# Metropolitan Police

## Review of Crime Recording

May 2003

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# 1. Introduction

The introduction of the National Crime Recording Standard (NCRS) in April 2002 has required the police to adopt a consistent approach to crime recording, both between divisions and between forces.  A key element of ensuring that consistency is the introduction of external review of crime recording.  The Audit Commission is undertaking a national study of arrangements to secure data quality and ensure compliance with the National Crime Reporting Standard (NCRS).  The study is being carried out in partnership with the Police Standards Unit of the Home Office, and will be based on local reviews carried out by the Commission's appointed auditors.

This report presents the results of the external review of crime recording at Metropolitan Police, undertaken by the Audit Commission's appointed auditor.

## Approach and scope

Our review has been undertaken using the methodology developed by PA Consulting in 2002 for the Police Standards Unit.  This uses an approach drawn directly from that proposed by ACPO at the launch of NCRS, which in itself was based on the existing HMIC inspection module for crime recording.

During 2002/03 a baseline review is being undertaken at each police force and authority in England and Wales.  The approach consists of two elements:

- review of crime records: to assess whether NCRS and Home Office counting rules are being properly applied by examining the data itself.  This work is undertaken for each BOCU, and is the most important part of the review.  It involves auditing crimes as they have been recorded, which may not necessarily have been checked and corrected via the force's quality control arrangements;

- review of management arrangements for crime data quality: identifying good practice and areas for improvement with the objective of advising forces on how to resolve any deficiencies highlighted in the crime data audit. This work is considers both the force and authority perspectives on crime data quality.

The results of each local review are reported to the police and authority concerned, providing an assessment of the application of NCRS using a traffic lighting system.

The results for the reviews undertaken in 2002/03 will be used to undertake a risk assessment to inform the approach for the review of each force and its constituent BOCUs in the second year of this audit programme. The outcome, including examples of good practice, will also be used in a national report on the results of the reviews to be published jointly by the Audit Commission and PSU.

## Structure of the report

The structure of this report reflects the emphasis on the two elements of the audit: review of crime records and management arrangements. The findings are set out in the report using summary tables, in which each element reviewed is given a rating of green, amber or red.

The overall assessment for the Metropolitan Police is presented in section 2 of the report, 'Management summary'. The detail supporting these conclusions is provided in subsequent sections of the report.

## Traffic light assessment

The review has provided an assessment, using traffic lights, of the implementation of NCRS at each BOCU and in overall terms the traffic lights represent the following assessments:

- green: a good / satisfactory level of performance has been achieved, and no further action is required other than to maintain performance

- amber: moderate performance, but further work needed in key areas to move to a  green assessment

- red: some serious problems to be resolved.

The model for producing these assessments, which has been agreed with PSU, uses a weightings system that prioritises the analysis of crime records over the investigations of management arrangements.  The baseline review comprised two investigations relating to crime records
- Investigation 1 – incidents closed on non crime codes.  Investigation 1 attracts a weighting of 70% of the overall crime data assessment.
- Investigation 2 – transfer from incident log to crime system.  Investigation 2 attracts a weighting of 30% of the overall crime data assessment.

The model then produces a figure for the assessment of data overall which is then combined with an overall assessment for the Management Arrangements where the following weightings apply – Data Overall – 60% and Management Arrangements - 40%.

In addition to the above following rules are applied to against all findings:
- More than 50% of BOCUs 'RED' then overall crime records result is 'RED'
- All BOCUs 'RED' then Force assessment is 'RED'
- All BOCUs 'RED' for investigation 1 then Force assessment is 'RED'

## 2.   Management summary

## Overall assessment for the Metropolitan Police (the Met)

Using the results of each of the elements of our baseline review, we have made the following overall assessment of the Met's current performance, at this stage of the implementation of NCRS:

| OVERALL PERFORMANCE | |
|---|---|
| **Summary** | **Overall Rating** |
| On the basis of the results of the crime records audit, an assessment of 'Amber' has been made for the Met, for the following reasons:<br><br>• Crime records:  there are elements of good performance, but we also found problems on the categorisation and evidencing of crime records, with the result that the approach currently adopted by the Met doess not consistently meet  NCRS and HO counting rules. There is disparity in the results between BOCUs, with some achieving impressive results while others have quite serious shortcomings. Performanace on some types of crime is better than on others.<br><br>• Management arrangements: the arrangements are generally satisfactory, although some clear areas of improvement have been identified. | **Amber** |

Implementation of the action plan developed in response to these findings will form part of the risk assessment for the next audit assessment of crime records.

## Summarised findings

This assessment of the implementation of NCRS by the Met and the Authority consists of four components, which are combined to provide the overall assessment for the Metropolitan Police:

- the results for each BOCU of the crime records audit;

- the results of the crime records audit across the force;

- the results of the investigations of management arrangements;

- the result of the investigations of arrangements in the Police Authority.

The results of these components are, presented in the table below.  Further detail is provided in the remainder of the report.

| Summary | Overall Rating |
|---|---|
| **Met-wide results for crime records** | Amber |
| **BOCU results for the crime records audit** | 16 BOCUs |
| | 15 BOCUs |
| | 2 BOCUs |
| **Management arrangements** | Amber |
| **Police Authority arrangements** | Amber |

## 3. Results of the crime records audit

The objectives of the crime records element of this review are to check:

- as far as possible, the extent to which crime records are *complete*;
- whether the crimes that have been recorded were *coded accurately*.

Completeness, cannot be tested by reference to the crime records themselves. **Incidents reported to the police as crimes should all result in a matching crime record unless evidence, or other circumstances, subsequently emerges to contradict that a crime has occurred**. In practice though, many reported crimes do not have a crime record for reasons other than those stated above. Crimes are 'lost' at various points in the process between report and record (see figure).

At the very earliest point, some members of the public may attempt to report a crime but give up if they are stalled from doing so, such as by being held in a telephone call queue, or dissuaded from reporting a crime at a police station front counter ('no entries' in the figure). Crime related incidents may end up permanently recorded in logs such as lost property, be re-graded on non-crime codes, or be held permanently or temporarily in logs of specialist units. Linked crimes with multiple victims may be counted incorrectly as a single crime. Others will fail to progress from incident log to the crime system ('slippage'). Finally, some crime records will later have their crime status removed ('no crimed').

The main thrust of this baseline audit of crime records was to assess, as far as is possible, the accuracy of crime recording.

The crime data audit strategy consists of drawing a number of samples to check whether crimes that should be recorded may become 'lost' or recorded incorrectly. These samples were taken from two sources: the main incident system, and the crime recording system.

The audit methodology sets out the basis for this data analysis, using green, amber and red categories to assess the results:
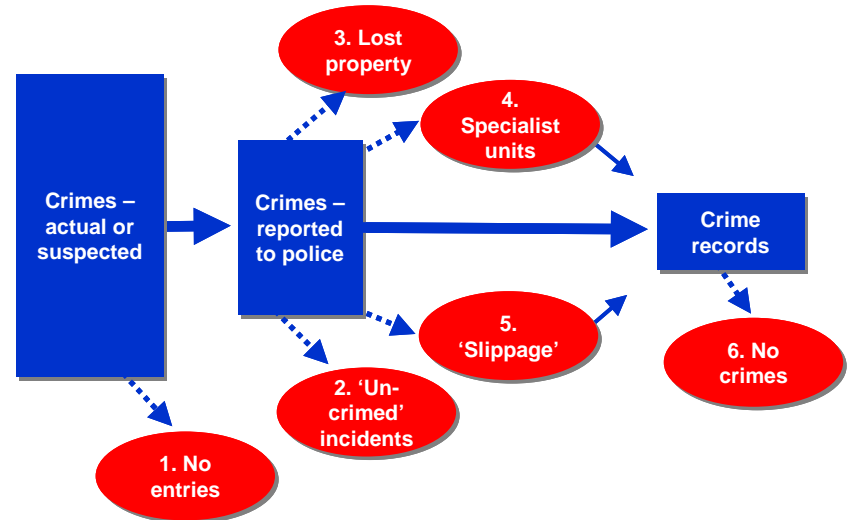
| Rating | Investigation 1 | Investigation 2 |
|---|---|---|
| Red | Greater than 20% error rate | Greater than 15% error raste |
| Amber | Between 10% and 20% error rate | Between 5% and 15% error rate |
| Green | Less than 10% error rate | Less than 5% error rate |

## Summary of local findings

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**A.  BCU results for the crime records audit**

Analysis of the accuracy of coding for crime-related incidents and the transfer of records to the crime system shows that sixteen out of thirty three BOCUs are currently performing below an acceptable level of accuracy.

Those BOCUs receiving a green assessment are:

- BOCU numbers 5 and 21

Those BOCUs receiving an amber assessment are:

- BOCU numbers 2,3,11,12,13,14,15,18,19,20,24,25,26,27,and 30

Those BOCUs receiving a red assessment are:

- BOCU numbers 1,4,6,7,8,9,10,16,17,22,23,28,29,31,32 and 33

**(see Appendix B for BOCU glossary)**

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**16 BOCUs**

**15 BOCUs**

**2 BOCUs**

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**B.  Metropolitan Police-wide results for crime records – overall results**

Summary results for the crime records audit indicate some encouraging performance in closing incidents on crime codes relating to burglary, vehicle crime, domestic violence and violent crime but there is a generally poor performance in closing incidents on crime codes relating to criminal damage, racist incidents and disturbances. There is often insufficient detail on incident logs to justify the non-criming of incidents. This is inconsistent with the application of NCRS and Home Office counting rules.  There is however very good performance with regard to transferring incidents, closed on a crime code, from the incident log to the crime system on all BOCUs.

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**Amber**

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## Results of detailed testing

The baseline review comprised two investigations relating to crime records:

- Investigation 1: incidents closed on non-crime codes;

- Investigation 2: transfer from incident log to crime system.

Using the model agreed by the PSU the BOCU results for the Metropolitan Police are as summarised in the tables below:

*Investigation 1 results - Red greater than 20% error rate, Amber between 10% and 20% error rate and Green less than 10%error rate.*
*Investigation 2 results - Red greater than 15% error rate, Amber between 5% and 15% error rate and Green less than 5% error rate.*
*NOTE: If investigation one results are "Red", BOCU assessment is "Red" (see rules on page 4)*

| BOCU | 1 | | 2 | | 3 | | 4 | | 5 | | 6 | | 7 | | 8 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % % correct | Result |
| Investigation 1 | 73.9% | Red | 81.2% | Amber | 87.9% | Amber | 73.8% | Red | 90.5% | Green | 77.1% | Red | 65.9% | Red | 79.5% | Red |
| Investigation 2 | 97.6% | Green | 100.% | Green | 99.4% | Green | 99.4% | Green | 100% | Green | 100% | Green | 95.2% | Green | 100% | Green |
| Overall assessment | Red | | Amber | | Amber | | Red | | Green | | Red | | Red | | Red | |

| BOCU | 9 | | 10 | | 11 | | 12 | | 13 | | 14 | | 15 | | 16 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result |
| Investigation 1 | 74.8% | Red | 75.6% | Red | 83.4% | Amber | 81.7% | Amber | 82.9% | Amber | 84.9% | Amber | 82.8% | Amber | 75.7% | Red |
| Investigation 2 | 99.4% | Green | 99.4% | Green | 100% | Green | 100% | Green | 98.8% | Green | 98.3% | Green | 100% | Green | 98.9% | Green |
| Overall assessment | Red | | Red | | Amber | | Amber | | Amber | | Amber | | Amber | | Red | |

| BOCU | 17 | | 18 | | 19 | | 20 | | 21 | | 22 | | 23 | | 24 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result |
| Investigation 1 | 71.4% | Red | 88.1% | Amber | 81.3% | Amber | 85.3% | Amber | 92.4% | Green | 64.0% | Red | 79.1% | Red | 88.4% | Amber |
| Investigation 2 | 98.4% | Green | 99.5% | Green | 99.5% | Green | 100% | Green | 100% | Green | 96.5% | Green | 100% | Green | 100% | Green |
| Overall assessment | Red | | Amber | | Amber | | Amber | | Green | | Red | | Red | | Amber | |

| BOCU | 25 | | 26 | | 27 | | 28 | | 29 | | 30 | | 31 | | 32 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result | % correct | Result |
| Investigation 1 | 89.8% | Amber | 85.5% | Amber | 85.1% | Amber | 68.7% | Red | 69.2% | Red | 87.6% | Amber | 75.8% | Red | 75.1% | Red |
| Investigation 2 | 100% | Green | 100% | Green | 99.5% | Green | 98.7% | Green | 100% | Green | 98.9% | Green | 99.4% | Green | 97.2% | Green |
| Overall assessment | Amber | | Amber | | Amber | | Red | | Red | | Amber | | Red | | Red | |

| BOCU | 33 | |
|---|---|---|
| | % correct | Result |
| Investigation 1 | 73.5% | Red |
| Investigation 2 | 99.4% | Green |
| Overall assessment | Red | |

## Investigation 1 – Incidents closed on non-crime codes

**Standard: all incidents should be either closed with a crime code or a non-crime code with reference to the NCRS.**

**Potential issues: crime related incidents are sometimes incorrectly given non-crime codes, resulting in a failure to comply with NCRS**

7020 of the 9192 incidents examined should in the opinion of the review team have been recorded as crimes. Of these 7020, 5580 (79%) were closed on crime codes (i.e. 61% of the total sample of 9192) and 1440 (21%) were incorrectly closed on non crime codes (i.e. 15.7% of the total sample of 9192). The Metropolitan Police should note that the threshold to achieve a green assessment is likely to rise from 90% in this year to 95% next year and thereafter. There is considerable variation in the levels of accuracy for the seven categories of crime tested in the audit:

### Accuracy for each BOCU and crime category for Investigation 1

*Investigation 1 results - Red greater than 20% error, Amber between 10% and 20% error rate and Green less than 10%error rate*
*Overall results assessment determined by PSU model*

| BOCU | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Burglary | 88.2% | 100.0% | 97.0% | 90.0% | 97.3% | 92.1% | 94.1% | 83.8% | 92.1% | 88.9% | 97.1% |
| Criminal Damage | 66.7% | 78.4% | 79.3% | 82.1% | 88.6% | 89.7% | 78.9% | 92.1% | 80.0% | 66.7% | 80.0% |
| Vehicle Crime | 82.9% | 86.5% | 96.6% | 86.8% | 97.3% | 73.0% | 78.4% | 91.9% | 94.1% | 83.8% | 91.2% |
| Violent Crime | 58.8% | 78.8% | 71.0% | 69.7% | 96.9% | 66.7% | 41.7% | 72.7% | 75.8% | 71.8% | 75.7% |
| Domestic Violence | 80.8% | 74.1% | 93.5% | 87.5% | 89.5% | 64.0% | 96.2% | 82.1% | 64.7% | 85.2% | 89.3% |
| Racist Incidents | 86.8% | 86.1% | 89.2% | 63.9% | 75.9% | 81.3% | 44.8% | 69.0% | 78.4% | 86.1% | 87.9% |
| Disturbances | 36.8% | 33.3% | 88.9% | 19.0% | 72.7% | 40.0% | 13.0% | 44.4% | 23.1% | 30.0% | 40.0% |
| Overall results | 73.9% | 81.2% | 87.9% | 73.8% | 90.5% | 77.1% | 65.9% | 79.5% | 74.8% | 75.6% | 83.4% |

| BOCU | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Burglary | 97.1% | 97.2% | 97.1% | 83.3% | 94.4% | 89.5% | 97.2% | 89.2% | 96.8% | 93.9% | 87.5% |
| Criminal Damage | 89.3% | 90.3% | 88.2% | 91.4% | 73.0% | 77.8% | 100.0% | 87.2% | 83.9% | 86.1% | 43.2% |
| Vehicle Crime | 75.0% | 81.8% | 87.9% | 94.4% | 91.7% | 93.3% | 93.9% | 78.4% | 88.9% | 100.0% | 76.9% |
| Violent Crime | 78.1% | 87.1% | 82.9% | 81.8% | 76.9% | 52.9% | 80.6% | 88.2% | 80.0% | 80.8% | 68.4% |
| Domestic Violence | 83.3% | 85.7% | 86.2% | 81.5% | 86.8% | 50.0% | 91.2% | 90.0% | 89.3% | 96.6% | 64.3% |
| Racist Incidents | 82.1% | 69.0% | 75.0% | 80.6% | 56.8% | 50.0% | 77.4% | 81.8% | 85.2% | 97.0% | 72.2% |
| Disturbances | 33.3% | 41.7% | 58.3% | 27.3% | 18.8% | 38.5% | 50.0% | 35.0% | 57.1% | 83.3% | 32.0% |
| Overall results | 81.7% | 82.9% | 84.9% | 82.8% | 75.7% | 71.4% | 88.1% | 81.3% | 85.3% | 92.4% | 64.0% |

| BOCU | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | 32 | 33 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Burglary | 91.2% | 94.6% | 97.1% | 97.4% | 94.4% | 86.1% | 90.3% | 97.1% | 91.2% | 89.7% | 94.9% |
| Criminal Damage | 72.4% | 97.1% | 96.9% | 78.8% | 86.5% | 73.7% | 83.3% | 80.0% | 59.5% | 77.8% | 92.1% |
| Vehicle Crime | 75.0% | 97.0% | 97.0% | 82.4% | 97.4% | 85.3% | 80.6% | 91.4% | 89.5% | 86.1% | 80.0% |
| Violent Crime | 79.3% | 77.4% | 85.2% | 78.6% | 86.7% | 54.3% | 55.6% | 87.1% | 77.8% | 64.7% | 70.3% |
| Domestic Violence | 85.0% | 94.7% | 97.0% | 87.5% | 87.0% | 65.2% | 82.8% | 96.6% | 89.3% | 80.6% | 59.3% |
| Racist Incidents | 86.2% | 87.5% | 78.6% | 89.3% | 83.3% | 68.6% | 58.3% | 89.3% | 68.6% | 78.1% | 60.6% |
| Disturbances | 33.3% | 36.4% | 40.0% | 0.0% | 42.9% | 18.8% | 21.7% | 53.3% | 42.1% | 33.3% | 23.5% |
| Overall results | 79.1% | 88.4% | 89.8% | 85.5% | 85.1% | 68.7% | 69.2% | 87.6% | 75.8% | 75.1% | 73.5% |

## Investigation 2 - From incident log to crime system

**Standard: all incidents that are closed as a crime should have a related record on the crime system.**

**Potential Issues: crime related incidents may not have a crime record, for example if an officer has not yet filed a report or thinks it is unnecessary to complete one.**

Of the 5580 incidents closed on a crime code from Investigation 1, 43 (0.8%) could not be found on the crime recording system. This indicates a good performance against NCRS, being above the 95% threshold for green performance. The incidents relate to a period at least three days prior to when the CRS check was made. Crime-related incidents incorrectly closed on non-crime codes (identified via Investigation 1) were excluded from this test to avoid double-counting these errors.

**Accuracy for each BOCU and crime category for Investigation 2**

*Investigation 2 results - Red greater than 15% error rate, Amber between 5% and 15% error rate, Green less than 5% error rate.*
*Overall results assessment determined by PSU model*

| BOCU | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
|------|------|------|------|------|------|------|------|------|------|------|------|
| Burglary | 96.7% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 90.6% | 100.0% | 97.1% | 100.0% | 100.0% |
| Criminal Damage | 95.8% | 100.0% | 100.0% | 96.9% | 100.0% | 100.0% | 96.7% | 100.0% | 100.0% | 100.0% | 100.0% |
| Vehicle Crime | 96.6% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| Violent Crime | 100.0% | 100.0% | 95.5% | 100.0% | 100.0% | 100.0% | 93.3% | 100.0% | 100.0% | 100.0% | 100.0% |
| Domestic Violence | 95.2% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 95.7% | 100.0% |
| Racist Incidents | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 84.6% | 100.0% | 100.0% | 100.0% | 100.0% |
| Disturbances | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| Overall results | 97.6% | 100.0% | 99.4% | 99.4% | 100.0% | 100.0% | 95.2% | 100.0% | 99.4% | 99.4% | 100.0% |

| BOCU | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 |
|------|------|------|------|------|------|------|------|------|------|------|------|
| Burglary | 100.0% | 97.1% | 97.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| Criminal Damage | 100.0% | 96.4% | 96.7% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| Vehicle Crime | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 96.4% | 100.0% | 96.6% | 100.0% | 100.0% | 90.0% |
| Violent Crime | 100.0% | 100.0% | 100.0% | 100.0% | 96.7% | 94.4% | 100.0% | 100.0% | 100.0% | 100.0% | 96.2% |
| Domestic Violence | 100.0% | 100.0% | 100.0% | 100.0% | 97.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 88.9% |
| Racist Incidents | 100.0% | 100.0% | 95.2% | 100.0% | 100.0% | 100.0% | 95.8% | 100.0% | 100.0% | 100.0% | 100.0% |
| Disturbances | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| Overall results* | 100.0% | 98.8% | 98.3% | 100.0% | 98.9% | 98.4% | 99.5% | 99.5% | 100.0% | 100.0% | 96.5% |

| BOCU | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | 32 | 33 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Burglary | 100.0% | 100.0% | 100.0% | 100.0% | 97.1% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| Criminal Damage | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 95.8% | 100.0% | 96.4% | 100.0% |
| Vehicle Crime | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 96.6% | 100.0% | 100.0% | 100.0% | 96.8% | 100.0% |
| Violent Crime | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 94.7% | 100.0% | 100.0% | 100.0% | 90.9% | 96.2% |
| Domestic Violence | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 96.4% | 96.0% | 100.0% | 100.0% |
| Racist Incidents | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| Disturbances | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 87.5% | 100.0% |
| Overall results | 100.0% | 100.0% | 100.0% | 100.0% | 99.5% | 98.7% | 100.0% | 98.9% | 99.4% | 97.2% | 99.4% |

## Good practice

There is evidence that all BOCUs achieve a high level of accuracy due to the checks undertaken on crimed incidents to ensure that they are quickly entered onto the Crime System.

## Areas for improvement

The following issues should be addressed by the action plan arising from this review:

| Issue | Findings |
|---|---|
| **Crime records** | |
| | Generally poor performance for closing the following incidents criminal damage, racist incidents and disturbance. |
| | There is insufficient detail on the incident logs to justify the closure of incidents |

# 4. Management arrangements

The aim of this part of the review was to assess how the Met measures up to the 'best practice' framework for crime recording expressed, explicitly and implicitly, in the NCRS. The framework covers such issues as the Met having a crime registrar, suitable IT infrastructure, and data quality audit programmes. One important point to note is that having all or most of the framework in place does not in itself automatically lead to compliance with NCRS or Home Office counting rules. **The key measure of compliance is the recording error measured through the crime data audit**, set out in the section above.

The baseline review comprised a range of interviews and investigations with both the police force and the police authority relating to the implementation of appropriate management arrangements to support the requirements of NCRS.

## Summary of findings

A summary showing how we rated each of the key areas of management arrangements at the Met is provided in the table below, with further detail supporting these findings in the remainder of this section of the report:

| SUMMARY OF MANAGEMENT ARRANGMENTS FINDINGS | | |
|---|---|---|
| **Issue** | **Findings** | **Rating** |
| Accountability and leadership | Initially the Met fulfilled the ACPO guidance on the role of the Crime Registrar by splitting the functions of the Crime Registrar post between two posts, the Registrar – Crime Recording and the Registrar - Crime Inspection and Audit. Whilst adding further posts to support the audit/inspection function. | **Amber** |
| | However, during this audit the Met established a single Force Crime Registrar (FCR) post, and it is intended that the functions of both the Registrar – Crime Recording and Registrar - Crime Inspection and Audit will be subsumed into this post. | |
| | The FCR operates outside the Territorial Policing (TP) area and is answerable to the DAC (Policy, Review and Standards). The DAC (Policy, Review and Standards) has the lead for ensuring implementation of NCRS across the service and within each Borough Command Unit (BOCU) through the work of the TP Inspectorate. | |
| | Until the establishment of this single post the previous Registrar – Crime Recording was the final arbiter in terms of definitions. As discussed above the intention is that the new FCR will be the final arbiter for NCRS definitions and guidance. | |
| | References to NCRS can be found on the Met website, but only after a search has been made, for example using the Force news-sheet 'The Job'. There is no clear and | |

| | obvious link for users to access the information. | |
| --- | --- | --- |
| | The impact of the implementation of NCRS has been assessed by the Met and for the first four months it was reported to the Police Authority that its introduction had caused an increase in total recorded crime of between 3-11%. | |
| | The Met has a strong line management who believe they are driving an intelligence led approach to crime recording.  A common theme within BOCUs is for the BOCU Commander to delegate responsibility for the implementation and management of NCRS to another member of the senior management team. | |
| | There is a performance monitoring framework in existence designed and controlled by TP Inspectorate and managed locally. | |
| | At BOCU level it was observed that there were regular monitoring arrangements and supervision of incidents and crime records. | |
| | At BOCU level the Crime Management Unit (CMU) is seen as the focal point for advice and guidance on the implementation of NCRS. | |
| | Managers demonstrated a clear understanding of their own responsibility for ethical leadership and maintenance of service integrity in incident and crime recording. However as discussed elsewhere the prime driver in crime recording matters is more closely linked to operational targets than the user-focussed policing envisaged by NCRS. | |
| | During the audit it was noted that operational supervisors, i.e. sergeants often had little impact on supervision of crime.  Given the targets for CMUs and Telephone Investigation Units (TIUs) this is likely to be a continuing and developing issue. | |
| | There is some inconsistency in the implementation of NCRS across the BOCUs.  The Met does hold BOCUs accountable through the Audit process BUT (see comments elsewhere) we remain concerned that the audit process is not robust enough to identify all the flaws found in the data during this audit.  There was no evidence during the audit that the data problems are directly attributable to poor leadership. The Met does not consistently hold BOCUs personally accountable through the PDR regime. | |
| | The Police Authority is actively involved in the monitoring and scrutiny of these issues and regularly receives reports on the performance of the force.  Currently there is no single Member who "champions" the changes nor has the Police Authority held the Met accountable for rollout of NCRS. | |
| Policy and administration | The Met has a crime policy manual, which incorporates the recording of crime allegations; this is accessible via the Met's intranet. Currently not all of the Met's polices | |

| | are NCRS compliant e.g. policies dealing with the following issues Mobile phone, credit card fraud and bilking.  To date the Met has not carried out a review of all policies to ensure that they are compliant.  Discussions with the newly appointed FCR revealed that he intends to develop such a plan in the immediate future. | |
|---|---|---|
| | Changes in policy are published through Police Notices and are available on the intranet. | **Red** |
| | Updates to the NCRS are managed locally by CMU staff using the intranet and email. | |
| | Personnel working within the CMUs are well aware of the content of the policies and where to locate them. | |
| | This audit does not include scrutiny of the processes of specialist units.  However, included in the material supplied to the auditing team was a copy of a memorandum to 'All SO5 Officers' dated 30 December 2002.  In the memorandum guidance is given on the recording of crime associated with childcare issues.  The document refers to 'prima facie allegations' of crime.  It is unclear how the term 'prima facie' is being interpreted and whether this is in line with NCRS and HOCR. | |
| Staff training, knowledge and awareness | The Met informed staff of the introduction of NCRS by publication of Police Notice 13/02 on 27 March 2002.  However, there was no other proactive corporate marketing of NCRS and HOCR. | |
| | The Met carried out a review of the implementation of the NCRS in September 2002 and has identified the following developmental issues: | |
| | • A lack of awareness of the principles of NCRS, and the reasons for its introduction | |
| | • The levels of training in NCRS to Probationary and Detective Constables.  The inspection team found that these officers received no training in NCRS. | **Red** |
| | • Crime recording slippage between CAD and CRIS | |
| | The Met had engaged PA Consulting to review implementation of NCRS between 17 – 21 June 2002.  The consultancy identified the issues above, with others that are not relevant to this audit. | |
| | Seminars were held focussing senior managers and key staff in advance of the implementation date for NCRS. | |
| | Staff in the CMUs have received training; however, there is little real awareness about NCRS at operational levels. | |
| | Responsibility for ensuring that staff are trained and fully aware of the changes is largely | |

| | | |
|---|---|---|
| | left to the BOCUs to resolve and individual BOCUs are addressing the training requirement in different ways, for example CMU staff in one BOCU have developed a programme of training which provides every officer within the borough with at least a half days awareness training.<br><br>The Met had identified through a Best Value Review (BVR) the need for further and more formal training and this is starting to be rolled out to probationers and detectives through the courses at Hendon.  However a great number of both operational and non-operational staff will be unlikely to receive this training as their current positions do not require course attendance at Hendon. | Red |
| Resourcing | CMUs were found to be generally staffed adequately, although succession planning is an issue in respect of sergeants and at senior management levels.<br><br>The Met adopts a very pragmatic approach to making use of restricted and recuperative duty roles within CMUs and TIU/CSDs allowing officers who would otherwise gain little experience or knowledge of NCRS to do so.  The staff shortages in some areas are addressed by flexible management of available staff, allowing those who otherwise would gain little experience of the NCRS to do so e.g. CAD staff assisting the CMU on overtime. These are examples of good flexible staff management practices.<br><br>Staffing levels was not raised as an issue by staff during the audit. | **Green** |

| Systems for incident and crime recording | The Met has two independent IT systems for recording incidents and crime. The CAD (Computer Aided Dispatch) records incidents and CRIS (Crime Recording Information System) contains details of all recorded crime. | Amber |
| --- | --- | --- |
| | The CAD system was introduced in the 1980's and is viewed as being out of date. | |
| | The CRIS system was introduced in the late 1990's and is due for upgrade in 2003. | |
| | In preparation for the introduction of NCRS the Met commissioned enhancements to the CAD system from UNISYS, the contracted maintenance organisation for the system, to introduce a mandatory field on the incident log to record any relevant crime reference. Thus whilst the two systems are independent of each other, where a crime record is required CAD demands that the crime reference be added to the incident record. | |
| | Despite cross referencing the CAD and CRIS system there is no corporate or even discrete enquiry facility that allows someone researching incidents and crime to move from one system to the other with ease. The systems cannot be displayed on the same terminal. CAD is effectively running on its own independent network. This causes further difficulty in that CAD and CRIS terminals are not necessarily available in the same room. | |
| | The arrangements for accessing data for this audit proved problematic and the approach adopted by the Met did not, initially, meet the requirements of the audit methodology. As an approach to the audit we requested the Met to assist us to develop an auditing tool that had been successful in other forces. This involved relevant incident data fields and crime data fields being transferred to a database where they could be interrogated via MS Access. This approach would not involve printing paper records and would link CAD and CRIS data so that they could be viewed together and thus speed up the data quality aspect of the audit. | |
| | Data is warehoused from the live CAD system to CADMIS to populate a management information database the value of this action in terms of audit activity for NCRS is questionable as the remarks fields on CAD are not saved to CADMIS. | |
| | The Met is working towards more centralised call-handling systems within the C3i (Command Control Communication & Information) Project which aims to have in place in 2004 three new call centres at Hendon, Lambeth and Bow. Each call centre will manage the calls and deployment of staff to between 8 and 12 boroughs. | |
| | The new systems and processes will incorporate force and local standard operating procedures that will guide decisions as to whether or not to deploy police officers. It is intended to deal with a greater proportion of calls over the telephone to avoid wasteful use of operational staff. | |

| | The aim of C3i is, | |
|---|---|---|
| | "Our aim is to use our resources effectively and to attend calls which require an immediate response as our priority". The C3i aims can also be found in the Force's strategy document, 'Towards the Safest City – Delivering Policing for Londoners 2002 – 2005'. | |
| | As the specification for the C3i system was developed pre NCRS it is our recommendation that the Met consider how the new system will satisfy the requirements of NCRS. | |
| | The recent BVR of Crime Management has identified improvements to the Force approach to dealing with telephone investigation of crime which could have substantial implications for staffing; this is being considered separately from the C3i project and potentially prevents the provision of an holistic solution to the Forces call handling approaches. | |
| Process for crime recording | The initial contact for the public to report incidents and crime is primarily through the telephone. | Amber |
| | As discussed elsewhere the staff in CADs/TIUs and CRIS rooms were found to be well motivated and well trained and in the majority of initial contacts with members of the public the matter is considered in a prompt and accurate way. Where a decision is take to "crime" the matter this is generally carried out promptly and correctly. | |
| | Call handling and subsequent action practices were found to be variable, i.e. One BOCU would provide fast telephone response meeting corporate standards, but could then take several days to return the call, whilst another BOCU dealt with each caller in turn in a more complete manner but this then had a detrimental effect on the call waiting time and drop off rate. It is our recommendation that the Met carry out a review of targets to assist BOCUs to be able to meet both the targets and NCRS requirements. | |
| | Minicoms are situated in CAD rooms to enable communication with people with hearing impairment. Minicoms are not however, sited in TIUs and CMUs | |
| | There is variable practice in the recording of incidents onto CAD where the initial point of contact is not a CAD call taker. In some cases the point of contact then fails to record the incident when they consider the matter is not crime related incident this action then breaches the requirement for a compete audit trail of activity for NCRS matters. | |
| | There are examples in the activity data where incidents reported fall through the loop and fail to be properly classified and closed. This appears to be either a confusion regarding who has current responsibility for the next contact or interpretation of Met | |

policy on such matters.

There are examples in the activity data where the onus continues to be placed on the caller to make further contact with the Met in order that an incident may be recorded and when the victim fails to re-contact the force or cannot be contacted then the incident is incorrectly closed as 'non crime'.

The Met website enables users to report crimes that do not require an urgent response via their website (http://www.met.police.uk/contact/crime.htm) where advice about various types of crime is also available. Currently this has a fairly low level of usage and the guidance information is provided in the English language only.

The Met operates a system of Telephone Investigation Units (TIU) on each BOCU. The TIUs have responsibility for recording crime onto CRIS, and completing that crime allegation deemed suitable within the Met policy investigations using the telephone on a call back system based on information extracted from CAD.

The units (either CMUs or TIU) also deal with minor crime reported via the internet and those crimes transferred from other Forces.

The TIUs and CMUs are BOCU based as the Met believes that they provide a better more local service to users.

A Crime Management BVR completed in October 2001 identified several issues in relation to the operation of TIUs which have yet to be implemented.

The Met introduced Crime Screening across the Force on 2 December 2002 after a six-month pilot scheme in Enfield and Southwark. The pilots showed that detection rates improved and that operational officers were released to other tasks.

The policy ensures all serious and priority crimes are investigated thoroughly, and this means that once the initial or primary investigation is completed, secondary or follow-up investigation by detectives will not take place unless certain criteria are fulfilled.

The Force has a policy for developing the role of CMUs and TIU currently the performance target for these sections is manage 40% of reported crime and is achieved in many of the BOCUs, the Force is considering raising the target.

Boroughs are developing, through their community activity and partnership(s) the ability to accept incident and crime reports through a third party facility. The intention is that persons who would otherwise not engage with the police have the opportunity to do so. The secondary benefit should be the increased confidence by these parties in the Force and its officers. Unfortunately the initiative is limited by the Mets' screening policy where the expectation of action is raised only to be subject to the screening policy, this is acknowledged as a difficulty by some of the senior managers interviewed during the

| | | |
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| | audit.<br><br>The CAD system requires that crime related incidents must have a crime reference number cross referenced to them. There is no requirement for the cross referencing facility to be both ways between CAD and CRIS. | Amber |
| Auditing arrangements, scrutiny and integrity | The Met has in place wide ranging audit and inspection processes that seek to identify error in policy implementation. Examples of such work are Crime Managers' Report, Review of Lost Property recording in the Met etc, some of which covers areas outside the scope of this audit.<br><br>Since May 2002 the Inspectorate Territorial Policing has carried out monthly audits of compliance with NCRS. This is incorporated within the pre-existing Inspection & Review framework. Each borough or BOCU examines four incidents from the generic list developed for this audit and a specific street crime category. The sample is repeated every month for 10 months. Thus a sample of 40 incidents in each category is built up over the year. We are informed that monitoring of performance is not undertaken during August and December as these months have the highest abstraction levels due to annual leave.<br><br>The corporate inspectorate function directs the work of the borough based Quality Assurance officers examining the incidents, this work is undertaken as part of a self-inspection process. The Inspectorate carries out a search of incidents and provides the QA officer with a sample of eight from which the final four is selected, or provides a time and date from which consecutive incidents may be selected.<br><br>The established sample size for the corporate audit is very low and is open to challenge.<br><br>In addition the inspectorate provides ad-hoc audit services as and when required.<br><br>CMUs carry out internal scrutiny of crime records.<br><br>BOCU senior management teams receive regular comprehensive reports both from the corporate audit output and local activity allowing the creation of a learning environment. | Amber |
| Quality of service | The accessibility of some police station foyer areas and in particularly the (generally) wall mounted telephones is an issue for visitors with disabilities i.e. reliance is based on the ability to use the telephone if in a wheelchair and the user knowing the extension number they need to contact.<br><br>Those foyer areas visited during the audit were found to be not user friendly and on two occasions staff were found to be unhelpful.<br><br>Some police stations have limited staffing hours and little of the information provided to | Red |

the public in leaflet form is in languages other than English.

One station visited had locally produced notices prominently displayed in the foyer area telling victims of mobile phone theft that their crimes would not be recorded unless they had, and were able to quote the IMEI number, this is not NCRS compliant.

During the audit staff were unable to clearly describe how the Met identifies, and responds to user needs in respect of reporting incidents and crime. Consequently there is little confidence that the policies and processes have been developed with a user focus in mind.

In line with all other forces and national Performance Indicator requirements the Met does seek the views of members of the public who have previously engaged with the police through the normal survey processes. However, to date the Met has not addressed any NCRS issues through their surveys and there are no plans to introduce such matters into the survey processes. It is unclear how the Met intends addressing the development of the service in line with user needs.

Boroughs have recognised the need to develop processes and protocols for receiving third party reports of incident and crime through their community based partnership work. This will allow persons who would otherwise not normally engage with the police the opportunity to do so. The prime driver of this activity is the raising of confidence in the Met and its officers.

**C. Management arrangements – overall results**

Management arrangements have many positive features, although there are some clear areas for improvement [e.g. particularly in developing training arrangements and awareness of staff].

**Amber**

In general the Met has made some progress in implementing the NCRS framework, as the crime data audit shows. This level of performance is not however achieved through an understanding of NCRS by all officers, but a mixture of some good recording performance and a good deal of intensive follow up to correct errors.

Key areas to work on are:

- Establishing a greater awareness of NCRS: its importance; rationale; and what is required of officers in order to maintain a consistent approach to reporting crime.

- Guidance to officers on applying the 'balance or probabilities' that is central to NCRS.

- Centralised auditing of all Specialist Units

- Training concerning the classification of non-crime related incident closures.


## Accountability and leadership

**Good practice**

In accordance with NCRS, the Metropolitan Police show several examples of good practice:

- NCRS is lead from the top with a clear hierarchy setting out roles and responsibilities for crime recording at each level

- The Met has appointed a Force Crime Registrar
    - the post is positioned in Policy, Review and Standards, outside operational line management, and operates without pressure from line management to achieve 'desirable' results
    - the post holder is answerable to the Deputy Assistant Commissioner who is responsible for all aspects of force performance.
    - the post holder is involved in force wide groups regarding crime recording, and represents the force where appropriate at appropriate national meetings designed to maintain standards between forces
    - The FCR is well known and visible at HQ and area levels to those who record crime within the force.
    - The force currently conducts an audit on crimes recorded on the crime recording system. This is reflected the very low levels of errors found in our audit of the forces crime recording system.
    - The FCR acts as the final arbiter in both the audit process and in the interpretation of the HO counting rules.

**Areas for improvement**

Further work is needed in the following:

- There has as yet been no marketing of NCRS to operational police officers. Without engaging the hearts and minds of officers continued compliance to NCRS may not be maintained.

- Performance on closing incidents is poor in the following areas criminal damage, racist incidents and disturbances.

- There is generally insufficient detail on incident logs to justify decision making.

## Policy and administration

### Good practice

The Met has a clear policy document on crime recording that sets out:

- policy aims

- screening policy

- the various procedures for handling reports of incidents and crimes.

### Areas for improvement

Further work is needed in the following:

- There is inconsistent implementation of Force policy detrimentally affecting the overall performance.

## Staff training, knowledge and awareness

### Good practice

The following were considered to be good practice in line with NCRS:

- Guidance has been issued to crime desk staff on NCRS and Home Office counting rules through the intranet, any amendments to the counting rules are supported by an e-mail alerting users to any changes.

- All staff in CCRU receive substantial levels of training with a 1:1 buddy system in place until staff members are considered to be proficient in registering and recording crime. One hundred per cent of the crime records generated by new staff are checked for the first 3 months.

- The supervisor checks one in ten calls made to each staff member.

- The head of CCRU sends out "weekly working practices" via email each week. These emails inform all CCRU staff of any changes in procedure.
- All errors entered onto the crime recording system are identified by intensive auditing and the person entering the error alerted.
- At area level presentations relating to NCRS have been given during parade. Unfortunately at the time of the teams visit operational officers remained unaware of NCRS.

**Areas for improvement**

Further work is needed in the following:

- Operational officers awareness of the NCRS was very low:
- There has been no training or marketing of NCRS to operational officers, consequently not all staff interviewed said they had been informed about the NCRS,
- The audit highlighted that there may be a training need in relation to the allocation of incident closing codes

## Resourcing

### Good practice

- The Met appears to have put adequate resources into the area crime management units and the crime auditing unit

### Areas for improvement

There are no significant areas for improvement

## Systems for incident and crime recording

### Good practice

The following were considered to be good practice in line with NCRS:
- The force has in place effective incident and crime recording systems. The force is considering linking the two systems early next year.
- The crime recording system is centralised and quick enough to allow direct input from telephone callers (police and public),
- Incidents closed on a crime code are linked to the crime system by a shared crime number, so can be traced for audit or other purposes
- The system includes adequate functionality and checks to prevent security breaches and unauthorised access to records.

Further work is needed in the following**:**

- The systems are not integrated

- There is no easy extraction of data from the systems for audit purposes.

## Process for crime recording

### Good practice

The following were considered to be good practice in line with NCRS:

- Responsibility for the recording of crime is placed largely in the hands of a dedicated and well-supervised group of staff operating in the CMU taking calls from public and police officers.

- The Force has a performance target for developing the role of the TIUs and CMUs.

### Areas for improvement

Further work is needed in the following:

- Call handling and subsequent action is variable.

- There are no Minicoms sited in TIUs and CMUs

- The onus continues to be placed on the caller to make additional and further contact with the Force in order that an incident is recorded and where a victim/caller fails to re-contact the Force may be incorrectly closed as "non-crime"

- Recommendations from the Crime BVR completed in October 2001 in relation to the operation of TIUs have yet to be implemented.

## Auditing arrangements, scrutiny and integrity

### Good practice

The following areas were considered to be good practice in line with NCRS:

- The Inspectorate Territorial Policing carry out the audit process through the locally based Quality Assurance officers.

- Audit Reports are provided to Borough Commands and feature as part of the regular Borough Command Team meetings.

- CMUs carry out an internal scrutiny of crime records..

**Areas for improvement**

Further work is needed in the following:

- The Force established sample size is very low and is open to challenge.

### Quality of service

**Good practice**

- The force routinely samples victims to check for customer satisfaction, which covers their experience in reporting crimes.

**Areas for improvement**

It is not clear from the work we have done whether the survey following up reported incidents explores satisfaction on NCRS issues.  The force should consider testing such as:

- whether victims are pressed for positive evidence of a crime or dissuaded from their initial view that a crime has occurred
- victim views on incidents 'no crimed' or reclassified to be taken forward as a lesser offence.

## Summary of areas for improvement

The following issues should be addressed by the action plan arising from this review:

| Issue | Findings |
|---|---|
| **Management arrangements** | |
| **Accountability and Leadership** | |
| **Policy and administration** | There is inconsistent implementation of Force policy detrimentally affecting the overall performance. |
| **Staff training, knowledge and awareness** | Operational officers awareness of the NCRS was very low: <br> There has been no training or marketing of NCRS to operational officers, consequently none of the officers interviewed said they had been informed about the NCRS, <br> The audit highlighted that there may be a training need in relation to the allocation of incident closing codes |
| **Resourcing** | N/A |

| Systems for incident and crime recording | The systems are not integrated |
|---|---|
| | There is no easy extraction of data from the systems for audit purposes. |
| **Process for crime recording** | Call handling and subsequent action is variable. |
| | There are no Minicoms sited in TIUs and CMUs |
| | The onus continues to be placed on the caller to make additional and further contact with the Met in order that an incident is recorded and where a victim/caller fails to re-contact the Met may be incorrectly closed as "non-crime" |
| | Recommendations from the Crime BVR completed in October 2001 in relation to the operation of TIUs have yet to be implemented. |
| **Auditing arrangements, scrutiny and integrity** | The established sample size is very low and is open to challenge. |
| **Quality of Service** | |
| | It is not clear from the work we have done whether the survey following up reported incidents explores satisfaction on NCRS issues. The Met should consider testing such as: |
| | whether victims are pressed for positive evidence of a crime or dissuaded from their initial view that a crime has occurred |
| | victim views on incidents 'no crimed' or reclassified to be taken forward as a lesser offence. |

# 5. The police authority role

The aim of this part of the review was to assess the role and impact of the Metropolitan Police Authority, in supporting the implementation of NCRS in the Metropolitan Police.

## Summary of findings

The baseline review comprised a range of interviews and investigations with both the police force and the police authority relating to the implementation of appropriate management arrangements to support the requirements of NCRS.

| SUMMARY OF POLICE AUTHORITY FINDINGS | | |
|---|---|---|
| **Issue** | **Findings** | **Rating** |
| | The Police Authority has discussed the implications of the implementation of NCRS on several occasions and the relevant committee have received regular reports produced both by the Met and the Police Authority support staff. | **Amber** |
| | The Police Authority reports are available on the public website. | |
| | In addition to issues relating to identified slippage rates on CAD and between CAD and CRIS systems, an expected increase of 11 percent in recorded crime, the Force identified the average cost of an officer entering a crime on to CRIS as £19.80.  (The total cost to the Force of officers entering data on to CRIS was estimated as £27.5m) | |
| | The Police Authority and Met acknowledge the need to coordinate press briefings and keep MPA members abreast of the impact of NCRS. | |
| | The Police Authority is very aware of and regularly monitors the potential impact of NCRS on Policing and Performance Plan 2002/2003 priorities and objectives. | |
| | The Police Authority has taken the decision to revise the estimated impact of the introduction of NCRS in relation to the 2002/03 targets and performance monitoring arrangements and receives quarterly monitoring reports. | |
| | The Police Authority has identified a lead member with special interest for NCRS matters and regularly scrutinises reports received from the Met, this has not hitherto extended to this Member becoming the "champion" for NCRS. | |

| | The Police Authority has not held the Force accountable for rollout of NCRS.<br><br>The Police Authority has begun to formulate plans to formalise its work on monitoring and scrutinising crime recording activity with a view to further developing its target setting methodology. The long term intention is to consider the introduction of new performance indicators. | |

These findings have contributed to the overall management arrangements assessment for the force and authority, combined with those findings set out in the previous section of this report:

| **Management arrangements – summary assessment**<br><br>Management arrangements are generally satisfactory. | **Amber** |

**Good practice**

- The Authority holds the Force accountable and monitors the impact of NCRS.

- The Authority has identified a lead Member with special interest for NCRS matters

**Areas for improvement**

- The Authority and the Force need to co-ordinate press briefings.

- The Authority needs to continue to keep Members informed on the impact of NCRS

- The Authority should consider identifying a champion for NCRS matters.

- The Authority should hold the Met accountable for the rollout of NCRS

# 6. Next steps

We have identified a number of key issues for improvement for the Police Force and Police Authority in the arrangements to support NCRS at the Met. These are documented in the action plan at Appendix A, which sets out the agreed timescales and responsibilities for resolving the issues identified by our work. The progress of the Authority and Force against this action plan will be monitored, and is likely to form part of the risk assessment to define the scope of this work in future years.

# APPENDICES

# Metropolitan Police

**Review of Crime Recording – Action Plan**

May 2003

Prepared for:      Metropolitan Police                               Supplier
Prepared by:      Kash Pandya                           Audit Commission
                          Jon Hayes
                          Huw Evans
                          Dianne Few

Version: 2.2

| Page | Issue to be addressed / Recommendation | Priority<br><br>1 = Low<br>2 = Med<br>3 = High | Responsibility | Agreed | Comments | Date |
|------|----------------------------------------|------------------------------------------------|----------------|--------|----------|------|
| *Crime data audit* | | | | | | |
| 8 | Generally poor performance for closing the following incidents criminal damage, racist incidents and disturbance. | 2 | | | | |
| 8 | There is insufficient detail on the incident logs to justify the closure of incidents | 3 | | | | |
| *Accountability and leadership* | | | | | | |
| 24 | There is no marketing of NCRS to operational police officers. | 2 | | | | |
| 24 | Performance on closing incidents is poor in the following areas criminal damage, racist incidents and disturbance | 3 | | | | |
| 24 | There is insufficiant detail on incident logs to justify decision making | 3 | | | | |
| *Policy and Administration* | | | | | | |
| 24 | There is inconsistent implementation of Force policy detrimentally affecting the overall performance. | 2/3 | | | | |
| *Staff training and awareness* | | | | | | |
| | There has been no training or marketing of NCRS to operational officers, consequently not all staff interviewed said they had been informed about the NCRS. | 2/3 | | | | |

| Page | Issue to be addressed / Recommendation | Priority 1 = Low 2 = Med 3 = High | Responsibility | Agreed | Comments | Date |
|---|---|---|---|---|---|---|
| **Resourcing** | | | | | | |
| 25 | No issues to address | | | | | |
| *Systems for incident and crime recording* | | | | | | |
| 25 | The systems are not integrated | 1 | | | | |
| | There is no easy extraction of data from the systems for audit purposes. | 1 | | | | |
| *Process for crime recording* | | | | | | |
| 26 | Call handling and subsequent action is variable. | 2 | | | | |
| 26 | Recommendations from the Crime Best Value Review completed in October 2001 in relation to the operation of TIUs have yet to be implemented. | 1 | | | | |
| 26 | There are no Minicoms sited in TIUs and CMUs | 2 | | | | |
| 26 | The onus continues to be placed on the caller to make additional and further contact with the Force in order that an incident is recorded and where a victim/caller fails to re-contact the Force may be incorrectly closed as "non-crime" | 3 | | | | |
| *Auditing arrangements, scrutiny and integrity* | | | | | | |
| 26 | The Force established sample size is very low and is open to challenge. | 2 | | | | |

| Page | Issue to be addressed / Recommendation | Priority<br>1 = Low<br>2 = Med<br>3 = High | Responsibility | Agreed | Comments | Date |
|---|---|---|---|---|---|---|
| **Quality of service** | | | | | | |
| 27 | It is not clear from the work we have done whether the survey following up reported incidents explores satisfaction on NCRS issues. The force should consider testing such as:<br><br>whether victims are pressed for positive evidence of a crime or dissuaded from their initial view that a crime has occurred<br><br>victim views on incidents 'no crimed' or reclassified to be taken forward as a lesser offence. | 3 | | | | |
| **Police Authority** | | | | | | |
| 31 | The Authority and the Force need to co-ordinate press briefings. | 2 | | | | |
| 31 | The Authority needs to continue to keep Members informed on the impact of NCRS. | 2 | | | | |
| 31 | The Authority should consider identifying a champion for NCRS matters. | 1 | | | | |
| 31 | The Authority should hold the Met accountable for the rollout of NCRS. | 2 | | | | |

**Borough Operational Command Units**

| BOCU No | Location | | BOCU No | Location |
|---|---|---|---|---|
| 1 | Barking & Dagenham | | 18 | Hillingdon |
| 2 | Barnet | | 19 | Hounslow |
| 3 | Bexley | | 20 | Islington |
| 4 | Brent | | 21 | Kingston upon Thames |
| 5 | Bromley | | 22 | Lambeth |
| 6 | Camden | | 23 | Lewisham |
| 7 | Westminster | | 24 | Merton |
| 8 | Croydon | | 25 | Newham |
| 9 | Ealing | | 26 | Redbridge |
| 10 | Enfield | | 27 | Richmond upon Thames |
| 11 | Greenwich | | 28 | Royal Borough of Kensington |
| 12 | Hackney | | 29 | Southwark |
| 13 | Hammersmith and Fulham | | 30 | Sutton |
| 14 | Haringey | | 31 | Tower Hamlets |
| 15 | Harrow | | 32 | Waltham Forest |
| 16 | Havering | | 33 | Wandsworth |
| 17 | Heathrow | | | |