

CDI History and Context

The HMICFRS audit/inspection programme was initiated in 2013 following concern over the disparity between national police recorded crime data and figures which were produced through the National Victims of Crime Survey. The disparity prompted a concern that police forces were not recording crime appropriately, and that this was driven by performance pressures associated with national crime reduction targets.

Although the generic term Crime Data 'Integrity' is used, HMICFRS findings in both 2017 and 2019 do not identify any lack of integrity or unethical behaviour in the way TVP records, manages and files crime. In addition, they did not conclude that our failure to record crime had impacted negatively on the safeguarding of victims or on investigations. The issue is that we do not always record crime when a requirement to do so is made out; particularly where crimes arise from domestic incidents. The HMICFRS concluded that this was due to a lack of knowledge and understanding of the requirements to record crime.

The National Crime Recording Standards (NCRS) and Home Office Counting Rules for Recorded Crime (HOCR) provide the 'standards' that we are measured against when it comes to CDI. Against these standards, we have been assessed as being 'Inadequate' during our last two HMIC inspections. Like many forces, we were found to be below the standards during our first inspection in 2017, we acted on a number of the recommendations and significant improvements were achieved. This improvement was recognised by the HMICFRS in their 2019 report but they concluded that we had not improved far enough or fast enough. This prompted the establishment of the CDI Project.

We recognise that a number of previous strategic decisions have contributed to the issue, namely the requirement to make savings that resulted in the removal of posts from the Crime and Incident Management Unit (CIMU) in 2010, the rollout of Niche in 2014, our crime and intelligence record management system, where training was not as thorough as it perhaps should have been and current delays in the rollout of the Contact Management Platform (CMP), our replacement Command and Control system, where incident management is recorded through the Contact Management Centre (previously known as the Control Room and Police Enquiry Centre).

TVP is not alone in being assessed as 'Inadequate' for CDI during the HMICFRS Tier 1 audit/inspections. A further 13 forces received the same grading during this first round, with 15 others being graded as requiring improvement. However, of the 10 forces re-inspected so far under Tier 2 we and 2 other forces have failed to make the requisite advances to improve our 'Inadequate' grading.

Some forces have invested heavily to resolve the issue, significantly increasing the size of their crime registrar function. TVP has not had this luxury, as such an investment would have required cuts in other areas, including the frontline. Instead,

we have held our nerve and continued our commitment to ensuring that we maximise our effectiveness and efficiency through organisational change and cultural transformation. As good understanding of the importance and principles of crime recording are the investigative foundations on which a high quality, thoughtful and caring investigation is built, our investment in CDI will also serve as a significant factor in improving our investigative standards too.

In effecting this cultural change we've reinforced the focal role of the victim and the need to meet and where possible surpass their expectations. To achieve this, we need to be open and honest, communicative and able to complete the investigation in a timely manner. Recognition of the requirement to improve the quality of our investigations has resulted in the commissioning of Op Endeavour, a 12 point plan to overhaul our investigative response.

Indeed, it is recognised that if we don't record crime accurately, the chances of reducing the longer term risk, maintaining victim contact and satisfaction and reducing demand diminishes.

We've identified Supervisors as the Force's key influencers, able to effect the cultural change that we require to improve our CDI compliance. We've invested in their early training to ensure that they reinforce the policing benefits that result from improved crime recording and ensure that their teams remain compliant.

Analysis indicates that recording a crime accurately doesn't necessarily mean more work; we recognise that with limited resources, we need to be able to prioritise our effort which may result in some cases being filed with a limited investigation. In these cases we need to be open with our victims and explain our rationale fully.

We understand the impact of inaccurate crime recording on our crime figures, which in addition to understanding local performance, are used to inform our strategic decision making around the likes of resource allocation and force level tasking.

Through analysis of our currently recorded crime, results from crime audits and comparison against other forces who have achieved an outstanding grading, we estimate that we have a 16,000 crime shortfall against an annual total of 162,004 crimes (18/19 year-end).

Improving our CDI compliance was therefore identified as a top Force priority.

The key steps taken to effect the required improvement

1. The creation of a CDI Project, led strategically by the DCC, supported by a project manager to drive cross departmental changes; at present this temporary project manager post is the only additional resourcing cost employed within the solution.
2. Creation of a multi-layered communications plan, taking advantage of the full range of available communications channels to highlight the context, issues and solutions linked to CDI. The plan provides a continual sharing of information, with links to interdependent projects, such as Op Endeavour.

3. Training. CDI has never been subject of focused training within TVP, indeed it appears that it was also missed as a secondary subject when other relevant training packages were delivered. This position has been changed; CDI has been included as a golden thread running through all relevant training, in a similar manner to how we embedded the Code of Ethics. All supervisors (Police Sergeants and those support staff supervisors who are responsible for the recording or management of crime reports) have been subject of a mandatory CDI training course. We have addressed the recording shortfall in domestically aggravated offending through the delivery of Save 3 (stalking and harassment) and DA Safe Lives training within our Teams in Action training days, with a plan to complete a CDI and Op Endeavour training package to all frontline staff from June onwards. Additionally, we have improved the CDI training for our Contact Management staff, to increase the accuracy of our recording at the point of call.

The various training events are supported through the distribution of the Home Office Counting Rules, republishing of our crime recording operational guidance that can be accessed by staff via their mobile phones and the creation of a CDI question bank, where those who learn better through questions and answers can enhance their professional development. We have established a specialist crime recording Yammer account (an internal version of Twitter), with tips, advice and examples being shared with staff each day. These various products are accessible from the Crime Registrar website held on the Force Knowzone, which contains all relevant material in an easily accessible online location. The final support element is provided through the newly created crime recording helpdesk, accessible via a single number and resourced 10 hours per day, 5 days a week.

We have reinforced the importance of CDI by requiring candidates for promotion and specialisation to demonstrate their understanding and compliance with CDI principles. The job descriptions for those posts where CDI compliance is a significant aspect of the role have been amended to recognise its importance.

The CDI Project Manager completes ongoing evaluation of CDI compliance and performance, reporting directly to the CDI Gold Group, chaired by the DCC and into the CDI Silver Group, chaired by the Force Crime Registrar, who provide relevant governance and scrutiny.

Thus far, the development of meaningful performance tools has proved to be difficult, due to the lack of interface between our existing Command and Control system and Niche; hopefully this will be addressed when our Contact Management Platform (CMP) goes live as the platform provides a significantly improved interface with Niche. The information that is available is derived from complex analytics that complete key word searches to identify potential recording shortfalls and through detailed audit work. Both processes present a time lag to recording missed crimes, so work is ongoing to improve the timeliness of the results to support the frontline in improving their recording performance.



Domestic Incidents – front end checking process

	No. of Occurrences Reviewed	No. of Missed Crimes Identified	% of Missed Crimes
October	1315	311	23.70%
November	1318	295	22.40%
December	1357	235	17.30%
January	1238	217	17.53%

The above table below shows the number of domestic incidents that were initially recorded as a crime occurrence, rather than a 'full crime', that were subject to review by the Crime Registrar's team. These incidents have been selected because they include key words indicative of a potential unreported crime. The number of reviewed occurrences fluctuates based on the number of incidents that remain un-crimed each month. The table demonstrates a decreasing number of missed crimes (all of which are subsequently crimed) month by month, although we still have more missed crimes than is acceptable.



Domestic Incidents – front end checking process

	Violence (With Injury)	Violence (Without injury)	Violence (Stalk/ Harass/Mal Comms)	Rape and Sexual Offences	Theft Offences	Criminal Damage	Other Crimes	Total
October	44	115	83	10	9	33	17	311
November	44	113	73	11	10	26	18	295
December	34	96	56	5	6	24	14	235
January	36	92	43	4	5	13	24	217

The above table breaks down the above missed domestically based crimes into the distinct crime categories. A number of the missed violence with injury offences relate to counter allegations, or where the victim refuses to support police action. The violence without injury relates generally to common assaults, where the victim isn't injured, but has been sufficiently in fear to make out the offence. The stalking and harassment offences can be difficult to identify, but the Save 3 training discussed above has contributed to a reduction in the number of missed crimes as recognition of the offence increases. The missed rape and sexual offences are generally historic offences that are retrospectively disclosed but not recorded. The theft and criminal damage errors often relate to the question of who owns the property and whether there was a propriety right to the time of the theft or damage.



Monthly crime recording changes – key offences

	Apr-19	May-19	Jun-19	Jul-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20
Domestic Abuse	7%	0%	1%	11%	25%	21%	18%	23%	33%	44%
All Crime	1%	-3%	1%	6%	5%	9%	10%	8%	17%	22%
Violence	7%	1%	2%	3%	18%	15%	19%	17%	28%	43%
Sexual Offences	21%	-20%	7%	1%	0%	11%	21%	4%	15%	41%
Rape	46%	1%	14%	20%	-4%	29%	38%	-1%	25%	55%



The above table and graph show the monthly changes in this year's recording against the corresponding monthly totals from last year, with the table depicting a figures for 'all crime' as well as some key crime categories. The graph demonstrates the 'all crime' figures against our target of a 14% increase in 'all crime' recording, which we calculate as being the threshold between acceptable and unacceptable crime recording levels as laid out by HMIC.

As can be seen, there is a stepped improvement coinciding with the early delivery from the CDI Project's work. Although we still have room for improvement to reach the levels required to be confident that the force is fully performing to expectations, the early indications are reassuring, particularly as our investment has been limited in cost, designed to be sustainable and one that contributes significantly to other key deliverables.