economic and demographic variables identified as being closely correlated to levels of crime. These variables are then combined using Principal Component Analysis to determine new, independent factors that best describe the variation between areas. The Most Similar Groups are determined by identifying areas which are most similar on the basis of these factors. Since its inception, the mechanism for creating MSGs has been subject to several independent peer reviews.
3. With the exception of the City of London (for which it was not possible to identify any Most Similar Forces), each force area has its own group of up to seven force areas to which it is 'most similar'. Local areas are compared with up to 14 other similar areas.

EXAMPLE CHARTS FOR PUBLIC-FACING IQUANTA

Chart 1

In the year ending 31 March 2012, crime levels in the Metropolitan Police were **significantly higher** than crime levels in similar areas.

The blue lines show the amount of variation you would expect to see around the most similar group average as a result of random fluctuations in the data.

The Metropolitan Police lies above the upper blue line so it's crime rate is higher than you would expect it to be because of random fluctuations alone. This suggests that crime levels in the Metropolitan Police are genuinely higher than crime levels in similar areas.

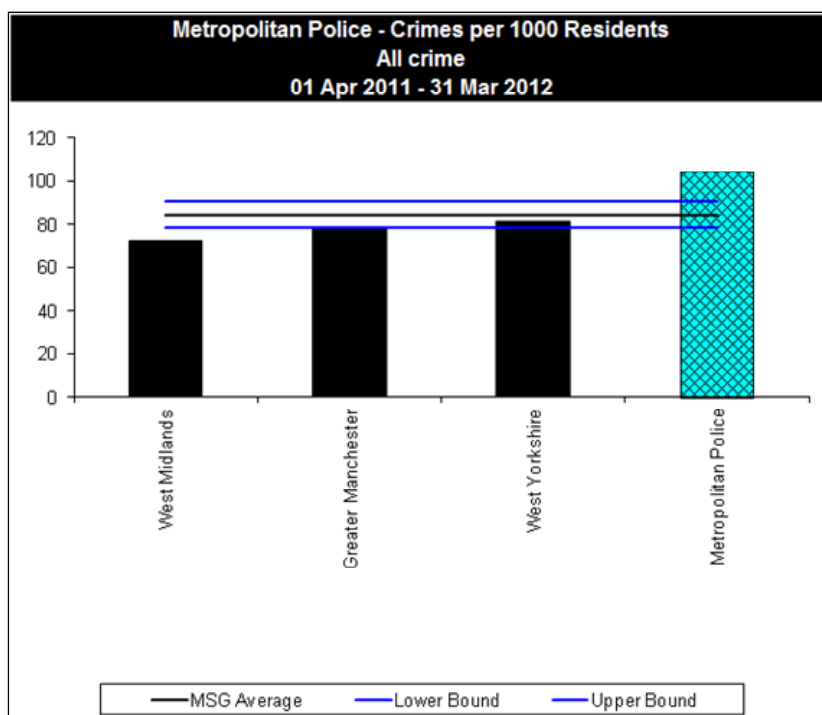


Chart 2

In the year ending 31 March 2012, burglary levels in Barnet were **about the same as burglary levels in similar areas.**

The blue lines show the amount of variation you would expect to see around the most similar group average as a result of random fluctuations in the data.

Barnet lies within the blue lines, so any difference from the most similar group average could be a result of random fluctuations in the data. All we can say therefore is that burglary levels in Barnet are roughly the same as burglary levels in similar areas.

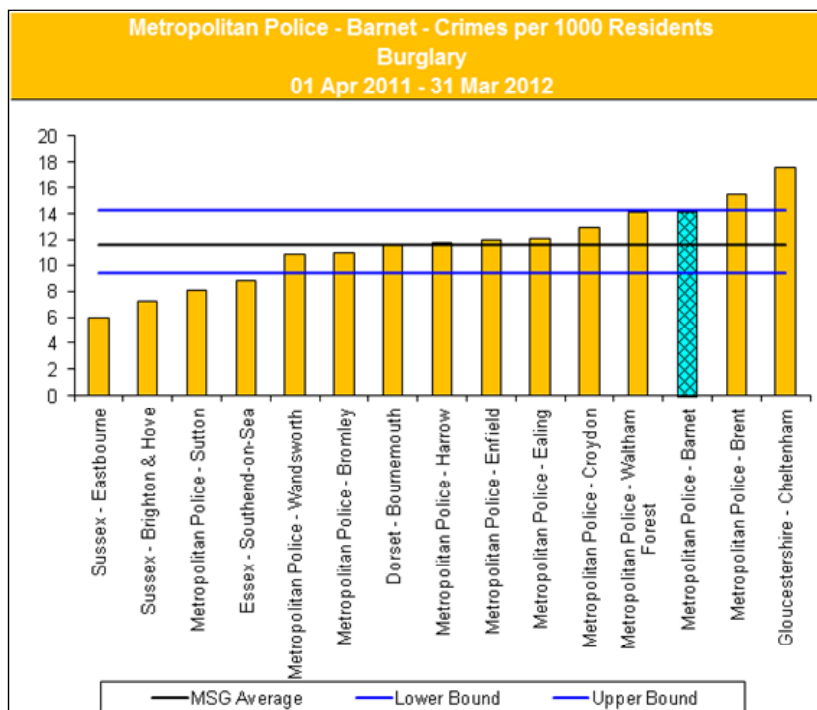


Chart 3

In the year ending 31 March 2012, robbery levels in Barnet were **lower** than average for the Metropolitan Police.

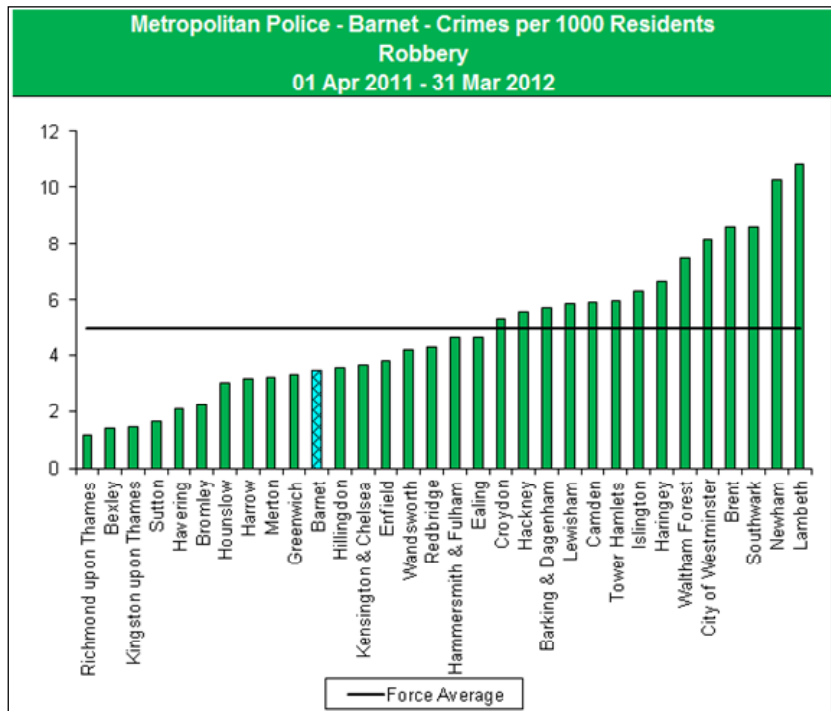
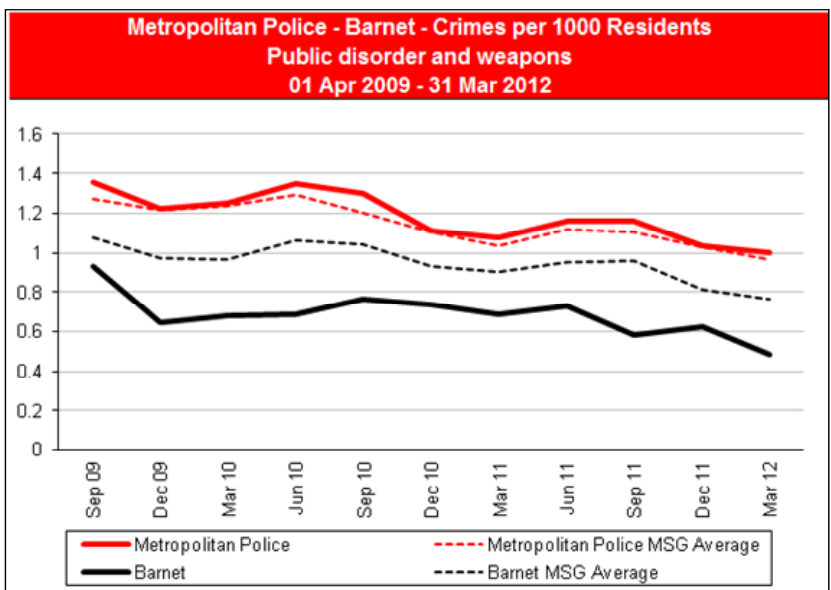


Chart 4

Between 1 April 2011 to and 31 March 2012, public disorder and weapons offence levels in the Metropolitan Police were **lower** than they were in the corresponding period in 2011.

Between 1 April 2011 to and 31 March 2012, public disorder and weapons offence levels in Barnet were **lower** than they were in the corresponding period in 2011.



Crime Statistics Advisory Committee**Update on Proposed Changes to the Presentation of Classifications used in Crime Statistics****Purpose**

1. The purpose of this paper is to provide an update on the paper presented at the May meeting of the Crime Statistics Advisory Committee (CSAC(12)04) on proposals to revise the crime categories used in the presentation of crime statistics.

Action

2. Crime Statistics Advisory Committee members are invited to:-
 - note and comment on the progress made; and
 - agree the proposed next steps.

Background

3. The Committee previously considered proposals from the Crime Statistics and Analysis Division of ONS for revisions of the categories used in the presentation of National Statistics on crime in England and Wales.
4. There were six main proposals designed to make categories clearer and easier for non-experts to understand and to bring greater coherence in presentation of crime statistics.
 - To organise the presentation of police recorded crime under the categories 'Victim based' and 'Non-Victim based'
 - To introduce a new category 'Acquisitive offences'
 - To categorise 'Robbery' within 'Acquisitive Offences'
 - To rename the category 'Other miscellaneous offences' to 'Offences against the state and public order offences'.
 - To move selected offence classifications into different groups to better reflect the nature of the offences
 - To remove 'Personal crime' and 'Household crime' labels from Crime Survey for England and Wales (CSEW) data and to adopt categories based on more specific crime types
5. The committee asked ONS to test out the proposals via focus groups prior to proceeding with a public consultation. This paper provides an update using the results of the early consultation meetings.

Discussion

6. Following the last meeting, the ONS arranged three focus group meetings; in Bristol, London and Stafford. These initial meetings have been restricted to the policing family with all forces and ACPO invited to send representatives. Further focus groups are planned for academic users and bi-lateral discussions are planned with MoJ and HMIC colleagues.
7. Detailed feedback from the user engagement sessions is given in the annex one and will be updated orally at the CSAC meeting.
8. While it is early days, the principle of the changes has received overwhelming support. However, concerns were raised around labelling including the proposed use of 'Victim-based' and 'Non-victim based' crime and alternative suggestions were made over the positioning of some specific offences within the proposed new hierarchy. Among the policing family there has been more support for the use of the term 'Stealing' rather than 'Acquisitive' to describe such offences. There was a strong feeling among the majority of attendees that we should use this proposed set of changes as an opportunity to work with other bodies who publish crime statistics so that a joined-up approach can be taken forward.

Next steps

9. Using the views gathered through the focus groups ONS will prepare a revised set of proposals that will be put to the committee for consideration. If all goes well, we would seek the Committee's support to then move to a National Statistics consultation to be launched in November. We are exploring options to shorten the normal 12 week consultation period which would then allow discussion of responses at the next meeting of CSAC on 23 January 2013.
10. As suggested at the last meeting, ONS plan to hold a briefing for the key Home Affairs correspondents to talk them through the proposed changes and share with them the back-series so that they understand the changes before the first results are released on a new basis in July 2013.

Mark Bangs & Jennifer Bradley
Crime Statistics and Analysis Division
Office for National Statistics
21 September 2012

Feedback from the user engagement sessions

Proposal to organise the presentation of police recorded crime under two broad categories - 'Victim-based' and 'Non-victim based' offences

1. Users were unanimously in favour of the introduction of two broad categories that split offences in to those where there is a direct victim and those where there is not. Users from police forces welcomed the division of offences in to those influenced more by changes in actual levels of crime and reporting rates and crimes with no direct victim that might be more influenced by changes in police deployment and tactics, and thought that it was important for other users to understand this distinction. They also said that this categorisation would help to improve comparability with other data sources such as the HMIC crime tree and CSEW data. It was agreed that this would present a clearer picture for the general public as well.
2. Users understood the intended distinction that labelling the categories as 'Victim-based' and 'Non-victim based' creates. They were generally comfortable with the term 'Victim-based' crime but thought that 'Non-victim based' crime wasn't completely accurate. The HMIC crime tree used by iQuanta (the Home Office database used by police forces for internal reporting) categorises offences in to 'Victim-based' and 'Non-victim based' crime categories and so most police force users were familiar and comfortable with the labelling, although they agreed that the public would consider many crimes presented in the 'Non-victim based' category not to be victim-less.
3. Most attendees disliked the alternative of 'Crimes against the community', and said that some offences did not fit well in this category. It was agreed that other user engagement sessions and the public consultation should specifically ask for suggestions of an alternative name for the 'Non-victim based' crime category. There was unanimous agreement that fraud and forgery should be displayed as a standalone category.

Proposal to introduce a new offence group of 'Acquisitive offences'

4. There was agreement that grouping burglary, theft and vehicle taking offences together was helpful. Crime statistics users from police force contacts particularly welcomed this proposal as these are grouped for within-force reporting purposes. There was also the suggestion that a split between 'more serious' and 'less serious' acquisitive offences could be introduced.
5. Some preferred the label 'Stealing' to 'Acquisitive offences' and thought that 'Stealing' would be more easily understood by the public than 'Acquisitive offences'. Others had concerns that 'Stealing' sounded less serious than the offences within it. There was general agreement that the separation of shoplifting, bicycle theft and theft from the person from the current 'Other theft offences' category would improve clarity. However, some expressed the view that consistency with other public facing

sources of crime data is more important than providing a fuller breakdown of the statistics.

Proposal to categorise 'Robbery' in 'Acquisitive offences' in police recorded crime and CSEW data tables

6. There was mixed feedback on this proposal. Most attendees understood the logic for placing 'Robbery' within 'Acquisitive offences'. Some thought that this might appear to be downplaying its seriousness while others said that 'Robbery' is considered a very serious crime regardless, and as long as the figures are available, the category in which they are displayed is irrelevant. There was some concern that if 'Robbery' was not a separate category, it might appear that the importance of it was being downplayed. Crime statistics users from police forces pointed out that robbery is currently within the 'Stealing' category in the HMIC crime tree, which is well regarded.
7. There was little support for 'Robbery' to be categorised as a 'Violent' crime, but full agreement that however 'Robbery' is presented, it should be uniform across police recorded crime and CSEW data sources.

Proposal to change the name of 'Other miscellaneous offences' to 'Other offences against the state and public order offences'.

8. There was agreement that the re-naming of this group would provide clarity, and that the new name would more accurately reflect the offences within it. There were suggestions to sub-divide this category further than proposed, from two sub-categories of 'Possession of weapons and other weapons offences' and 'Public order and other offences against the state' to three categories; separating 'Public order' from 'Other offences against the state', though this would be problematic given the broad coverage of some individual offence classifications within this group.
9. Some attendees favoured the introduction of a new group called 'disrupted crimes' to cover offences where the police identify that a crime has been committed through pro-active policing, rather than the crime being reported to them (e.g. drug offences, and possession of weapons).

Proposal to move selected offence classifications into different groups to better reflect the nature of the offences

10. There was general support for the movement of 'Possession of weapons' offences and 'Public fear, alarm or distress' out of 'Violence against the person'. It was felt that these offences would sit well under the new category heading 'Other offences against the state and public order offences'.
11. There were suggestions that 'Endangering life' offences should be considered individually, and not necessarily all moved out of the 'Violence against the person – with injury' category in to the 'Violence against the person – without injury' category. There were also recommendations for keeping 'Wounding' and 'Endangering life' offences in 'Violence against the person – with injury', which, if accepted, would

mean that a consistent back-series for these data could be produced with no discontinuity.

Proposal to remove 'Personal crime' and 'Household crime' labels from CSEW data and to adopt categories based on more specific crime types

12. There was full agreement that grouping offences as 'Violent crime', 'Acquisitive crime' and 'Vandalism' was more helpful than using 'Personal crime' and 'Household crime' labels for CSEW data. There was concern that many of the sub-categories in CSEW theft are not comparable with police recorded crime, and that if offences are published in this way the public might expect police recorded crime figures to be grouped in the same way (which is not possible). There were also concerns that the number of CSEW theft categories and their descriptions had differences which would appear subtle to the public and not well understood or necessary.

CRIME STATISTICS ADVISORY COMMITTEE

Statistical guidance for Police and Crime Commissioners

Purpose

1. The purpose of this paper is to seek the views of the committee on providing statistical guidance to Police and Crime Commissioners (PCCs) on best practice of using crime and policing statistics.

Action

2. The Committee is invited to:-
 - i. Note the contents of this paper and agree the need for statistical guidance to PCCs;
 - ii. Consider the proposal that Professor Shute write to all PCCs, once elected, outlining the crime statistics landscape, encouraging good practice and supporting guidance that can be provided by statisticians;
 - iii. Approve the programme of support Home Office statisticians are offering to provide.

Background

3. The National Statistician's Review of Crime Statistics 2011, and earlier reviews on crime statistics data, considered the way forward to improve public trust and understanding of these data. Building on the recommendations in this report and associated recent changes to implement them, statisticians felt it would be beneficial to develop a work programme liaising with key stakeholders to provide comprehensive guidance on collection, presentation and use of statistics to PCCs to continue to build and maintain public trust of official information.
4. PCCs will be in post from 22 November 2012 (see annex 1 for details on PCC posting and responsibilities) and will have access to large volumes of data including management information that is already available to forces. They will not have early access to Crime Survey for England and Wales (CSEW) data or National Statistics on police recorded crime in their final form but they will be able to request access to iQuanta and information from their own force. It is therefore important to ensure that they and their support analysts are well informed on best practice of using the data available to them (including unpublished iQuanta data) as well as how to analyse and interpret the information available to them to make informed decisions regarding their force. In addition, they should be reminded of the importance of trust in crime statistics, how easily this can be undermined by mis-use, and the consequences of doing so. It will also be important for public confidence to have a consistent approach used across forces so the recommendation covers engagement with all PCCs and any of their analytical or statistical staff, by offering written guidance and interactive workshops.
5. Home Office statisticians are keen to liaise and work collaboratively with relevant parties to ensure consistency in guidance available to PCCs and to promote best practice principles. Preliminary discussions have taken place between Home Office statisticians and Douglas Paxton

(Crime lead for the Association of Chief Police Officers), Office for National Statistics (ONS) and Her Majesty's Inspectorate of Constabulary (HMIC) colleagues. The intention is to co-ordinate further discussions in the near future to consider additional support that can and should be made available. The proposal is to share these plans with the Association of Police and Crime Commissioners (APCC) transitional Board to ensure our guidance will be effective and relevant to the needs of the PCCs and of benefit to statistical users.

6. Home Office statisticians are also keen to liaise with those parties who are providing guidance of their own, including:
 - The Royal Statistical Society's [getstats](#) campaign which has developed guidance for PCC candidates on the use of data and statistics;
 - HMIC and the National Police Improvement Agency, who have compiled a document for PCC candidates *What works in policing to reduce crime*;
 - Colleagues maintaining iQuanta. It has been proposed that guidance on sources of crime data will be published alongside public facing iQuanta on the police.uk website.

Home Office statisticians aim to work collaboratively with them, referencing their work where appropriate and ensuring that our guidance does not contradict or confuse.

Discussion

7. The areas that guidance will relate to include:-
 - ONS National Statistics (including the Crime Survey for England and Wales);
 - Home Office National and Official statistics (including Police Recorded crime data, police personnel data, etc);
 - Crime mapper (police.uk);
 - iQuanta including both the specialist and public facing versions;
 - Ministry of Justice data.
8. The proposal is to provide written guidance to PCCs, once in post, as well as hold a series of regional workshops for analysts supporting PCCs in the first part of 2013 which will cover the following areas:

Written guidance on:

- Collection of data, advice on collection techniques, design and methodology
- Different sources of data available, their strengths and weaknesses and how best to use them
- Best practice guidance on presentation of data and media related topics
- Publication of data
- Code of Practice for official statistics and the role of the UK Statistics Authority

See annex 2 for more details.

Workshops to provide opportunity to:

- Demonstrate the tools and systems available including iQuanta's public facing website and specialist access version, and HMIC's Crime and Policing Comparator
- Invite key stakeholders to present on the main areas covered in the written guidance and to answer queries
- Meet with analysts to build relationships and encourage liaison and knowledge sharing
- Discuss media handling issues and prevention of breaches, providing real life examples

9. If agreed by the committee, Home Office statisticians are happy to provide a draft of the letter to be sent out by Professor Shute to all PCCs at the end of November to include Annexes on the guidance areas listed in Annex B. The written guidance would be made available from various sources and alongside data which is accessible to PCCs, for example: on the Home Office website; on iQuanta; on police.uk; and on the HMIC website.

Organisation: Home Office, Crime Statistics

Date: 7th September 2012

Responsibilities of Police and Crime Commissioners

1. Police and crime commissioners (PCCs) will be elected on 15 November 2012, and take office on 22 November. They will ensure the policing needs of their communities are met as effectively as possible, bringing communities closer to the police, building confidence in the system and restoring trust. PCCs will make and influence key decisions that will impact on how the local area looks and feels - from CCTV, street lighting and graffiti to tackling gangs and drug-dealing. Their job will be to listen to the public and then respond to their needs, bringing more of a public voice to policing and giving the public a name and a face to complain to if they aren't satisfied.

<p>Setting the strategic direction and accountability for policing</p>	<p>Being accountable to the electorate.</p> <p>Setting strategic policing priorities.</p> <p>Holding the force to account through the Chief Constable, and consulting and involving the public.</p>
<p>Working with partners to prevent and tackle crime and re-offending</p>	<p>Ensuring that the police respond effectively to public concerns and threats to public safety.</p> <p>Promoting and enabling joined up working on community safety and criminal justice.</p> <p>Increasing public confidence in how crime is cut and policing delivered.</p>
<p>Invoking the voice of the public, the vulnerable and victims</p>	<p>Ensuring that public priorities are acted upon, victims are consulted and that the most vulnerable individuals are not overlooked.</p> <p>Complying with the General Equality Duty under the Equality Act.</p>
<p>Contributing to resourcing of policing response to regional and national threats</p>	<p>Ensuring an effective policing contribution alongside other partners to national arrangements to protect the public from other cross- boundary threats inline with the Strategic Policing Requirement.</p>
<p>Ensuring value for money</p>	<p>Responsible for setting the budget, including the police precept component of council tax, and the distribution of policing grants from central government.</p> <p>Commissioning services from partners that will contribute to cutting crime.</p>

What the written guidance will contain

The following summarises some of the points that will be covered. In some cases, (for example sample sizes, 1(iii)), the written guidance will point readers in the direction of where they can receive further guidance, rather than providing chapter and verse on sample size issues.

1. Guidance on collecting and analysing their own data

The following points will be explained in more detail, with examples:

- i) Is this data already available? – consider the burden on the police;
- ii) How will you / did you collect the data? – advice on questionnaire design and data collection techniques for local confidence surveys;
- iii) Sample sizes – how many will you / did you survey?
- iv) Sampling methodology – who will you / did you survey?
- v) Provide consistent guidance to those providing you with data;
- vi) Quality assurance – validating and checking;
- vii) Variability, confidence intervals, response rates, etc;
- viii) Relationships and correlations – beware what you compare;
- ix) Make the data available – transparency, open data, etc.

2. Guidance on statistical best practice for presentation and dealing with media

The following points will be explained in more detail, with examples:

- a) Show the full picture – show a balance of results, not just the successes;
- b) Don't claim too much – be cautious about saying you can “prove” or “show” policies have worked using statistics;
- c) Compare similar data – for examples, compare identical time periods;
- d) Be careful what baseline you use – using an atypical baseline period will skew your results;
- e) Use the most appropriate data source – not just the one which says what you want it to;
- f) Be clear where the statistics are from – list the sources of results and statistics you are quoting;
- g) When numbers are small beware of percentages – small numbers are better quoted directly;
- h) Be clear about limitations or quality issues affecting the data – provide caveats, sample sizes, response rates, etc;
- i) Don't use National or Official Statistics unless they have already been published – this would be a breach of the Code of Practice;
- j) Get advice – if you are unsure of the limitations of data, ask the data providers.

3. The Code of Practice for Official Statistics

Link to Code > [Code of Practice for Official Statistics](#)

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 proposed changes to the HOCR or the National Crime Recording Standard (NCRS) require referral to it for consideration prior to implementation. There are no significant changes agreed at present although as set out below some are proposed. This is usual at this point in the annual review cycle for the HOCR. It is normal practice for the Home Office to make an interim update to HOCR twice a year in July and November. These are only to made editorial corrections, introduce any new offences that may have come onto the statute book or provide any agreed additional clarifications

Future of Detections

4. The Home Office retained the responsibility for the publication of statistics on police detections for recorded crime. These data are issued annually each July. These statistics set out the numbers and percentages of recorded crimes that the Police have detected (or cleared up) in accordance with the provisions set out in the HOCR. There has been a growing view that the existing detections regime does not reflect the broadening of out of court disposals (and may in fact be a barrier to their use) and that merely showing large numbers of crimes as undetected does not adequately explain in a transparent way many of the reasons why this may be the case.
5. To seek to address this The Home Office will be carrying out a public consultation during the autumn on the future of detections related to recorded crimes. Members will be included in the circulation of that consultation and, whilst detections are outside the formal remit of the Committee, the Home Office would very much welcome their responses.

6. In outline, the consultation proposes a revised framework for recorded crime outcomes, which provides information on the outcomes of 100% of crimes. It supports police officers to use their professional judgement to ensure a just and timely outcome which reflects the harm to the victim, the seriousness of the behaviour, the impact on the community, and which deters future offending. Furthermore, it will give the public more detailed information about the work their police forces are doing, by providing a more detailed and meaningful picture of crime in England and Wales. This information will complement the work already done to make local crime information and justice outcomes transparent and accessible through the crime maps on police.uk, and so further empower local communities to hold their chief officer and Police and Crime Commissioner to account for tackling crime locally.
7. The existing detections regime which was in the past linked to centrally set targets has frequently been put forward as a challenge to recording as understandably some officers did not wish to see crimes being recorded where there was no possibility of achieving a subsequent detection. Adoption of this new framework of outcomes would also serve to remove that barrier.
8. I will ensure that committee members have sight of the consultation document at the earliest opportunity and will provide the committee with a paper on the results of the consultation and our plans going forward at the next meeting.

Recording of Fraud

9. As reported at previous meetings plans are progressing well to move all forces over to the recording of offences of Fraud through the national reporting centre Action Fraud (AF). AF was originally established over 2 years ago and a number of forces have been operating to that model on a pilot basis. It is now planned that all forces will be fully live by April 2013 (with a significant number going live in December this year). Once live all reports of Fraud (but not forgery) will be recorded by AF and resulting crime statistics will be sourced from there. The Home Office has already established, jointly with ONS and the National Fraud Authority, arrangements for that data to be collated and included in statistical publications. ONS now include that data in their quarterly releases. Moving forward ONS and the NFA and the Home Office Chief Statistician are examining how they respectively will publish that data to ensure that trust and transparency are not adversely affected.
10. As a result work is proceeding on a wide ranging revision to the HOCR to reflect these new arrangements. That change will see a number of existing Fraud crime classifications becoming in effect redundant and being removed from HOCR altogether. The current HOCR Fraud section includes a number of classifications relating to Forgery and these will be retained (as Forgery is outside the remit of AF) to form a discrete Forgery section. Overall 12 existing crime classifications will be removed from HOCR (with 2 new ones created) which has an added ancillary benefit of contributing to our previous commitments to a reduction in classifications.
11. Historically the Theft Act offence of making off without payment (driving off from petrol stations without paying or running from restaurants without paying) has been included within Fraud in crime statistics. This offence will not come into the remit of AF (because it is not an offence under the Fraud Act) and will need to be classified elsewhere.. Although precise data is not available, realistic estimates

suggest that some 50,000 such crimes are recorded annually and are currently included in the Fraud data. This offence is also a crime where it appears that recording practice may be variable across forces. Thus it is planned to create a new standalone classification for Making off Without Payment which will form part of the HOOCR Theft overarching category.

12. Additionally offences relating to possession of items for use in fraud (such as being found in possession of credit card cloning devices) will remain part of police recorded crime and not move to AF. These offences (amounting to some 2500 recorded crimes annually) are proposed to become recorded within the broad Other Offences category and classified as a subset of the existing "going Equipped" classification. It will remain possible to obtain a back series for these offences.

Crime Recording Strategic Steering Group

13. In my last report I noted that consideration was being given to the re-establishment of the previous strategic steering group for crime recording. Draft terms of reference for this group are being developed and will be referred to stakeholders for views in advance of a first meeting to be held in the near future.

Steve Bond
National Crime Registrar
19 September 2012