

**CRIME STATISTICS ADVISORY COMMITTEE**
**AGENDA**
**UK Statistics Authority, Meeting room 3, Drummond Gate, London, SW1V 2QQ**
**Wednesday 20 May 2015, 12:30 – 16:00**
**Attendees:**

David Blunt	Home Office
Steve Bond	Home Office
Professor Allan J Brimicombe	University of East London
Roma Chappell	Office for National Statistics
Steve Ellerd-Elliott	Ministry of Justice
John Flatley (Secretariat)	Office for National Statistics
Junaid Gharda	Office of the Police & Crime Commissioner for Staffordshire
Fiona Glen	Equality and Human Rights Commission
Glyn Jones	Welsh Government
Robin Laird	Deputising for Sir Tom Winsor
Professor Chris G Lewis	University of Portsmouth
Professor Michael Levi	Cardiff University
Patricia Mayhew	Independent Criminological consultant
John Pullinger	National Statistician
Michael Richards	Deputising for Chief Constable Jeff Farrar
Professor Stephen Shute (Chair)	University of Sussex
Sir Adrian Smith	Deputy Chair UK Statistics Authority
Mike Warren	Deputising for Diana Luchford

**Apologies:**

Chief Constable Jeff Farrar	National Policing Lead for crime statistics
Diana Luchford	Home Office
Sir Tom Winsor	Her Majesty's Inspectorate of Constabulary

<b>Agenda Item No.</b>	<b>Timings</b>	<b>Order of Business</b>		
1.	12:30 – 13:30	<i>Workshop session</i>  <i>Contextualising crime statistics: the use of incident data</i>		
<b>Lunch 13:30 – 14:00</b>				
2.	14:00 – 14:10		<b>CSAC(15)09</b>	<i>Announcements and matters arising from the meeting held on 11 February 2015</i>  Stephen Shute (Chair)
3.	14:10 – 14:20	For Discussion	<b>See letter to members</b>	<i>Changes to governance of CSAC</i> John Pullinger (National Statistician)
4.	14:20 – 14:30		<b>CSAC(15)10</b>	<i>Re-designation Project for Police Recorded Crime – Oral update</i> Roma Chappell, ONS

5.	14:30 – 14:45			<i>Crime Data Integrity – Oral update</i> HMIC
6.	14:45 – 15:00		<b>CSAC(15)11</b>	<i>Report from Task &amp; Finish Group on past reviews of crime statistics</i> Chris Lewis
7.	15:00 – 15:40		<b>CSAC(15)12</b>	<i>Proposed feasibility work on an Index of Crime</i> Mark Bangs, ONS
8.	15:40 – 15:50		<b>CSAC(15)13</b>	<i>National Crime Registrar’s Report</i> Steve Bond, Home Office
9.	15:50 – 15:55			Closing remarks <i>Stephen Shute (Chair)</i>
10.	15:55 – 16:00	Any other business		All members



picture – one that may resonate more realistically with public perception”. CSAC had added this issue to its work programme but hitherto had assessed it as lower priority than other topics. However, Stephen Shute thought it was now timely to reflect on this decision in the light of the renewed interest in the topic.

1.2. John Flatley introduced a discussion on whether or not there was a need to provide better context to crime statistics through the publication of other data showing broader demands on the police. This had been an issue recently highlighted by both the College of Policing and the National Audit Office. Steve Bond gave an outline of the history behind the development of the National Standard for Incident Recording (NSIR) which provides the Anti-Social Behaviour (ASB) data currently included by ONS in their quarterly crime statistics releases.

1.3. The following points were raised in discussion:

- it was noted that there is currently a strong focus on understanding demand on the police that is wider than provided by recorded crime data and that incident data had an important part to play;
- one key element of quality assurance on crime recording was gaining an understanding of the attrition rate from incident reports to crime recording and currently there is a lack of visibility of this in the official statistics;
- there were suggestions that having two parallel recording standards might not be helpful and consideration should be given to the pros and cons of bringing them together into a single framework;
- there was broad agreement that the Committee should maintain an interest in incident data not necessarily limited to ASB; and,
- some felt that as incident and crime data were so closely linked there was a case for the Committee’s terms of reference to be extended to cover both crime and incident statistics.

**Action 1: It was agreed that the Secretariat should commission a paper so that the issue could be considered at the next meeting of the Advisory Committee.**

## **2. Chair's announcements and matters arising - CSAC(15)09**

2.1. The Chair noted that members had been informed about forthcoming changes to the governance of CSAC. The Chair welcomed Sir Adrian Smith, the incoming Chair of the re-constituted National Statistician’s Crime Statistics Advisory Committee, to the meeting to get a better understanding of the work of the Committee.

2.2. The Chair noted that there was a forthcoming UK Statistics Authority event on crime statistics under the banner of the new strategy of *Better Statistics, Better Decisions* and hoped that as many members as possible would be able to attend.

2.3. With regard to the minutes of the last meeting it was reported that:

- Action 1 referred to ONS submitting a paper to this meeting with results from the field testing of the new questions for the Crime Survey for England and Wales on fraud & cyber-crime. This has been deferred as the field test has only just started and this item will be held over to later in the year;
- Action 2 about the re-designation of recorded crime was on the agenda for this meeting;
- Action 3 had been overtaken by events as the planned away-day had been cancelled in the light of changes to governance and it would be for the re-constituted committee to take forward; and,
- the Task and Finish Group considering past reviews of crime statistics had completed its work earlier than scheduled and a paper was on the agenda for this meeting.

### **3. Changes to governance of CSAC**

- 3.1. The Chair invited John Pullinger to give members background information on the decision to re-constitute the Committee. John Pullinger outlined that he had commissioned a review of statistical advisory committees and that this had led to proposals to make some changes to governance. The changes to CSAC were consistent with what was happening in other areas, such as prices.
- 3.2. John Pullinger thanked Stephen Shute for leading on the creation and establishment of CSAC and was pleased that he had agreed to continue to serve as a non-executive member of the re-constituted committee. John Pullinger said he hoped other members would agree to continue to serve on the new committee but that he wanted to bring in new members, especially those with a victims' perspective. John Pullinger was pleased that Sir Adrian Smith had agreed to become the new Chair of the Committee, given that he had previously led an influential independent review on the topic.
- 3.3. David Blunt raised a query about the proposed terms of reference for the new committee which had been circulated with the letter to members about the changes in governance. It was agreed that discussion of terms of reference should be for the re-constituted Committee to do at its first meeting.

### **4. Re-designation Project for Police Recorded Crime - CSAC(15)10**

- 4.1. Roma Chappell introduced this paper which updated the Committee on the timetable for applying for re-designation of the police recorded crime series as National Statistics. The following points were raised in discussion:
  - it was noted that ONS may not be in a position to provide definitive evidence of an improvement in crime recording by the police without follow-up work by HMIC;
  - the difficulty of setting a benchmark for an acceptable level of compliance with the National Crime Recording Standards; and,
  - ONS should seek to clarify with the UK Statistics Authority what evidence they would require in a future assessment exercise.

## **5. Crime Data Integrity - Oral update from HMIC**

5.1. Stephen Shute reported that Sir Tom Winsor had expressed his disappointment that another engagement meant that he could not attend this meeting and invited Robin Laird to give an oral update on how Crime Data Integrity work was being taken forward within HMIC.

5.2. Robin reported that plans had not been finalised but it was the intention of HMIC that some aspect of CDI work would feature in the forthcoming PEEL (Police Effectiveness, Efficiency and Legitimacy) all forces inspection. Robin said he thought it unlikely to be a repeat of the previous inspection as this was so expensive but options being considered included: a rolling programme of audits over a longer time span focusing on a small number of forces each year; checking back on how forces have responded to the recommendations made to them from the 2014 CDI inspection; and inspecting the crime recording/auditing process within each force possibly with some reality testing on the ground. Robin said that the HMIC Board would be considering options in the near future.

5.3. The following points were raised in discussion:

- there was recognition that the cost of repeating the 2014 CDI inspection made this option a challenging one and that it may not be necessary;
- a rolling programme of audits would be helpful in sending a signal that a focus on the quality of crime recording would continue and could still provide ONS with the sort of evidence it needs for re-designation of recorded crime;
- a report on what individual forces had done to respond to the 2014 inspection would be an important part of an evidence pack to support an application for re-designation; and,
- a letter to Sir Tom Winsor re-iterating the committee's view that regular inspection of this area was important should be considered.

<b>Action 2: John Pullinger agreed to write to Sir Tom Winsor.</b>
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## **6. Report from Task & Finish Group on past crime statistics reviews - CSAC(15)11**

6.1. Chris Lewis introduced this paper which provided the Committee with an update on the outcome of work carried out by a Task and Finish group set up to consider the recommendations arising from previous reviews of crime statistics.

6.2. The Group had identified four topics that they felt there was merit in the Committee returning to consider again. These were:

- the development of a crime index;
- police recording of incident data;
- the use of ethnicity classifications across the range of crime and justice statistics; and,

- local level data consistency across areas.

6.3. It was agreed that these should be added to the forward work programme of the re-constituted Committee.

6.4. There was also agreement that the new Committee should maintain a watching brief on the following topics:

- crime recording standards, specifically on issues of police officer/staff training and audits of recording; and,
- guidance around the statistics and ease of their use.

6.5. Stephen Shute thanked Chris Lewis and members of the Committee who contributed to this work (Fiona Glen, Steve Ellard-Elliott and Pat Mayhew together with John Flatley and his team who provided input and secretariat support).

**Action 3: Secretariat to add topics to the forward work programme.**

## **7. Proposed feasibility work on an Index of Crime - CSAC(15)12**

7.1. Mark Bangs, attending the meeting for this item, introduced this paper which sought the Committee's views on proposed feasibility work by ONS on developing a new Crime Index which might form part of the set of official statistics outputs in due course.

7.2. The following points were raised in discussion:

- a weighted recorded crime total reflecting the different mix of crimes might be more meaningful than a simple unweighted total and be informative for policy makers and practitioners;
- having another headline measure risks adding complexity to an already intricate picture;
- the methodology behind the index might be difficult to explain to non-expert users; and,
- a broader index based on a "basket of crimes" might prove more valuable than one based simply on recorded crime but this was much more challenging conceptually and methodologically.

7.3. There was support for ONS to continue with feasibility work but that the options should be brought back to the Committee for consideration once they had been worked up.

7.4. Steve Ellard-Elliott offered MoJ's assistance to ONS in obtaining data on sentencing to inform the development of weights for the proposed index.

**Action 4: Secretariat to commission a further paper for a future meeting of the new**

**Committee.**

## **8. National Crime Registrar's Report - CSAC(15)13**

- 8.1. Steve Bond introduced the National Crime Registrar's Report. The Committee noted the contents of the report.
- 8.2. The Chair raised a question regarding how confident that the Home Office were that the College of Policing would be able to deliver the training to the timetable set out in the report. Steve Bond and Nick McClain (representing Jeff Farrar) both said that they thought good progress was being made although ultimately this was a matter for the College.

**Action 5: Steve Bond to report back to the Committee, via correspondence, if there is any material slippage to the timetable.**

## **9. Closing remarks**

- 9.1. As this was the last meeting of the Committee in its current form, Stephen Shute made some closing remarks noting that the Committee has established the value of broad-based and independent advice in this important area of public policy. The Chair told members that he thought the work to date provides a firm foundation for the re-established committee to focus its efforts going forward.
- 9.2. Stephen Shute thanked all members for their valuable contributions to the work of the Committee. The Chair also acknowledged the support he had received from the outgoing secretariat and in particular to Kieron Mahony and Philippa Brimmicombe who helped the business of this Committee run smoothly.
- 9.3. John Pullinger thanked Stephen for his contribution as inaugural Chair of the Committee.
- 9.4. Stephen Shute told members it was his intention that a closing report on the work of the Committee would be sent to the Home Secretary. A draft will be prepared and circulated for comment by correspondence so it could be agreed as soon as possible.

## **10. Any other Business**

- There was no other business.

**CSAC Secretariat  
July 2015**



**John Pullinger CB CStat | National Statistician**

Sir Andrew Dilnot CBE  
Chair, UK Statistics Authority  
1 Drummond Gate,  
London  
SW1V 2QQ

20 February 2015

Dear Andrew,

**Police recorded crime statistics for England and Wales**

I am writing to inform you of progress that has been made in response to the UK Statistics Authority's assessment report on police recorded crime which led to the withdrawal of National Statistics status for police recorded crime in January 2014.

The report placed 16 requirements upon ONS to address in order to restore the National Statistics designation. Working with support from partners in the Home Office, Her Majesty's Inspectorate of Constabulary (HMIC) and the police service, I believe ONS has made good progress in responding to the Authority's recommendations. Annex A provides detail of the actions that have been taken to respond to the recommendations.

However, since the decision was taken to remove National Statistics status from the police recorded crime series, the HMIC have completed and published the findings (November 2014) of a large audit of reports of crime covering all 43 police forces in England and Wales. The HMIC concluded that the level of under-recording of reports of crime they found was "unacceptable" and made further recommendations for the Home Office and the police service to address. These findings are to be welcomed considering the overall goal we have of building back users' trust in crime statistics.

The ONS will continue to work with key stakeholders to make improvements in recording but I do not feel now is the time for us to request the Authority carry out a re-assessment. We would like to see some more progress made in the light of the findings from the HMIC. I propose to postpone making the decision to apply for re-designation until such time as ONS can present evidence that the required improvements have been put in place.

I am copying this letter to the Home Secretary, Theresa May MP, Her Majesty's Chief Inspector of Constabulary, Sir Thomas Winsor and the Director General for Regulation, Ed Humpherson,

Yours sincerely,



**John Pullinger**

## Annex A - Actions taken to respond to the UK Statistics Authority's requirements on crime statistics

Requirements	Action planned/undertaken
1. Extend the published information about uses of crime statistics and users' needs in relation to the statistics.	<p>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).</p> <p>In November 2014, ONS launched a user engagement exercise to help expand our knowledge of users' needs in light of concerns raised about the quality of police recorded crime and findings of inspections carried out by HMIC. The results of this exercise are currently being analysed and will be published in due course.</p>
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.	<p>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 was 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 where revisions were made 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.</p> <p>Alongside the latest quarterly release, <a href="#">ONS published analysis</a> showing that the gap between the level of CSEW and police recorded "comparable crime" had reduced, indicating improvements in crime recording by the police.</p>
3. Publish information about the roles and responsibilities of the departments involved in the production and publication of crime statistics.	<p>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.</p>
4. Explain more fully how all the administrative data sources are used to produce statistics about crime.	<p>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.</p> <p>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	<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. ONS have since extended this published information to include further detail on the submission of data from police</p>

<p>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>crime recording systems to the Home Office, added in November 2014.</p> <p>In relation to points c) and d), in November 2014 ONS launched a user engagement exercise to help expand our knowledge of users' needs in light of concerns raised about the quality of police recorded crime and findings of inspections carried out by HMIC. The results of this exercise are currently being analysed and will be published shortly.</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 final report.</p> <p>In relation to points b) and c), in November 2014 ONS launched a user engagement exercise to help expand our knowledge of users' needs in light of concerns raised about the quality of police recorded crime and findings of inspections carried out by HMIC. The results of this exercise are currently being analysed and will be published in due course.</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</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>use of the Data Hub, and the reason why this has taken so long.</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 is reviewing the evidence from the HMIC Crime Data Integrity inspection which reported in November 2014. Following this, ONS launched a user engagement exercise to help expand our knowledge of users' needs in light of concerns raised about the quality of police recorded crime and findings of inspections carried out by HMIC. ONS has sought 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</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>publish information about the relationship between the crime statistics and other related statistics produced across the criminal justice system.</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 have sought users’ views on possible future enhancements through the user engagement exercise launched in November 2014.</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>

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**Chair of the UK Statistics Authority, Sir Andrew Dilnot CBE**

John Pullinger CB CStat  
National Statistician  
UK Statistics Authority  
1 Drummond Gate  
London  
SW1V 2QQ

2 March 2015

Dear John

**POLICE RECORDED CRIME STATISTICS IN ENGLAND AND WALES**

Thank you for your letter of 20 February, regarding police recorded crime statistics in England and Wales.

Your letter set out a range of work which has been undertaken by the Office for National Statistics (ONS) and the Home Office since the Authority published its Assessment of these statistics in January 2014.<sup>1</sup> Both I and the Authority's Director General for Regulation have been pleased to note the progress made by ONS and the Home Office over the last year, in addressing the Assessment Report's requirements.

Of course, as you note, since the Authority published its Assessment Report, Her Majesty's Inspectorate of Constabulary has published a report on its audit of crime recording, finding "unacceptable" levels of under-recording. I have spoken with the Authority's Director General for Regulation and we agree that, as you suggest, it would be sensible to wait until there is evidence that recording practices have improved, before the Authority re-assesses police recorded crime statistics in England and Wales.

I have copied this letter, as yours, to the Home Secretary, Theresa May MP, Her Majesty's Chief Inspector of Constabulary, Sir Thomas Winsor, and the Authority's Director General for Regulation, Ed Humpherson.

Yours sincerely



**Sir Andrew Dilnot CBE**

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<sup>1</sup> *Assessment Report 268: Statistics on Crime in England and Wales* (15 January 2014), available at: <http://www.statisticsauthority.gov.uk/assessment/assessment/assessment-reports/assessment-report-268---statistics-on-crime-in-england-and-wales.pdf>

## Update on the Police Recorded Crime Re-designation Project

CSAC(15)10

### Purpose

1. To provide an update to the Crime Statistics Advisory Committee (CSAC) on the timetable for applying for re-designation of the police recorded crime series as National Statistics.

### Action

2. The Committee are asked to note the revised timetable.

### Background

3. Papers have been presented to previous meetings of the committee outlining the work of a project established by the Office for National Statistics (ONS) to make improvements to the police recorded crime (PRC) series so that it could be in a position to apply for a re-assessment of the status of the statistics by the UK Statistics Authority. The committee is represented on the ONS PRC re-designation project board by Stephen Shute.
4. While the ultimate goal for the project is to achieve the re-designation of PRC, the project will have been a success if the following is achieved:
  - improvements in data transparency;
  - better understanding of data quality;
  - an improved range of information made available to users; and,
  - increased producer and user engagement.
5. At its last meeting, the committee noted the good progress made by the project in addressing the initial requirements set out by the UK Statistics Authority in their assessment report. The committee were supportive of an ONS proposal to delay an application for re-designation, given the results of the inspection of Crime Data Integrity published by Her Majesty's Inspectorate of Constabulary (HMIC) in November 2014.

### Update since the last meeting.

6. As head of ONS, the National Statistician wrote to the Chair of the UK Statistics Authority in March 2015 providing details of the progress made to address the Authority's requirements and proposing to delay a request for the PRC to be re-

assessed as National Statistics. The letter can be found at Annex A with the reply from the Chair of the UK Statistics Authority at Annex B.

7. The PRC re-designation project board has recently met and discussed how to keep up the momentum of the work. The board will continue to meet and receive reports from the National Crime Recording Strategic Steering Group that is overseeing progress against the recommendations set out in the HMIC inspection report.
8. The board agreed that ONS should develop an outline evidence pack in anticipation of making an application for a re-assessment in early 2016. This will include information on action taken to address the Authority's original requirements, analytical evidence on the closing of the gap between the PRC and Crime Survey for England Wales comparable basket of crimes and follow up work by HMIC during 2015.

Roma Chappell  
Divisional Director, Public Policy Division  
Social & Analysis Directorate  
Office for National Statistics



## Update on implementation of recommendations arising from previous reviews of crime statistics

CSAC(15)11

### Purpose

1. To update the committee on the outcome of work carried out by a task and finish group set up to consider the recommendations arising from previous reviews of crime statistics and to judge whether or not they had all been addressed.

### Action

2. To note the conclusions of the task and finish group, in particular the issues identified for further consideration by the Committee.

### Background

3. CSAC established a task and finish group was established to review recommendations from previous reviews of crime statistics for England and Wales. The group, chaired by Chris Lewis, has met twice to consider the recommendations arising from six reviews of crime statistics (a list of these reviews is provided in Annex A).
4. The task and finish group concluded that the large majority of recommendations had been addressed, or overtaken by events. The group identified a small number of issues for further consideration by CSAC. These can be summarised under the following topics.
  - Development of a crime index – Simmons Review (2000) recommendation 57, Statistics Commission (2006) recommendation 6 and discussed in the Smith review (2006)
  - Police recording of incident data - Simmons Review (2000) recommendation 4
  - Ethnicity classifications - Simmons Review (2000) recommendation 40
  - Local level data consistency across areas - Statistics commission (2006) recommendation 4.
5. ONS will be taking work forward during 2015/16 exploring the development of a crime index and plans for this work are presented in a separate paper to the Committee (CSAC (15)12). In respect of the other three issues, the task and finish group concluded that the Committee should consider adding these to their future work programme. Further detail on the recommendations relating to these issues is presented in Annex B. Annex C lists the full recommendations from all six reviews (grouped by theme) and gives details of actions taken against each of them.

6. In addition, the review of recommendations highlighted some areas where it was felt that the Committee should keep a watching brief. These are listed below, with further details provided in Annex B.
- Crime Recording standards – training and audit. Simmons Review (2000) recommendation 47, Smith Review (2006) recommendation 8
  - Guidance around statistics and ease of use. UK Statistics Authority Monitoring Review (2010) recommendation 4

Chris Lewis  
May 2015

## **Annex A: Reviews of crime statistics**

A Review of Crime Statistics: A discussion document - Jon Simmons, July 2000

Statistics Commission Report No 30: Crime Statistics, User Perspective - Sept 2006

Crime Statistics: An Independent Review - Home Office, Nov 2006

Engaging Communities in Fighting Crime - Louise Casey, June 2008

Overcoming Barriers to Trust in Crime Statistics: England and Wales - UK Statistics Authority, May 2010

National Statistician's Review of Crime Statistics for England and Wales - June 2011

**Annex B: Recommendations on issues for further consideration / monitoring by CSAC**

Recommendation	Action taken
<p>Simmons (2000) Rec: 57 A new index of crime should be considered, the index aiming to replace the current full list of notifiable offences as the main annual measure of levels of crime in England and Wales.</p>	<p><b>This was not adopted and remains a live issue</b> - ONS will be taking this work forward during 2015/16.</p>
<p>Statistics commission (2006) Recommendation 6: Technical research should be carried out (to a published timetable) to develop a set of weighted index measures of 'total crime' and promote debate on which, if any, of these measures should be adopted alongside the current basic count.</p>	<p><b>Still an issue</b> - ONS will be taking this work forward during 2015/16. This was looked at and considered to be unworkable at the time as the boundaries between crimes of differing seriousness were not clear cut and the weighting factors were arbitrary. Unclear legal categories also don't support this (e.g. ABH versus GBH).</p>
<p>Simmons (2000) Rec: 04 Incidents or "calls for service" should be understood to include both crimes and non-crimes, and in particular should consider the capture of non- crime events brought to the attention of the police.</p>	<p><b>Still an issue</b> - The creation of the National Standard for Incident Recording in 2003/04 in part sought to address this recommendation. NSIR does set out a basis for the recording and data collection for non crime calls for service (incidents) though there is currently no central collection of NSIR data. However, the future status, ownership and strategic direction for NSIR remains a matter to be resolved and an issue that CSAC should consider further.</p>
<p>Simmons (2000) Rec: 40 Agreement of appropriate ethnicity classifications – one for self classification and another for visual appearance – should be decided at the first meeting of the revitalised Police Statistics Committee, and its decision confirmed by the Crime Strategy Group to apply across the CJS as a whole.</p>	<p><b>This remains an issue</b> - there continue to be different classification systems across the CJS. ACPO have not been keen on revamping systems to record new ethnicity categories.</p> <p>This should be an issue for CSAC to return to though noting that its remit does not, for example extend to the courts, prisons and other stats produced by MoJ.</p>
<p>Simmons (2000) Rec: 40 Agreement of appropriate ethnicity classifications – one for self classification and another for visual appearance – should be decided at the first meeting of the revitalised Police Statistics Committee, and its decision confirmed by the Crime Strategy Group to apply across the CJS as a whole.</p>	<p><b>This remains an issue</b> - there continue to be different classification systems across the CJS. ACPO have not been keen on revamping systems to record new ethnicity categories.</p> <p>This should be an issue for CSAC to return to though noting that its remit does not, for example extend to the courts, prisons and other stats produced by MoJ.</p>
<p>Statistics commission (2006) Recommendation 4: Existing local data should be better used to improve the quality and range of statistics on</p>	<p><b>Implemented</b> - this has been partly addressed through data available on <a href="http://www.police.uk">www.police.uk</a> and tools, such as</p>

<p>crime. This could be achieved through police forces agreeing to publish, in a co-ordinated way, standardised comparable analyses at a local level. These analyses need not necessarily be drawn together and published as official statistics by the Home Office but must be consistent with those that are.</p>	<p>Compare my area.</p> <p>There is a degree of inconsistency between the sources but much less than previously. CSAC should keep this in mind</p>
<p>Simmons (2000) Rec: 47 Police Officers should have available training in the appropriate and ethical recording and analysis of information on crime, and this should be a part of the basic training given to all new officers.</p>	<p><b>This remains an issue</b> – this was not taken forward and has been raised again by the 2014 HMIC inspection. It is to be taken forward with the College of Policing. CSAC should continue to look at the quality of the training.</p>
<p>Smith (2006) 8. We recommend that the use of periodic independent audits of the police recording of crime should become a permanent feature.</p>	<p><b>This is still an issue</b> - a recommendation echoed by the subsequent UK Stats Authority review and National Statistician review.</p> <p>Following the introduction of the National Standard for Crime Recording (NCRS) in 2002, a three year programme of audits of crime data was implemented, beginning in 2003. These audits were commissioned from the Audit Commission by Police Standards Unit on behalf of the Home Office.</p> <p>Funding for a substantive programme of data quality assurance was discontinued in 2007/08.</p> <p>HMIC carried out a large national audit during 2014 and have committed to regular scrutiny of crime data integrity as part of their future annual all forces inspection. However the extent of such further scrutiny (and the level of actual auditing) remains under discussion.</p> <p>CSAC will continue to feed into the audit process</p>
<p>UK Statistics Authority (2010) 4. The National Statistician, the Home Office and the Ministry of Justice should produce the following:</p> <ul style="list-style-type: none"> <li>i. a conceptual framework for crime and criminal justice data, showing flows through the system, where and how data are captured, and where gaps, discrepancies or discontinuities occur</li> <li>ii. a free-standing guide that explains the strengths and limitations of different types of crime data, the circumstances in which</li> </ul>	<p><b>Implemented in part</b> - complexity and volume of the statistics across the CJS makes the development of a conceptual framework challenging. Work to date has not been successful to date but ONS are currently making another attempt to produce one.</p> <p>Metadata around crime statistics has greatly improved in recent years and have addressed the points raised by this</p>

<p>it would be appropriate to use one source rather than another, and the kinds of judgement that need to be made when no single source is ideal</p> <p>iii. guidelines on the presentation and use of crime and criminal justice statistics in government documents and statements</p> <p>iv. advice for the public about the interpretation of performance measures in the criminal justice system. This advice should be made available on all government websites where such data are displayed.</p>	<p>recommendation.</p> <p>The HO Chief Statistician, with the support on the Statistics and Surveys sub-committee produced guidance for policy &amp; press office colleagues on best practice in use of statistics in government documents and statements.</p> <p>Central performance measures were scrapped in 2010.</p>
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## Annex C: List of recommendations and summary of actions taken (grouped by theme)

### Police Recorded Crime and incident data

Recommendation	Action taken
Simmons (2000) Rec: 03 The police should apply the recommendation contained in the report from the Stephen Lawrence Inquiry for a prima facie approach to recording racist incidents to all incidents or “calls for service” and should adopt the evidential approach for the recording of crimes, on a basis on which such crimes might be expected to be prosecuted in a court.	<b>Overtaken by events</b> - this related to an idea that crimes should be recorded on an evidential basis (i.e. sufficient evidence to prosecute) and there would also be recording of incidents based solely on victim reports. The recommendation preceded the creation of the National Crime Recording Standard which decided instead to adopt victim based recording “unless there was credible evidence to the contrary”.
Simmons (2000) Rec: 04 Incidents or “calls for service” should be understood to include both crimes and non-crimes, and in particular should consider the capture of non- crime events brought to the attention of the police.	<b>Still an issue</b> - The creation of the National Standard for Incident Recording in 2003/04 in part sought to address this recommendation. NSIR does set out a basis for the recording and data collection for non crime calls for service (incidents) though there is currently no central collection of NSIR data. However, the future status, ownership and strategic direction for NSIR remains a matter to be resolved and an issue that CSAC should consider further.
Simmons (2000) Rec: 05 The Home Office should produce advice to forces on adopting a differentiated approach to recording incidents and crimes and all police forces should introduce the necessary changes within the same time frame and to a standard agreed by the Home Office.	<b>Implemented</b> - The National Crime Recording Standard (NCRS) was introduced in April 2002 in the wake of this report (and a critical inspection of crime recording by HMIC) to strengthen crime recording and this gives such advice to forces.
Simmons (2000) Rec: 06 The police should ensure that every incident relating to crimes, allegations of crimes and also disorder that is brought to their attention is recorded as an incident (or ‘call for service’).	<b>Implemented</b> - The NCRS/Home Office Counting Rules require forces to record such incidents that fall short of notifiable crimes as either Crime Related Incidents or other incidents. NSIR also support this but the quality of incident data is uncertain.
Simmons (2000) Rec: 09 Information on arrests recorded by the police should in future also include an identification of any special methods primarily responsible for the arrest in order to track the efficacy of such methods over time.	<b>No longer pertinent</b> – This recommendation is outside the remit of CSAC and crime statistics as such – arrest data is separately collected and published by the HO Statistics.
Simmons (2000) Rec: 10 A victim-assessed field to record suspected motive should be introduced for all reported incidents. In line with the recommendation on incident recording, the victims should themselves define the motive. This victim-assessment should also seek to identify all forms of ‘hate crime’ and whether a specific crime was a singular or repeat offence.	<b>Being implemented</b> – this was not progressed at the time due to barriers associated with different force IT systems.  Recorded crimes which the victim says was a hate crime are now flagged and reported in the official statistics.
Simmons (2000) Rec: 11 The category of violent crime should be sub-divided so as to identify incidents and crimes where the victim knew the offender.	<b>Being implemented</b> - The victim/offender relationship is now a mandatory field in the HO data hub for violent and sexual offences. All forces

	are expected to be submitting crime data to the hub by 2016.
Simmons (2000) Rec: 13 The requirement on police forces to report the value of items stolen should be dropped.	<b>Not implemented</b> - this was thought to be too problematic and burdensome to adopt. However, there is now an <b>optional</b> field in the HO Data Hub for forces to record values of property stolen, an assessment will be made in due course on the quality of such data.
Simmons (2000) Rec: 19 As systems develop, individual crime record should identify both the date on which the crime was believed to have occurred as well as the date on which the incident was recorded by the police.	<b>Being implemented</b> - Crime recording systems generally now capture both dates and the HO Data Hub captures such information from forces able to supply such data.
Simmons (2000) Rec: 22 Recorded crime data should be extended to include information on the method of clear up for individual notifiable offences, and not just the main groups of crimes as at present.	<b>Implemented</b> - The Home Office crime outcomes framework now provides full coverage of the way in which all notifiable offences are dealt with including those cleared up by sanctions (e.g. charge, caution, summons) as well as those where the police took no further action or no investigative lead.
Simmons (2000) Rec: 36 Changes to guidance on recording data used for key performance indicators should be provided to police forces with appropriate notice and with an agreed window of time within which the guidance must be implemented.	<b>No longer pertinent</b> - recorded crime no longer feeds into any central Government KPIs.
Simmons (2000) Rec: 37 Data will continue to be collected by the police which will not be available to the Home Office for analysis as part of the core Home Office data set, but such data should normally be made available for research purposes subject to the usual safeguards over confidentiality and appropriate use.	<b>This is being implemented</b> - This is covered by the HO Data Hub memorandum of understanding..
Simmons (2000) Rec: 40 Agreement of appropriate ethnicity classifications – one for self classification and another for visual appearance – should be decided at the first meeting of the revitalised Police Statistics Committee, and its decision confirmed by the Crime Strategy Group to apply across the CJS as a whole.	<b>This remains an issue</b> - there continue to be different classification systems across the CJS. ACPO have not been keen on revamping systems to record new ethnicity categories.  This should be an issue for CSAC to return to though noting that its remit does not, for example extend to the courts, prisons and other stats produced by MoJ.
Simmons (2000) Rec: 45 The Home Office should invest in training events for force statistical officers and other specialist crime recording staff, and should investigate the possibility of establishing a news group for sharing solutions to issues over crime recording.	<b>Implemented</b> - an effective communication channel has been established for Force Crime Registrars which continues to meet regularly at regional and national level.  The College of Policing will now deliver professional training for force crime registrars from later in 2015.
Simmons (2000) Rec: 46 The Home Office should fund the extension of	<b>Overtaken by events</b> – forces have individual responsibility for data quality with oversight by PCCs.



the community of professional data quality controllers within those smaller police forces that lack such a function at present.	
Simmons (2000) Rec: 47 Police Officers should have available training in the appropriate and ethical recording and analysis of information on crime, and this should be a part of the basic training given to all new officers.	<b>This remains an issue</b> – this was not taken forward and has been raised again by the 2014 HMIC inspection. It is to be taken forward with the College of Policing. CSAC should continue to look at the quality of the training.

Simmons (2000) Rec: 48 Chief Officers and their senior managers should show clear leadership over the quality of the information provided by their officers, and should ensure that their officers adopt an ethical approach to the recording of statistical information. The memorandum of understanding between the police and the Home Office should include a statement to this effect.	<b>This remains an issue</b> – it has recently been re-emphasised following the 2014 HMIC inspection.
Simmons (2000) Rec: 49 The Home Office RDS in collaboration with HMIC and others in the Home Office should have a recognised role of querying data supplied by the police, and of investigating specific areas where there may be signs of a complex relationship between the information recorded and actual changes or levels of crime.	<b>Implemented</b> - Home Office team undertake routine validation of crime data supplied by forces and will go back to forces to query apparent anomalies. Of course there was the subsequent Audit Commission that ran to 2007. HMIC use various modelling tools to assess disparities or anomalies in force crime data and use this to help inform inspection activity
Simmons (2000) Rec: 50 In accordance with HMIC's new risk-based assessment model, audit should be by exception and focus on problem areas identified by the evidence.	<b>This remains an issue</b> – a continuing theme of the need for proportional risk-based auditing of recorded crime.
Smith (2006) 6. We recommend that the framework for data recording in police forces using the force crime registrars must be protected and HMIC should ensure this is not weakened.	<b>This is still an issue</b> – the recent HMIC report has made recommendations on this too – most of which are to individual forces.
Smith (2006) 8. We recommend that the use of periodic independent audits of the police recording of crime should become a permanent feature.	<p><b>This is still an issue</b> – a recommendation echoed by the subsequent UK Stats Authority review and National Statistician review.</p> <p>Following the introduction of the National Standard for Crime Recording (NCRS) in 2002, a three year programme of audits of crime data was implemented, beginning in 2003. These audits were commissioned from the Audit Commission by Police Standards Unit on behalf of the Home Office.</p> <p>Funding for a substantive programme of data quality</p>

	<p>assurance was discontinued in 2007/08.</p> <p>HMIC carried out a large national audit during 2014 and have committed to regular scrutiny of crime data integrity as part of their future annual all forces inspection. However the extent of such further scrutiny (and the level of actual auditing) remains under discussion.</p> <p>CSAC will continue to feed into the audit process</p>
<p>Casey (2008) Proposal 29: A senior police officer, working directly to the Policing Minister, should be given responsibility for reducing the number of police forms in use and for introducing new methods to reduce bureaucracy in all police forces, holding them to account for any bureaucracy that keeps officers away from frontline duties. The Policing Minister should publish progress reports detailing activity and results on a quarterly basis.</p>	<p><b>Implemented</b> – some work was taken forward under the previous and current administrations to cut red tape.</p>

### **Police Recorded Crime data systems**

<p>Simmons (2000) Rec: 07 Crime recording systems should enable a link to be made between incidents and the eventual crime in order that the attrition between incidents and crimes can be analysed.</p>	<p><b>Still an issue</b> - Force incident and crime systems differ and while some forces are able to link incidents and crime outcomes, others will record incidents on separate crime recording systems. In any event, there is no central collection of all incidents and it still remains impossible to analyse attrition between incident reports and crimes.</p>
<p>Simmons (2000) Rec: 08 In future, the IBIS strategy should establish the link between a crime-based system at the entry to the criminal justice process, and the case-based (or 'charge set') system required by the process parts of the criminal justice system.</p>	<p><b>Still an issue</b> – This relates to the idea of linking crime to charges which was never implemented. This, if implemented, would show the extent to which crimes are downgraded to secure convictions.</p>
<p>Simmons (2000) Rec: 14 NSPIS systems ought to include a capability to identify short survey periods and specific fields where particularly detailed data requirements are in force.</p>	<p><b>No longer pertinent</b> – NSPIS has been superseded.</p>
<p>Simmons (2000) Rec: 15 ACPO (with NSPIS Crime) should pilot pre-formatted letters with forms aimed at obtaining from victims standardised and detailed information on stolen items and loss through burglaries that would thereby</p>	<p><b>No longer pertinent</b> – NSPIS has been superseded. See above also response to recommendation 13.</p>
<p>Simmons (2000) Rec: 20 The increasing importance of geographic information should be recognised, and pro-active assistance provided by the Home Office to police forces to assist them in developing their capabilities for geographic</p>	<p><b>Implemented</b> - Geographic Information Systems are now well-established within police forces as is geographic analysis is of crime hot spots.</p>

analysis, to provide a national resource for the geographic analysis of crime and criminal justice data and to promote the co-ordination of such work across government.	
Simmons (2000) Rec: 23 The Home Office requirement for notifiable offences should enable and actively encourage this data to be supplied electronically.	<b>Implemented</b> - Aggregate data is now supplied electronically by all forces to the Home Office and the roll out of the HO Data Hub will provide record-level data.

Simmons (2000) Rec: 24 The Home Office requirement for counting notifiable offences should move from its current summary format to a requirement for individual records relating to each recorded crime.	<b>Being implemented</b> - The HO Data Hub was designed to provide record level data for each recorded crime providing additional granularity, e.g. on age and sex of victim, location of offence, time of day etc. All forces are expected to be submitting data via the hub by 2016.
Simmons (2000) Rec: 25 The Home Office should recognise the National Strategy for Police Information Systems (NSPIS) as the preferred future source for police crime data and RDS and the NSPIS developers should plan for the Home Office to receive data through NSPIS now	<b>Overtaken by events</b> - with forces having operational independence to choose which crime recording system to use. NSPIS has now been superseded.
Simmons (2000) Rec: 26 The working assumption should be that we will move to a single requirement for data from police within a year of the adoption of NMIS by police forces. NMIS and the NSPIS Common Data Model will provide the basic framework for this requirement and therefore should be the primary route through which the counting rules are, in future, applied.	<b>Overtaken by events</b> - with NMIS not adopted as a single standard system.
Simmons (2000) Rec: 27 Those engaged with the development of NMIS should amend the requirement for NMIS immediately, to enable each force to supply data electronically to the Home Office both in the current summary form and on an individual record basis.	<b>Overtaken by events</b> - with the development of the HO Data Hub which allows forces to submit record level data.
Simmons (2000) Rec: 28 RDS and the NMIS developers should collaborate quickly to develop an agreed standard electronic format for the summary statistical return.	<b>No longer pertinent</b> - NSPIS has now been superseded.
Simmons (2000) Rec: 29 It should be anticipated that the individual record basis will become the norm for the provision of data from police forces' NMIS systems to the Home Office, and that the selection of fields required as a part of the specification of data might in future be amended.	<b>Overtaken by events</b> – the HO Data Hub will provide record level data.
Simmons (2000) Rec: 30 RDS, with PITO and HMIC assistance, should carry out a review to: establish the core Home Office data requirement to be supplied in future through NMIS and the NSPIS Common Data model; and identify which of these items can be supplied now from existing police IT systems.	<b>No longer pertinent</b> - NSPIS has now been superseded.
Simmons (2000) Rec: 32 The police data required	<b>Implemented</b> - there is now a formal

<p>by the Home Office should be discussed with ACPO, and written into a Memorandum of Understanding with ACPO, and reviewed annually in the light of developments in police IT systems and the changing policy environment.</p>	<p>Annual Data Requirement process which aims to co-ordinate central requests for data and minimise burden on forces. ACPO leads feed into the ADR process.</p>
<p>Simmons (2000) Rec: 33 NSPIS must provide greater assurance to the department and the police community on both the development and adoption status of each NSPIS system, including an up-to-date user-friendly database of the agreed key data items and their permitted values or validation routines.</p>	<p><b>No longer pertinent</b> - NSPIS has now been superseded.</p>

Simmons (2000) Rec: 34 Those responsible for the development of the NSPIS systems should actively involve themselves in the planning of the Home Office Information Strategy, including being represented at the relevant statistics and IT forums.	<b>No longer pertinent</b> - NSPIS has now been superseded.
Simmons (2000) Rec: 35 The Home Office and ACPO should work together to establish an agreed memorandum of understanding which guarantees the sharing of data between the police and the Home Office.	<b>Implemented</b> - The HO Data Hub has such a memorandum of understanding.
Simmons (2000) Rec: 41 The uniform annual requirement should mesh with and feed into the NSPIS requirements – and any changes introduced through the annual mechanism must be reflected in the NSPIS Common Data Model. Those responsible for the development of NSPIS must maintain this, and therefore must actively participate in the Police Statistics Committee.	<b>Overtaken by events</b> - as there is no single common data model for crime recording systems.
Simmons (2000) Rec: 42 It is recommended that the two police data collections in RDS and HMIC be amalgamated as soon as possible, under a single line management within RDS.	<b>Implemented</b> - this was accomplished via the Annual Data requirement.
Smith (2006) 7. The framework for reporting data to the Home Office should produce a clear funded plan so that Home Office statisticians have access to NMIS data as soon as possible.	<p><b>Being implemented</b> - the HO Data Hub (a centralised resource which draws in force level record data) is still in development many years later.</p> <p>There are issues around the ownership of this data – those forces that provide it to the HO do so under a MoJ that is quite restrictive.</p> <p>ONS are in discussion with the HO about allowing access to it for the purpose of producing official statistics and hopeful that this will be forthcoming.</p>

### Issues with CSEW data

Simmons (2000) Rec: 44 The requirements for information set out in the British Crime Survey should be developed both to compliment and complete the information collected directly from police data. The two data sources should be planned in tandem.	<b>Implemented</b> - the content of the survey is subject to an annual review and good links exist between the team responsible for the survey in ONS and the team responsible for recorded crime developments in the Home Office.
Simmons (2000) Rec: 53 The British Crime Survey (BCS) should be maintained on an annual basis as the prime source of audit for police data. The BCS will remain the primary source for data which cannot be identified satisfactorily from police sources, might be too difficult to collect routinely, or which require attitudinal assessment by the public.	<b>Ongoing</b> - this is a little misleading as the CSEW couldn't act as a local audit mechanism without a massively expensive increase in its sample size.
Simmons (2000) Rec: 55 The annual picture of crime should also be the place where the changes	<b>Implemented</b> – this has become standard practice with the most recent

and disjunction to long- standing series, which will undoubtedly occur as a result of the recommendations in this report and other changes, should be reported on to the public.	example has been ONS work to re-classify and re-weight the CSEW time series.
Smith (2006) 1. The British Crime Survey sample frame should be extended to include those under 16 as soon as practicable after taking advice of those with relevant expertise and piloting the changes.	<b>Implemented</b> - the survey was extended to cover children aged 10-15 in January 2009.
Smith (2006) 2. The British Crime Survey sample frame should be extended to include those living in group residences as soon as practicable after taking advice of those with relevant expertise and piloting the changes. In addition, research should be carried out on the victimisation of homeless and institutionalised populations.	<b>Implemented</b> – independent methodological study examined the feasibility of extending the survey to those living in group residences and concluded it was not practical. The HO hasn't, as far as we are aware, commissioned research on the victimisation of the homeless and institutionalised populations.
Smith (2006) 5. We recommend that the Home Office set up a standing panel of independent experts to provide regular review of and comment on methodological and analytic issues relating to the BCS and its other crime surveys.	<b>Implemented</b> –an advisory committee, under the auspices of the Home Office Scientific Advisory Committee, was established but this was superseded by the independent Crime Statistics Advisory Committee established following Jil's review in 2010.
National Statistician (2011) Recommendation 2: The experimental statistics on crimes against 10-15 year olds developed from the recent extension of the British Crime Survey should be incorporated without delay into the headline statistical releases on crime.	<b>Implemented</b> – these are now included in the regular quarterly release but not in the headline estimates.

### Other data sources

Simmons (2000) Rec: 16 The Home Office with the Serious Fraud Office should develop new routine information sources on fraud, in co-operation with the banking and insurance industries.	<b>Implemented</b> - Information from Financial Fraud Action UK is now incorporated into the official statistics on crime and ONS are working with CIFAS to bring in other reports of fraud from industry bodies.
Simmons (2000) Rec: 17 The Home Office should develop a routine source of information on serious injuries resulting from acts of violence, derived from the work of the Cardiff Violence Prevention Group.	<b>Being implemented</b> - A national project is currently rolling out the passing of data directly to forces by hospitals under the Cardiff model. This does not amount to data coming to the HO as the purpose is primarily to inform local partnerships response to violent crime.
Smith (2006) 3. We recommend that the Home Office should carry out a survey of commercial and industrial victimisation every two years.	<b>Implemented</b> - the Home Office revived a Commercial Victimisation Survey in 2012 and it has run for 3 years.  However, the sample is small (4,000 business premises per year) and

	covers a limited number of industrial sectors (around a 1/3 per year). Thus its coverage of crime is still open to criticism and its utility as tool to inform policy development limited due to small sample.
Smith (2006) 4. We recommend that the Home Office should publish within 12 months an action plan for what it proposed to do to measure those crimes which are either not included in the present crime statistics or are poorly measured by them.	<b>Implemented</b> –a joint response to Smith and the Statistics Commission recommendations was published by the Home Office in 2007.
National Statistician (2011) Recommendation 3: The Home Office should implement its plans for a telephone survey of businesses in 2011/12, and consideration should be given to running regular surveys on crimes against businesses in future years.	<b>Implemented</b> – the Home Office commissioned a Commercial Victimization Survey in each of the 2012, 2013 and 2014 calendar years. Funding has been agreed for the next 3 year contract covering 2015, 2016 and 2017.

### Dissemination of Crime statistics

Simmons (2000) Rec: 02 An annual comparison with the picture of crime indicated by the BCS should be presented as an integral part of the picture of crime published by the Home Office.	<b>Implemented</b> - Joint reporting of police recorded crime and the BCS (now CSEW) was adopted by the Home Office following this review and continues in ONS quarterly crime statistics today.
Simmons (2000) Rec: 12 The published data on robbery should separately identify robberies of personal property and robberies of commercial property (as required by the new counting rules) but should also provide an additional simple measure of seriousness, both for robbery and also theft.	<b>Partly implemented</b> - The official statistics now provide separate counts of personal and business robbery but there is no additional measure of seriousness. All robberies, as they involve the use or threat of force, are arguably serious and it was felt it would be difficult to separate them, for example into more and less serious.
Simmons (2000) Rec: 18 In recognition of a more problem-oriented approach to analysing information on crime, the Home Office should make greater use of external data sources and be more willing to quote these in its own publications and briefing notes.	<b>Not specific to crime statistics</b> - but has been done to a large extent.
Simmons (2000) Rec: 21 The Internet should also be used to disseminate statistics used to underpin additional analyses, such as up-to-date population estimates for the appropriate geographical areas.	<b>Implemented</b> - Web publishing is now standard practice for the dissemination of official statistics and key data are now available to download.
Simmons (2000) Rec: 43 The definitions and terminology used across all Home Office statistics on crime should be capable of a clear read across between the different sources of information, be they “calls for service”, “recorded crimes”, “BCS survey crime”, and information from court proceedings.	<b>This remains an issue</b> - some progress was made with this but there remain inconsistencies, e.g. in way which ethnicity is recorded. Some inconsistency stems from needs to sometimes base classification on ‘appearance’ rather than self-reports
Simmons (2000) Rec: 52 The Home Office should publish an annual “Picture of Crime in England	<b>Implemented</b> - this led to the establishment of the annual Crime in

<p>and Wales”, incorporating not only the statistical information necessary to draw such a picture, but also information from research and other sources, including the British Crime Survey, as befits a problem-oriented approach. A second volume might present the annual picture of the criminal justice system in England and Wales. These two volumes together should replace the existing Criminal Statistics Command Paper. Consideration should be given as to how best to ensure that this picture of crime is both independent and authoritative, including the possibility of an external editor, annually appointed.</p>	<p>England and Wales bulletin.</p> <p>The MoJ produce separate overview of justice statistics.</p> <p>The question of independence has been overtaken by the transfer of responsibility for the compilation and publication of crime statistics to ONS.</p>
<p>Simmons (2000) Rec: 54 The annual picture of crime should include both crime and non-crime events, that is incidents and general features of disorder or safety of concern to the public.</p>	<p><b>Implemented</b> - this has partly been addressed with the inclusion of, for example ASB incident data from the police and less serious crime not included in recorded crime (sourced from court stats).</p> <p>However broader incident data is not robustly collected and this link to previous recommendations around the totality of crime and incidents.</p>
<p>Simmons (2000) Rec: 56 In conjunction with the formal publication of this picture of crime, on an annual basis, there should be a more regular release of the statistics comprising an index of crime, and other key indicators. As new police systems are introduced, in particular NMIS, this information might be made available informally on a monthly basis, as is the case with the main economic series. These main series should continue to be subject to the preannouncement of release dates agreed with the Office of National Statistics.</p>	<p><b>Implemented</b> - there has been a move to more regular release of statistics with all the headline measures now reported on each quarter.</p> <p>The issue of publishing provisional monthly recorded crime figures remains a live issue which ONS and HO propose to adopt during 2015/16.</p>
<p>Simmons (2000) Rec: 57 A new index of crime should be considered, the index aiming to replace the current full list of notifiable offences as the main annual measure of levels of crime in England and Wales.</p>	<p><b>This was not adopted and remains a live issue</b> - ONS will be taking this work forward during 2015/16.</p>
<p>Simmons (2000) Rec: 58 Any proposals for a new index of crime should be developed openly in collaboration with all interested parties, and the arguments in favour of its proposed format published.</p>	<p><b>This was not adopted and remains a live issue</b> - ONS will be taking this work forward during 2015/16.</p>
<p>Simmons (2000) Rec: 59 The main thrust of analyses of crime statistics, in addition to the new picture of crime and annual index, should be directed towards topical ad hoc concerns and problem-related studies, and not the release of statistical tables repeated from one year to the next.</p>	<p><b>Not implemented</b> - this recommendation did not sit well with the subsequent statistics legislation (2006) and associated Code of Practice which requires the pre- announcement of publication of standard outputs.</p> <p>However, ONS are working to find other outlets for topical policy-focused outputs to supplement the official statistics.</p>
<p>Simmons (2000) Rec: 60 The primary format for releasing this problem- oriented information on crime should be short summary research findings.</p>	<p><b>Not implemented</b> - see above.</p>



<p>These should be released regularly and informally –both in hard copy and over the Internet – with the routine statistical tables and data made available to download over the Internet. The information must be in a standard format, well indexed and easily searched electronically.</p>	
<p>Simmons (2000) Rec: 61 In addition to the publication of research findings, and accompanying statistical tables, an appropriate subset of core data provided by the police should be made available to Home Office staff for their own analysis, through a user-friendly system made available over the Home Office Intranet, and to the police. Ultimately, the same data should be made generally available to the public.</p>	<p><b>Implemented</b> - the iQuanta system was developed primarily as a performance management tool to give analysts in the HO, the police service and their local partners access to such data as management information.</p> <p>Since 2010, aggregate data has been available to the public via <a href="http://www.police.uk">www.police.uk</a></p>
<p>Simmons (2000) Rec: 62 The Home Office should develop systems to make information on the levels of crimes in localities available nationally, using Internet database technology.</p>	<p><b>Implemented</b> - this has been done via <a href="http://www.police.uk">www.police.uk</a> though CSAC might take a view on whether the presentation can be improved.</p>
<p>Simmons (2000) Rec: 63 The same internet-based dissemination solution should be used to supply local area data to Crime and Disorder partnership organisations, including local authorities and courts.</p>	<p><b>Implemented</b> – this has been done via iQuanta.</p>
<p>Simmons (2000) Rec: 64 Any information published using database technology to supply user-defined queries should make clear the source of the data, any known problems with the data, should give an email contact for further information, and should provide an appropriate context for each analysis – e.g. comparable county-wide and national comparisons.</p>	<p><b>Implemented</b> – this has become standard practice.</p>
<p>Simmons (2000) Rec: 65 The Internet should be regarded as the primary method of disseminating statistical information in the future, and on which hard copy publications are based – not as present, the other way round.</p>	<p><b>Implemented</b> - web publishing is now the norm.</p>
<p>Simmons (2000) Rec: 66 A senior technical manager should be appointed to manage the development and implementation of this strategy, and whose responsibilities should be separate from the day-to-day pressures of policy and research</p>	<p><b>No longer pertinent.</b></p>
<p>Statistics commission (2006) Rec 3: The Home Office, and others as appropriate, should make changes to the presentation of the recorded crime figures in order to communicate better the main messages. These steps include:</p> <ul style="list-style-type: none"> <li>• changing the definition of violent crime;</li> <li>• greater distinction between British Crime Survey results and police recorded crime data and the uses for which each source is appropriate;</li> <li>• ensuring regular reviews of statistical classifications.</li> </ul>	<p><b>Implemented</b> – after public consultation, ONS changed the definition of violent crime to separate out those offences which did not involve violence (or intent to commit such violence) against a specific identifiable victim.</p> <p>Prior to transfer of responsibility for the statistics to ONS, the HO bulletins brought together commentary on the two sources and improved the metadata. ONS has built on this since assuming responsibility for the statistics.</p>
<p>Statistics commission (2006) Recommendation 4:</p>	<p><b>Implemented</b> - this has been partly</p>

<p>Existing local data should be better used to improve the quality and range of statistics on crime. This could be achieved through police forces agreeing to publish, in a co-ordinated way, standardised comparable analyses at a local level. These analyses need not necessarily be drawn together and published as official statistics by the Home Office but must be consistent with those that are.</p>	<p>addressed through data available on <a href="http://www.police.uk">www.police.uk</a> and tools, such as Compare my area.</p> <p>There is a degree of inconsistency between the sources but much less than previously.</p> <p>CSAC should keep this is mind</p>
<p>Statistics commission (2006) Rec 5: Comparability of crime statistics between the various countries within the UK should be improved, identifying and addressing areas of statistics where there are problems.</p>	<p><b>Not implemented</b> - the producers of official statistics on crime meet regularly to discuss issues of comparability and seek to move forward on a comparable basis (where possible). However the issues of comparability between the countries is not solvable.</p>
<p>Statistics commission (2006) Rec 6: Technical research should be carried out (to a published timetable) to develop a set of weighted index measures of 'total crime' and promote debate on which, if any, of these measures should be adopted alongside the current basic count.</p>	<p><b>Still an issue</b> - ONS will be taking this work forward during 2015/16. This was looked at and considered to be unworkable at the time as the boundaries between crimes of differing seriousness were not clear cut and the weighting factors were arbitrary. Unclear legal categories also don't support this (e.g. ABH versus GBH).</p>
<p>Smith (2006) Rec 9. The Home Office should continue to publish police recorded crime data and the BCS together.</p>	<p><b>Implemented</b> – the results from the two sources have been reported together for many years.</p>
<p>Smith (2006) Rec 10. We recommend that national statistics should be published annually and include a full commentary on the state of crime, drawing on all appropriate data sources.</p>	<p><b>Implemented</b> – work addressing this was started in the HO and enhanced since the move to ONS. We now</p>
<p>Smith (2006) Rec 11. We recommend that the Home Office should make available on its website the full monthly crime data but make clear this is unaudited data and do so without commentary, except where this is necessary to clarify changes in the statistical process.</p>	<p><b>Implemented in principle</b>- this wasn't done but ONS are in discussion with the HO about either HO or ONS publishing monthly PRC data, e.g. via NESS. Release of monthly data was seen as excessive at the time, but police.uk has plugged this kind of gap. The issue of frequency of data has mainly been addressed but still looking into the quality of data on police.uk.</p>
<p>Smith (2006) Rec 12. We recommend that whenever Home Office statistical reports include interpretation or assumptions on the part of the authors these should be flagged frankly and openly on their first appearance in the report and the basis of those judgements should be referenced and made available.</p>	<p><b>Implemented</b> – a number of improvements have been made to the statistical commentary have been made over the years and further enhanced since the move to ONS.</p>
<p>Smith (2006) Rec 13. We recommend that the Home Office should attach to each of its statistical series a statement clearly identifying the strengths</p>	

<p>and weaknesses of the particular series and the aspects about which professional judgements may need to be made.</p>	
<p>Smith (2006) Rec 14. In order to build trust, the Home Office needs to take care to ensure that the release and statistical commentary on national crime statistics are quite clearly separated from political judgements or ministerial comments and should ensure the accuracy of any statements made about the statistics, whether in press releases, or ministerial comments.</p>	<p><b>Implemented</b> – following statistics legislation, the HO centralised statistical functions under a Chief Statistician reporting on professional matters to the National Statistician.</p> <p>In April 2012, responsibility moved to ONS which more clearly signalled the independence of those involved in the production of the stats.</p>
<p>Smith (2006) rec 15. We recommend that the Home Office re-define violent crime in crime statistics to only include those crimes which actually cause physical injury or where the threat to inflict such injury is likely to frighten a reasonable person.</p>	<p><b>Implemented</b> – following the move to ONS, we consulted on making such (and other changes) to make the stats more understandable and this has now been achieved.</p>
<p>Smith (2006) rec 17. The Home Office should make the provision of local crime information a central part of its crime communication strategy and not just rely on publishing national crime.</p>	<p><b>Implemented</b> – the Home Office introduced a local crime mapping website in 2011 which addressed much of these recommendations.</p>
<p>Smith (2006) rec 18. The Home Office should ensure that investment in strategies and technology for the provision of appropriate local crime information be an integral part of the development of neighbourhood policing teams and a key means by which they are held accountable to their neighbourhoods.</p>	<p>The data is integrated with other public information provision, e.g. names of local beat team, local crime alerts etc.</p>
<p>Smith (2006) rec 19. The Home Office needs to develop a strategy for providing useful local crime information that makes use of modern communications.</p>	<p>There remain some aspects which remain open – crime data on maps is limited to notifiable offences, incident data is limited to ASB, incident data is not all geo- coded,</p>
<p>Smith (2006) rec 20. We recommend that local crime information should be made available on the same geographic basis as the neighbourhood policing teams.</p>	
<p>Smith (2006) rec 21. We recommend that crime information made available locally should include all crime data (not just notifiable offences) and all incident data and be available in all areas within three years.</p>	
<p>Smith (2006) rec 22. We recommend that police forces should have geo-coded crime and incident data as part of the roll out of neighbourhood policing teams. They should put in place the requirements to use this mapped data as a key means of sharing information with the public, including on a force website, within three years.</p>	
<p>Smith (2006) rec 23. We recommend that police forces should work with their partner local service providers to produce relevant</p>	

information in mapped form on the same websites.	
Smith (2006) rec 24. We recommend that the police should have a duty to provide local crime information as soon as possible or as necessary to respond to events.	
Smith (2006) rec 31. We recommend that the Home Secretary should propose which statistics are to be regarded as of sufficient national importance to be considered for accreditation as National Statistics. We agree with the HM Treasury consultation document that the Statistics Board should have the power to decide whether any statistics so proposed are of sufficient quality to be National Statistics. In addition, we recommend that the Statistics Board has the power to draw to the attention of Parliament any crime statistics series that it believes should form part of National Statistics but have not been proposed as such by the Home Secretary.	<b>Implemented</b> - outside remit of CSAC but the Statistics & Registration Services Act 2007 provided for such provisions.
Smith (2006) rec 32. We recommend that the Home Office's current annual report on crime, including the results of the British Crime Survey and a commentary on police recorded crime and any other relevant information, should, under the future arrangements proposed in the HM Treasury consultation document, be published under the auspices of the Statistics Board with its own statistical press release, and that any political commentary should be kept separate from the event of this publication and statistical press release.	<b>Overtaken by events</b> – responsibility for compilation and publication of the statistics transferred to ONS in 2012.
Smith (2006) rec 33. We recommend that there should be fixed release dates published at least six months in advance for all national crime statistics, which should then be released at the same time, 24 hours in advance, to Ministers, front bench spokespersons and key media and commentators.	<b>Implemented</b> – the Code of Practice for Official Statistics requires such pre- announcement of release date.
Smith (2006) rec 34. We recommend that all Home Office crime statistical databases should be open to public access, subject to safeguarding the privacy of individuals and individual organisations.	<b>Implemented</b> - ONS provides microdata via UK Data Service and VML.
Smith (2006) rec 35. We recommend that each Home Office crime statistical series should have a responsible statistical owner of appropriate seniority within the department who should have a duty to engage with commentators and researchers about the reliability and meaning of the statistical series for which they are responsible.	<b>Implemented</b> - the Code of Practice for Official Statistics requires such a provision and ONS lead in regular communication with key commentators.
Casey (2008) Proposal 23: By the beginning of	<b>Implemented</b> – such information is

<p>2009, local monthly crime information should be published to include information about action being taken to tackle crime, contact telephone numbers and e-mail addresses for local police teams, minimum standards of service the police are committed to delivering in the neighbourhood, how to complain if dissatisfied, opportunities to meet local police teams and influence their priorities, and details of crimes committed, with feedback on what sentences offenders have received.</p>	<p>now available on <a href="http://www.police.uk">www.police.uk</a></p>
<p>UK Statistics Authority (2010) rec 2. The National Statistician should publish a full and regular commentary on trends and patterns in crime. This would set an authoritative benchmark for further analysis of these data.</p>	<p><b>Overtaken by events</b> – the subsequent National Statistician’s review recommended such a commentary be produced by the ONS.</p>
<p>UK Statistics Authority (2010) rec 3. The National Statistician, in conjunction with relevant government departments and the Welsh Assembly Government, should draw up proposals for the development of statistical publications on crime and the criminal justice system in England and Wales, and consult users inside and outside government. The aims should be to:</p> <ul style="list-style-type: none"> <li>i. make the publications as relevant as possible to the likely uses of the statistics</li> <li>ii. make it easier for the non-expert to understand the flow of offences and offenders through the criminal justice system.</li> </ul>	<p><b>Implemented</b> – a cross-departmental group was established to take forward this recommendation. Improvements have been made to publications by ONS, HO and MoJ. Further it was agreed to publish a series of joint-outputs on a topic basis to bring together and better explain the flow of offences and offenders through the criminal justice system. To date, there have been outputs on sexual offences and hate crime. Some evaluations on the effectiveness of these implementations have been made.</p>
<p>UK Statistics Authority (2010) rec 4. The National Statistician, the Home Office and the Ministry of Justice should produce the following:</p> <ul style="list-style-type: none"> <li>v. a conceptual framework for crime and criminal justice data, showing flows through the system, where and how data are captured, and where gaps, discrepancies or discontinuities occur</li> <li>vi. a free-standing guide that explains the strengths and limitations of different types of crime data, the circumstances in which it would be appropriate to use one source rather than another, and the kinds of judgement that need to be made when no single source is ideal</li> <li>vii. guidelines on the presentation and use of crime and criminal justice statistics in government documents and statements</li> <li>viii. advice for the public about the interpretation of performance measures in the criminal justice system. This advice should be made available on all</li> </ul>	<p><b>Implemented in part</b> - complexity and volume of the statistics across the CJS makes the development of a conceptual framework challenging. Work to date has not been successful to date but ONS are currently making another attempt to produce one.</p> <p>Metadata around crime statistics has greatly improved in recent years and have addressed the points raised by this recommendation.</p> <p>The HO Chief Statistician, with the support on the Statistics and Surveys sub-committee produced guidance for policy &amp; press office colleagues on best practice in use of statistics in government documents and statements.</p> <p>Central performance measures were scrapped in 2010.</p>

government websites where such data are displayed.	
<p>UK Statistics Authority (2010) rec 5. The Home Office, in conjunction with the NPIA, HM Inspectorate of Constabulary (HMIC), Association of Chief Police Officers (ACPO), the Ministry of Justice and other relevant parties, should:</p> <ul style="list-style-type: none"> <li>i. review the local data on crime and criminal justice that are becoming available across a variety of government websites and consider whether there are opportunities to consolidate, share best practice, and provide more comprehensive and consistent metadata (for example, definitions, explanations of how the data are derived, and discussion of strengths and limitations)</li> <li>ii. supplement existing guidelines on the conduct of local surveys with good practice advice on the analysis, presentation and communication of results to the public.</li> </ul>	<p><b>Implemented</b> - there was concern that HO, HMIC, ACPO and NPIA were all developing websites in similar areas and <a href="http://www.police.uk">www.police.uk</a> has sought to rationalise.</p> <p>The ADR has some local survey collections, with associated guidance.</p> <p>Some of the agencies listed no longer exists (NPIA, ACPO)– work is on-going through police.uk and trackmycrime to gather data across a wider basket.</p>
<p>UK Statistics Authority (2010) rec 6. The Home Office should publish a description of the steps currently taken</p> <ul style="list-style-type: none"> <li>i. to ensure that police crime records result from the consistent application of the Counting Rules and</li> <li>ii. to quality assure the statistics deriving from those records.</li> </ul> <p>It should supplement the steps in (i) as necessary, for example by spot checks or periodic external audit, in order to provide public reassurance of consistency.</p>	<p><b>Implemented</b> - this has been addressed with additional information added to the user guide for crime statistics.</p>
<p>National Statistician (2011) Rec 1: The body responsible for the publication of crime statistics should seek to improve the presentation of the statistics to give users and the public a clearer understanding of the overall picture of crime, by providing the major and other sources of crime statistics together with additional contextual information.</p>	<p><b>Implemented</b> – various actions have been taken by ONS to improve the presentation of the statistics since 2012.</p>

**Movement of crime statistics from Home Office to ONS.**

<p>Statistics commission (2006) Rec 1: Responsibility for the compilation and publication of crime statistics should be located at arm's length from Home Office policy functions and with clear accountability</p>	<p><b>Implemented</b> - In the wake of the new statistics legislation (2006), statisticians in the Home Office were brigaded within a central Statistics Unit under the line management of the Head of</p>
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<p>within the evolving framework of the government statistical service.</p>	<p>Profession for Statistics whose line management chain is outside the policy function and reporting to the HO's Chief Scientific Advisor.</p> <p>Subsequently, the move to ONS has further strengthened the independence of those involved in the production of crime statistics.</p>
<p>Statistics commission (2006) Rec 2: Treasury and Home Office Ministers should consider together a fully developed business case for moving responsibility for the British Crime Survey to the Office for National Statistics and should publish their agreed view with supporting arguments.</p>	<p><b>No longer pertinent</b> - this was not addressed at the time but subsequently a decision was made to transfer responsibility for the survey to ONS.</p>
<p>Smith (2006) Rec 25. We recommend that the Home Secretary should put in place a regulatory environment which ensures that there is an actual and perceived separation between those who produce statistical data and commentary on crime (a 'Back Office' function and those who are responsible for policy advice and will be judged on the basis of the data (the 'Front Office') be they in a police force, the Home Office or elsewhere.</p>	<p><b>Implemented</b> – following statistics legislation, the HO centralised statistical functions under a Chief Statistician reporting on professional matters to the National Statistician.</p> <p>In April 2012, responsibility moved to ONS which more clearly signalled the independence of those involved in the production of the stats.</p>
<p>Smith (2006) Rec 26. We recommend that professional statisticians at Grade 6 or above working in the Home Office should be members of the Government Statistical Service, employed by the National Statistician and seconded by her to the Home Office. The National Statistician should be responsible for their career development and, in consultation with the Home Secretary, for the length of their secondment to the Home Office.</p>	<p><b>Overtaken by events</b> – no longer an issue with the move of responsibility to ONS.</p>
<p>Smith (2006) Rec 27. We recommend that the line management of statistical teams in the Home Office for all aspects of their work relating to the production of National Statistics be through someone such as the Director of Research and Statistics who has no policy or operational responsibility in the department relating to crimes, acting on behalf of the National Statistician.</p>	<p><b>Implemented</b> – this was done at the time but overtaken by events with the move to ONS.</p>
<p>Smith (2006) Rec 29. We recommend that in relation to national crime statistics the Accounting Officer for the Home Office should report, through the new Statistics Board, to the Public Accounts Committee (PAC) of the House of Commons, or to a specifically constituted sub-committee of the PAC operating under the same conventions as the parent committee.</p>	<p><b>Implemented</b> – ONS report via the Authority to the HoC Public Administration Select Committee.</p>
<p>Casey (2008) Proposal 22: The Statistics</p>	<p><b>Overtaken by events</b> – this was not</p>

<p>Authority or another independent organisation should be given full responsibility for producing the national crime statistics and trends. As part of a role in restoring public trust in national crime statistics, the Statistics Authority or another independent body should draw up a public protocol on responsible use of crime statistics and invite politicians of all parties, the media, and interest groups to publicly sign up to it.</p>	<p>addressed immediately but the transfer of responsibility for publication of the statistics in 2012 means this is no longer relevant.</p> <p>There has been no appetite to draw up a protocol on the use of crime statistics but the UK Statistics Authority actively intervenes in public debate when it judges the need to do so.</p>
<p>National Statistician (2011) Rec 5: Responsibility for the publication of crime statistics should transfer from the Home Office to the Office for National Statistics.</p>	<p><b>Implemented</b> – this took effect from 1 April 2012.</p>
<p>National Statistician (2011) Rec 6: Responsibility for the contract management of the British Crime Survey, the processing and compilation of results from the British Crime Survey, and the compilation of the police recorded crime estimates, should transfer from the Home Office to the Office for National Statistics. Home Office statisticians should work with the Office for National Statistics in the compilation and publication of both sources to retain criminological expertise and links with crime policy development.</p>	<p><b>Implemented</b> – this took effect from 1 April 2012.</p>
<p>National Statistician (2011) Rec 7: Responsibility for the collection and validation of recorded crime data from the police should remain with the Home Office.</p>	<p><b>Implemented</b> – this was no change to the existing status quo.</p>

### Other

<p>Simmons (2000) Rec: 01 The overarching purpose for the collection of information on crime should be both to make governments accountable and to reduce the impact of crime on society.</p>	<p><b>Overtaken by events</b> - The Code of Practice for Official Statistics, which now governs crime statistics, states that "official statistics are fundamental to good government, to the delivery of public services and to decision-making in all sectors of society. They provide Parliament and the public with a window on society and the economy, and on the work and performance of government."</p>
<p>Simmons (2000) Rec: 31 The core Home Office requirement should seek to satisfy the requirements of as many other data collections as possible, including those required by both other directorates and departments, which rely on police data.</p>	<p><b>Implemented</b> - the Annual Data Requirement process was established to co-ordinate and streamline data requests from across Government.</p>
<p>Simmons (2000) Rec: 38 A single uniform annual requirement for routine information from the police should be established and maintained by the Home Office in collaboration with ACPO and other government departments. This should</p>	<p><b>Implemented</b> - this is now in place and referred to as the Annual Data Requirement.</p>



<p>encompass all the routine requirements for information from the Home Office Research Development and Statistics (RDS), HMIC, any other parts of the Home Office and other parts of central government as necessary.</p>	
<p>Simmons (2000) Rec: 39 The Police Statistics Committee should be reformed to take on the formal approval of all changes to the information requirements from the police. Agreement of the uniform annual requirement should be pro-actively managed between meetings of that committee.</p>	<p><b>Overtaken by events</b> - The Police Statistics Committee no longer exists. There is a National Crime Recording Strategic Steering Group which advises on changes to the HO CR and a separate ADR process to manage data requirements on forces. Both boards make recommendations to the Home Secretary for sign-off.</p>
<p>Simmons (2000) Rec: 51 The Home Office RDS should develop a programme of informal training to ensure that RDS researchers and statisticians are well briefed in the information available from across the organisation and make full use of the available statistics in their work.</p>	<p><b>Not specific to crime statistics</b> - but ONS and HO have undertaken joint training sessions in recent years to ensure new staff understand the range of information on crime stats available and how to use and interpret them.</p>
<p>Smith (2006) 16. We recommend that the Home Office needs to have a long- term communications strategy for crime statistics designed to help create public trust. The Home Office should approach the introduction of any further changes in the crime recording system in such a way that (a) the changes are planned with a controlled timetable, (b) a method for measuring the effects of the changes on crime trends is implemented and (c) explanation of the changes is an integral part of the planning.</p>	<p><b>Overtaken by events</b> – with the move to ONS and establishment of CSAC but the spirit of the recommendations have been addressed.</p>
<p>Smith (2006) 28. We recommend that the appropriate standards of conduct and quality for the production and publication of those crime statistical series accredited as National Statistics should be the government-wide standards for National Statistics established by the Statistics Board under the Chancellor of the Exchequer's proposals. The Board should audit Home Office performance against those standards, preferably as part of a wider responsibility on behalf of Parliament.</p>	<p><b>Implemented</b> – outside remit of CSAC but the Statistics &amp; Registration Services Act 2007 introduced a new legislative framework for all official statistics.</p>
<p>Smith (2006) 30. We recommend that the Home Office presses for then proposed Statistics Board to comprise predominantly non-executives appointed independently of Ministers or their departments, by procedures to be determined by the PAC and following Nolan conventions.</p>	<p><b>Implemented</b> –outside remit of CSAC but the Authority Board is Chaired by a non- executive and non-execs form a majority.</p>
<p>Casey (2008) Proposal 30: Combined with a dramatic reduction in its approach to targets, monitoring, assessments and intervention, the Government should ensure that, in its place, an overriding measure of public confidence is used, with performance reported to the public at ward, local authority (Crime &amp; Disorder Reduction Partnership), force and national levels.</p>	<p><b>Implemented</b> - the Labour Government reduced the number of targets on police forces and latterly introduced a public confidence measure (from the BCS) as a single national target for forces. Due to cost constraints, this measure could not be reported below police force area.</p>

<p>Casey (2008) Proposal 32: The Government should ensure that Her Majesty's Inspectorate of the Constabulary is sufficiently robust in providing the necessary advice on the performance of local police services to enable the Home Secretary to hold them to account on behalf of the public for reductions in crime and improvements in public confidence.</p>	<p><b>Implemented</b> – the independence of HMIC has been strengthened with it now reporting directly to Parliament rather than Ministers. The new HM Chief Inspector has been clear that his role is to act in the public interest and to shine a light on police performance without fear or favour.</p>
<p>UK Statistics Authority (2010) rec 1. The Home Office should establish a standing non-executive board to review and report on arrangements for the production of crime statistics, in order to provide independent assurance of their impartiality and integrity, and to comment on methods and quality.</p>	<p><b>Implemented</b> - through the creation of a Statistics &amp; Surveys Sub- committee of the HO Scientific Advisory Committee. Professor Sheila Bird chaired the Sub- committee which comprised survey methodologist and criminologist experts in the field.</p> <p>This was superseded by the creation of the National Statistician's Crime Statistics Advisory Committee in 2011.</p>
<p>National Statistician (2011) Rec 4: The National Statistician should establish an independent Advisory Committee to advise:</p> <ul style="list-style-type: none"> <li>• the Home Secretary on any changes to the data requirements from the police needed for crime statistics, and on any changes to the Home Office Counting Rules; and</li> <li>• the producer body on changes to coverage, definitions or methodology and on the handling of any such changes.</li> </ul>	<p><b>Implemented</b> – the Crime Statistics Advisory Committee was established in late 2011.</p>
<p>National Statistician (2011) Rec 8: Quality assurance of police recording of crime should be re-focused by Her Majesty's Inspectorate of Constabulary on risk areas in terms of the statistical quality of the data, informed by statistical analysis and taking into account other relevant contextual issues. The existing audit programme should be built upon with due regard to burdens on the police.</p>	<p><b>Implemented</b> – HMIC carried out a large national audit of crime recording during 2014.</p> <p>However the extent of such further scrutiny (and the level of actual auditing) remains under discussion.</p>

## Proposed feasibility work on a Crime Index

CSAC(15)12

### Purpose

1. To seek the Committee's views on proposed feasibility work on developing a new Crime Index.

### Action

2. The Committee are asked to note the issues covered in this paper and give consideration to whether there is merit in undertaking further research, including discussions with other government departments over additional data availability.

### Background

3. The Committee established a task and finish group to review the recommendations made in the six reviews of crime statistics carried out since 2000 (see CSAC paper (15)11). The group identified work to explore the feasibility of a weighted Crime Index as one recurring issue that, in their view, had not been fully addressed.
4. The principle behind a weighted index is to have more serious crimes carry a higher weight than less serious crimes. As a result, changes in more serious crimes would have a greater impact on the index than on traditional crime rates. This would reduce the impact of high-volume, less serious offences and allow the index to better reflect changes in the incidence of more serious crimes. It could also minimise the impact of variation in reporting and recording practices between different police force areas (assuming that variation is less marked for low-volume, high-harm crimes), thereby improving comparisons among lower level geographies.
5. Some of the arguments against publishing a new Crime Index would be that it adds another 'overall' measure of crime to the two existing ones, potentially causing further confusion about the true picture of crime, and that the police / government policy response to crime is focused on individual offences rather than any 'total' measure, so its utility may be limited.
6. The Simmons (2000) review<sup>1</sup> and the Statistics Commission (2006) review<sup>2</sup> of crime statistics both recommended exploring the production of a Crime Index. The latter recommended that research be conducted to develop a set of weighted index

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<sup>1</sup> Simmons J, '[Review of Crime Statistics](#)', Home Office, 2000

<sup>2</sup> '[Crime Statistics: User Perspectives](#)', Statistics Commission, 2006

measures. The Smith (2006) review<sup>3</sup> suggested that a stable and representative ‘basket’ of more serious crime should be considered in any index.

7. The UK Statistics Authority (2010) review<sup>4</sup> of crime statistics suggested that if a weighted index were to be calculated, the derivation of the weights could be based on economic costs of crime, public perceptions of crime, or average sentences for each offence.
8. The National Statistician’s (2011) review<sup>5</sup> of crime statistics also investigated the possibility of constructing a weighted index. Annex G within the review, titled “Issues with the development of a ‘crime index’ for England and Wales” concluded that there are several possible areas of further investigation, but that any costs in proceeding with research would need to be justified by a clear user demand for this work.

### **Initial review of existing work**

9. Statistics Canada is the only national statistical institute that we are aware of that publishes an index of crime. Canada’s Crime Severity Index is based on crimes recorded by the police and applies weights – based on average sentence lengths – to specific offences to construct an overall index. This is published alongside the main police recorded crime statistics. See Annex A for more details on the Canadian approach.
10. Professor Lawrence Sherman, Director of the Institute of Criminology of the University of Cambridge, has also advocated the use of a Crime Harm Index (similar to the Canadian Crime Severity Index in applying weights to categories of police recorded crime based on their harm) to better inform the police response to crime. Professor Sherman presented an example of such an index at a Home Office conference in January 2015 and ONS has requested details of his methodology to include in our review.
11. Sufficiently detailed police recorded crime and sentencing data for England and Wales appear to be available to construct a weighted police recorded crime index, following the same approach as Canada. The Ministry of Justice (as the Canadian equivalent does) publish detailed data on sentencing statistics – Annex B provides an example of one such output which provides information on ‘custody rates’ (equivalent to Canada’s incarceration rates) and average custodial sentence length for high level offence groupings. ONS would need to discuss with the Ministry of Justice the full range of sentencing data that are available, including information on life/indeterminate sentences and whether custody rates and average custodial sentence lengths are collected at an individual offence level consistent with police recorded crime data.
12. In reply to the Statistics Commission (2006) review, the Home Office – in their ‘Crime in England and Wales, 2006/07’ publication – invited users to respond to a consultation on the use of either a ‘basket’ of serious offences or a weighted crime index using

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<sup>3</sup> Smith A, [‘Crime Statistics: An Independent Review’](#), 2006

<sup>4</sup> [‘Overcoming Barriers to Trust in Crime Statistics: England and Wales’](#), UK Statistics Authority, 2010

<sup>5</sup> [‘National Statistician’s Review of Crime Statistics: England and Wales’](#), National Statistician’s Office, 2011

economic costs of crime to construct the index. They published a response to the findings from the consultation in their 'Crime in England and Wales: Quarterly Update to September 2007' publication. There had been general support for the 'basket' of serious offences (although believed further work would be required) but little support for a weighted crime index; although given the small number of responses that were actually received, it is difficult to draw any strong conclusions from this exercise.

13. The Home Office experimented with a basket of serious crime in the 'Crime in England and Wales, 2007/08' publication based on police recorded crime data. However, another potential disadvantage in producing a crime index is that it could drive perverse incentives to downgrade the severity of crimes. And indeed, concerns about the consistency of police recording of 'most serious' and 'less serious' violence against the person led to the basket of serious crime being discontinued by the Home Office.

### **Proposals for further work**

14. ONS propose to develop options for a Crime Index for England and Wales, initially focusing on a weighted index for police recorded crime. However, ONS will also explore the possibility of developing an index that is constructed from a wider range of sources, such as the Crime Survey for England and Wales, the Commercial Victimization Survey and others. This would be more challenging than an index simply based on police recorded crime but potentially be more valuable, although the capability to produce an index for lower level geographies would be lost.
15. Aside from the initial review of existing work, this project is currently in its initiation phase and we welcome the Committee's views on our proposed next steps.
16. For the purpose of provisional timetabling and resource planning, we have split the project into four workstreams.
  - Work stream 1: Further research – building on the initial research already conducted, including investigating the specific methodology used in the calculation of pre-existing crime indexes and consultation with the Ministry of Justice over the availability and delivery of sentencing data – timing: Summer 2015.
  - Work stream 2: Developing an index – pending suitable availability of data, creating a (initially minimalistic for illustrative purposes) weighted police recorded crime index – timing: Autumn / Winter 2015.
  - Work stream 3: Consideration of additional data sources – determining feasibility of data sources other than police recorded crime in the incorporation of a crime index – timing: Spring 2016.
  - Work stream 4: Consultation with users – ONS should be in a position to include the calculation of a (minimalistic) weighted police recorded crime index within the 'Crime Statistics, year ending March 2016' release and consult with users about its continued usage and further development opportunities – timing: Summer 2016.

## Summary

17. The paper has outlined the background to the establishment of a project to develop options for a possible Crime Index for England and Wales. In summary:

- ONS has conducted some brief initial research into the potential feasibility of producing a crime index and concluded there is merit in further investigation;
- As a next step, ONS would intend to discuss with the Ministry of Justice the range of offending/sentencing level data available to further establish the feasibility of ONS' intended approach to developing a weighted crime index;
- ONS would welcome CSAC input on the proposals (and later on, progress) of this project via these meetings.

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May 2015

## **Annex A: Canada's Crime Severity Index**

Canada's Crime Severity Index tracks changes in the severity of police-reported crime by accounting for both the amount of crime reported by police in a given jurisdiction and the relative seriousness of these crimes. It provides information on not only how much crime is coming to the attention of police, but also about the seriousness of that crime.

Each type of offence is assigned a seriousness 'weight'. The weights are derived from actual sentences handed down by courts. More serious crimes are assigned higher weights and less serious crimes are assigned lower weights.

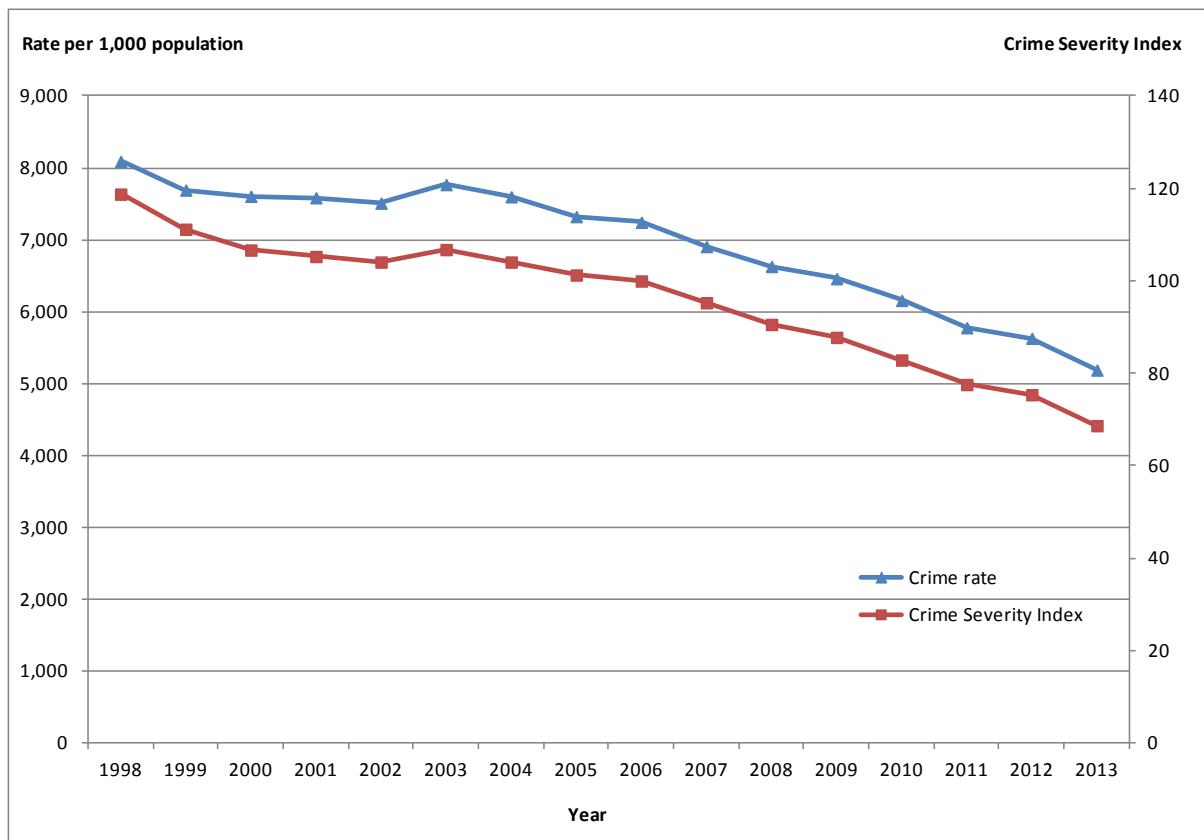
The specific weight for any given type of offence consists of two parts. The first component is the incarceration rate for that offence type; this is the proportion of people convicted of the offence who are sentenced to time in prison. The second component is the average length of the prison sentence for the specific type of offence. The incarceration rate is multiplied by the average sentence length to arrive at the final seriousness weight for each type of offence reported by the police.

Each occurrence of a particular offence is assigned the same weight regardless of the specific outcome of any individual case; so for example, all robberies reported by police carry the same weight in the index, regardless of the specific characteristics of each incident. The importance of the weights is not so much in their exact value for each offence, but rather in the relative differences between them.

To calculate the actual Crime Severity Index, the number of police-reported incidents for each offence is multiplied by the weight for that offence. All weighted offences are then added together and divided by the corresponding population total. Finally, to make the Index easier to interpret, the Index is standardised to 100 for Canada using 2006 as a base year.

There are, in fact, three indexes – an overall Crime Severity Index, a Violent Crime Severity Index and a Non-violent Crime Severity Index – similar to the structure of Canada's traditional crime rate. Each index can be calculated at the national, provincial/territorial and census metropolitan area levels, as well as for individual police services.

**Chart: Police recorded Crime Severity Index and crime rate, Canada, 1998 to 2013**



Source: Statistics Canada, 'Police-reported crime statistics in Canada, 2013'.

Note: The crime rate is based upon Criminal Code incidents, excluding traffic offences. The Crime Severity Index (CSI) is based on Criminal Code incidents, including traffic offences, as well as other federal statute violations. For the CSI, the base index was set at 100 for 2006 for Canada.



**Table: Police recorded Crime Severity Indexes, Canada, 2003 to 2013**

Year	Total Crime Severity Index		Violent Crime Severity Index		Non-violent Crime Severity Index	
	Index	% change from previous year	Index	% change from previous year	Index	% change from previous year
2003	106.8	3	97.6	1	110.4	3
2004	104.1	-3	96	-2	107.2	-3
2005	101.3	-3	98.5	3	102.4	-4
2006	100	-1	100	2	100	-2
2007	95.3	-5	97.8	-2	94.3	-6
2008	90.6	-5	95.1	-3	88.9	-6
2009	87.8	-3	94.3	-1	85.3	-4
2010	82.9	-6	89.2	-5	80.5	-6
2011	77.6	-6	85.7	-4	74.5	-8
2012	75.4	-3	81.9	-5	72.9	-2
2013	68.7	-9	73.7	-10	66.8	-8
% change 2003 to 2013	-36	..	-24	..	-40	..

Source: Statistics Canada, 'Police-reported crime statistics in Canada, 2013'.

Note: The base index was set at 100 for 2006 for Canada.

## Annex B: Example of Ministry of Justice sentencing data

**Table: Persons sentenced to immediate custody, custody rate and average custodial sentence length at all courts by offence group, 12 months ending March 2004 to 12 months ending March 2014**

England and Wales											Number of persons
Offence group	Mar 2004	Mar 2005	Mar 2006	Mar 2007	Mar 2008	Mar 2009	Mar 2010	Mar 2011	Mar 2012	Mar 2013	Mar 2014
Violence against the person	10,164	10,516	11,110	10,373	10,577	11,156	11,659	11,842	11,960	10,786	10,349
Sexual offences	2,565	2,778	2,728	2,824	2,754	2,930	3,043	3,365	3,416	3,257	3,478
Robbery	5,111	4,808	4,577	4,749	4,787	5,219	5,038	5,212	5,496	4,706	4,122
Theft offences	34,860	29,772	28,252	26,593	28,017	29,317	28,287	31,732	34,228	31,823	31,303
Criminal damage and arson	1,133	1,136	1,178	1,230	1,201	1,021	968	1,016	1,043	804	707
Drug offences	8,135	7,726	7,933	7,462	8,585	9,384	9,625	9,716	9,809	8,855	8,933
Possession of weapons	2,284	2,502	2,595	2,636	2,737	3,639	3,296	2,930	3,095	2,654	2,556
Public order offences	2,645	2,813	2,574	2,309	2,407	3,087	5,248	5,451	5,437	4,961	4,856
Miscellaneous crimes against society	12,074	12,804	13,314	12,023	12,359	11,893	10,431	10,164	9,841	8,393	8,354
Fraud offences	2,701	2,549	2,717	2,061	2,076	2,284	2,641	2,797	2,836	2,609	2,471
<b>All indictable offences</b>	<b>81,672</b>	<b>77,404</b>	<b>76,978</b>	<b>72,260</b>	<b>75,500</b>	<b>79,930</b>	<b>80,236</b>	<b>84,225</b>	<b>87,161</b>	<b>78,848</b>	<b>77,129</b>
Summary non-motoring	10,043	11,252	12,323	12,507	13,789	14,284	14,599	14,869	14,910	13,408	12,125
Summary motoring	17,429	14,297	12,351	9,181	7,643	5,960	4,910	3,743	3,381	2,846	2,641
<b>All summary offences</b>	<b>27,472</b>	<b>25,549</b>	<b>24,674</b>	<b>21,688</b>	<b>21,432</b>	<b>20,244</b>	<b>19,509</b>	<b>18,612</b>	<b>18,291</b>	<b>16,254</b>	<b>14,766</b>
<b>All offences</b>	<b>109,144</b>	<b>102,953</b>	<b>101,652</b>	<b>93,948</b>	<b>96,932</b>	<b>100,174</b>	<b>99,745</b>	<b>102,837</b>	<b>105,452</b>	<b>95,102</b>	<b>91,895</b>

England and Wales											Custody rate (%)
Offence group	Mar 2004	Mar 2005	Mar 2006	Mar 2007	Mar 2008	Mar 2009	Mar 2010	Mar 2011	Mar 2012	Mar 2013	Mar 2014
Violence against the person	37.2	39.1	37.2	35.0	35.4	38.2	37.5	36.4	40.6	43.7	42.7
Sexual offences	58.4	59.1	56.2	57.2	55.9	58.7	58.4	57.2	57.7	59.5	60.1
Robbery	69.8	65.8	61.3	56.8	54.8	60.6	59.5	58.7	59.2	61.0	63.7
Theft offences	26.3	24.7	23.8	23.2	22.9	22.7	22.1	22.7	24.5	26.1	26.2
Criminal damage and arson	10.6	10.6	10.5	10.3	10.9	12.2	13.5	14.4	16.5	16.1	20.0
Drug offences	16.7	20.7	19.7	18.9	18.5	17.3	16.6	15.6	16.2	15.6	16.3
Possession of weapons	17.6	17.9	18.3	18.8	19.4	24.1	23.2	22.8	25.8	27.0	25.9
Public order offences	29.8	31.4	29.6	25.7	27.1	29.1	30.5	28.0	31.0	31.0	29.3
Miscellaneous crimes against society	18.7	20.5	21.6	21.8	24.3	26.4	23.6	22.0	23.0	23.3	25.0
Fraud offences	20.3	19.8	20.0	16.2	14.7	16.8	17.9	17.9	20.1	22.3	19.5
<b>All indictable offences</b>	<b>24.7</b>	<b>25.3</b>	<b>24.8</b>	<b>24.1</b>	<b>24.3</b>	<b>25.0</b>	<b>24.5</b>	<b>24.0</b>	<b>25.8</b>	<b>26.7</b>	<b>26.9</b>
Summary non-motoring	2.0	2.2	2.4	2.6	2.8	2.9	2.9	3.0	3.0	3.0	2.9
Summary motoring	2.5	2.1	1.9	1.5	1.3	1.1	0.9	0.7	0.7	0.6	0.6
<b>All summary offences</b>	<b>2.3</b>	<b>2.1</b>	<b>2.1</b>	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>	<b>1.8</b>	<b>1.9</b>	<b>1.9</b>	<b>1.8</b>	<b>1.7</b>
<b>All offences</b>	<b>7.1</b>	<b>6.9</b>	<b>6.9</b>	<b>6.7</b>	<b>6.9</b>	<b>7.4</b>	<b>7.2</b>	<b>7.6</b>	<b>8.2</b>	<b>7.9</b>	<b>8.0</b>

England and Wales											Average custodial sentence length
Offence group	Mar 2004	Mar 2005	Mar 2006	Mar 2007	Mar 2008	Mar 2009	Mar 2010	Mar 2011	Mar 2012	Mar 2013	Mar 2014
Violence against the person	21.6	21.7	20.3	19.7	19.4	21.0	21.1	20.5	22.4	24.0	24.3
Sexual offences	39.9	40.9	41.3	41.6	43.1	46.8	48.4	50.6	53.2	56.6	58.7
Robbery	39.5	37.6	34.3	31.3	31.6	32.9	33.6	35.7	34.9	37.0	39.8
Theft offences	8.4	8.7	8.5	8.5	7.8	8.6	9.0	8.8	9.1	9.2	9.1
Criminal damage and arson	17.4	16.5	15.1	13.2	13.5	17.1	19.3	18.5	20.6	25.2	25.8
Drug offences	35.7	36.7	35.5	33.2	32.1	32.8	31.7	30.6	30.3	29.2	31.3
Possession of weapons	10.6	11.7	11.8	11.5	12.6	13.1	13.0	13.3	13.0	13.3	13.1
Public order offences	10.4	9.9	10.7	10.5	10.6	9.5	7.3	7.3	7.4	7.3	7.6
Miscellaneous crimes against society	6.6	6.5	6.9	7.4	7.5	8.0	8.3	8.2	9.0	9.0	9.6
Fraud offences	10.1	11.0	11.2	12.1	11.9	12.9	12.4	13.9	14.8	14.8	14.6
<b>All indictable offences</b>	<b>15.7</b>	<b>16.1</b>	<b>15.6</b>	<b>15.3</b>	<b>15.1</b>	<b>16.3</b>	<b>16.5</b>	<b>16.4</b>	<b>16.8</b>	<b>17.3</b>	<b>17.9</b>
Summary non-motoring	2.7	2.8	2.8	2.8	2.7	2.6	2.6	2.5	2.5	2.6	2.6
Summary motoring	3.5	3.5	3.4	3.4	3.3	3.2	3.2	3.1	3.1	3.1	3.1
<b>All summary offences</b>	<b>3.2</b>	<b>3.2</b>	<b>3.1</b>	<b>3.0</b>	<b>2.9</b>	<b>2.8</b>	<b>2.7</b>	<b>2.7</b>	<b>2.6</b>	<b>2.7</b>	<b>2.7</b>
<b>All offences</b>	<b>12.5</b>	<b>12.9</b>	<b>12.5</b>	<b>12.4</b>	<b>12.4</b>	<b>13.5</b>	<b>13.7</b>	<b>13.9</b>	<b>14.3</b>	<b>14.8</b>	<b>15.5</b>

Source: Ministry of Justice, 'Criminal justice statistics quarterly: March 2014'.

Note: Average custodial sentence length excludes life and indeterminate sentences.

## **CRIME STATISTICS ADVISORY COMMITTEE**

### **Report of National Crime Registrar**

**CSAC(15)13**

#### **Purpose/Issue**

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 February 2015. The SSG will now be seeking to focus on their oversight of Home Office actions in relation to the ONS re-designation project some of which may continue after re-assessment.
5. At their last meeting the SSG considered initial options presented by Home Office statisticians to monitor and seek to explain future variability in crime recording between forces or across specific crime types. This work will be progressed over the coming months and will report back into the ONS re-designation project board.

#### **Revisions to the Home Office Counting Rules (HOCR)**

6. The various changes and revisions to both the National Crime Recording Standard (NCRS) and the HOCR were implemented in full on the 1<sup>st</sup> April 2015. This includes the change to move to a 24 hour recording window in place of the previous allowance of 72 hours. This is a cultural as well as a technical change and will need a little time for forces to become compliant. We have been clear that our expectation is very much that a direction of travel should be evident in progressing to the 24 hour window.

## **Training of Force Crime Registrars**

7. The College of Policing is continuing with the development of a training and accreditation programme for Force Crime Registrars (FCRs). The basic design of the course has been set out and the content is being developed. Plans have been made for a specialised course for a cadre of assessors to take place in late August. Assessors are required for the actual FCR training courses themselves and must be firstly accredited as assessors and secondly must have passed the FCR course itself. Once the assessors are in place the courses for FCRs themselves can be commenced. The College advise that they remain confident that FCR training will be available in the autumn.

Steve Bond  
National Crime Registrar  
11 May 2015