



Crime and Incident Recording

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Approved by

Legal Services	N/A
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Note: By signing the above you are authorising the policy for publication and are accepting responsibility for the policy on behalf of the Chief Constables.

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Note: Please send the original Policy with both signatures on it to the Norfolk CPU for the audit trail.

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Legal Basis

Legislation/Law specific to the subject of this policy document

Section	Act (title and year)

Other legislation/law which you must check this document against (required by law)

Act (title and year)
Human Rights Act 1998 (in particular A.14 – Prohibition of discrimination)
Equality Act 2010
Crime and Disorder Act 1998
Health and Safety at Work etc. Act 1974 and associated Regulations
General Data Protection Regulation (GDPR) and Data Protection Act 2018
Freedom Of Information Act 2000
The Civil Contingencies Act 2004

Other Related Documents

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1. Introduction

1.1 Crime is recorded by the police and others to:

- Ensure that victims of crime receive the service they expect and deserve; prioritise effective investigation of crime in keeping with national standards and the College of Policing's Code of Ethics;
- Inform the public of the scale, scope and risk of crime in their local communities;
- Allow PCCs, Forces and local partners to build intelligence on crime and criminal behaviour necessary for an efficient and effective response;
- Enable Government, PCCs, Forces and their partners to understand the extent of demands made on them and the associated costs of service delivery; and
- Inform the development of Government policy to reduce crime and to establish whether those policies are effective.

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

1.3 Crimes and incidents will be recorded adhering to the principles of both the National Crime Recording Standard (NCRS) and the National Standard for Incident Recording (NSIR). Crime will be recorded in accordance with the Home Office Counting Rules for Recorded Crime (HOCR).

1.4 Where officers or staff become aware of notifiable crimes (as per HOCR listings) that are recorded on systems other than Athena (Crime and Incident Investigations system), arrangements must be made to record these on Athena as soon as possible, in accordance with NCRS requirements. Supervisors must ensure there is a formal review of stand-alone systems to ensure HOCR compliance. Non-crimes investigations will be recorded onto Athena in accordance with the relevant Standard Operating Procedure. The Force Crime Registrar must be made aware of any stand-alone incident recording systems. The reporting routes are contained in [Appendix B](#).

1.5 Athena investigations, once recorded, will be managed in accordance with the Athena Standard Operating Procedures.

1.6 A generic guidance relating to the management of stand-alone systems (e.g. E-CINS) is attached at [Appendix C](#).

1.7 No matter how received, all reports of incidents, crime related or not and, excluding HOCR listed exemptions, must be recorded on STORM (incident management system) as a Computer Aided Despatch (CAD) or

another authorised auditable system (e.g. CATS – system recording abuse of vulnerable persons). There is no requirement to register an incident where a crime report is created in the first instance direct from the first report.

2. Crime Recording Decision Making Process

- 2.1 As soon as possible after the initial report, and in any case within 24 hours, the crime must either be entered onto Athena or the CAD must be closed as a non-crime and a full explanation recorded on the result, together with confirmation of victim update. A crime should be recorded once the investigating officer is satisfied that it is more likely than not that a crime in law has occurred and there is no credible evidence to the contrary immediately available – a belief by the victim (or person reasonably acting on behalf of the victim) that a crime has occurred is usually sufficient to justify its recording.
- 2.2 A victim-focused approach is taken towards crime recording. The concept of ‘victim belief’ will be institutionalised within the police service.
- 2.3 Where apparent criminal activity comes to the attention of the police, and the victim confirms that a crime has taken place, but declines to support an investigation or prosecution a crime must still be recorded.
- 2.4 A parent, carer or a professional third party, reasonably acting on behalf of a child or vulnerable person, who reports a crime, will in appropriate cases, be considered as providing that victim’s confirmation.
- 2.5 Where there are grounds to suspect that a ‘victim related crime’ may have taken place but no victim (or person reasonably assumed to be acting on behalf of the victim or reporting in circumstances outlined below in NCRS paragraph 3.6 ii) can immediately be found or identified, the matter should be recorded as a crime related incident until such time as the victim is located or comes forward.
- 2.6 Where (as per NCRS 3.6ii) the police believe there is clear evidence or significant grounds to show that a crime against an identifiable victim has been committed, and that it is either necessary or appropriate to record that crime, (to enable effective investigation, the apprehension of offender(s) or that it is otherwise in the public interest to do so), a force must record the crime; even where the victim has declined to confirm or cannot be found.
- 2.7 HOCR provide full guidance in respect of whether and when to record a crime. Staff must be familiar with these and the other general rules.

3. Creation of Athena Investigation Record

- 3.1 Crime recording will be carried out at either operational level or within authorised units (e.g. ICMH, MASH, Resolution Unit, CCR).

- 3.2 The management of crime, the evaluation criteria and the allocation process, are addressed within Crime Management. The respective crime management process flow charts are attached as [Appendices E](#) and [F](#).
- 3.3 All crimes created within Norfolk and Suffolk will be prefixed with the appropriate location identifier (Suffolk 37, Norfolk 36). ALL other crime committed outside the common force areas must also be generated with either of these identifiers and will be subject of the formal transfer process.
- 3.4 It is important that the Athena Enquiry Log/Action text is updated with all relevant information so that it may be audited independently without recourse to any paper file – relevant documents will also be appended.
- 3.5 All data and text held on Athena is fully disclosable. Staff must remain mindful of this and all comment must be factual, accurate and relevant. Whilst identifying inaccuracies or inconsistencies in evidence is acceptable, disclosure is an issue upon which all staff should be mindful.
- 3.6 All Athena investigations must contain the unique CAD reference where appropriate.
- 3.7 Currently the documenting of rape and unconfirmed rape allegations has a unique recording requirement within HOCR (see [Appendix D](#)).
- 3.8 There is a facility to transfer any incident to regional forces via STORM CADs. If done immediately, this negates the need for locally recorded crime (excluding N100). Crime related incidents will then be closed as NCRS Exempt Crime.
- 3.9 During Athena downtime, local business continuity procedures must be followed for each Constabulary for the recording of crimes.

4. Crime Reclassification and Cancellation

Reclassification

- 4.1 When considering re-classification, the police will apply their knowledge of the law and Home Office Counting Rules to the information or evidence obtained since the original classification was made.
- 4.2 Requests for reclassification will only be submitted using the relevant Athena Tasking Request.
- 4.3 Only suitably authorised Dedicated Decision Makers (DDM) may perform a reclassification and the Enquiry Log will contain the full rationale and authority for reclassification/cancellation. In respect of reclassification it must also confirm the classification from which the crime has been changed.

- 4.4 Amending the non-validated classification within the Information Management Unit (IMU) at the quality assurance (QA) stage does not amount to reclassification – Likewise amending a non-crime to a full crime does not amount to reclassification. HOWEVER the amendment of a crime to a non-crime is NOT permissible. This is in effect the cancellation of a notifiable crime and MUST be dealt with via the crime cancellation process.

Cancellation

- 4.5 There are five criteria, contained within the Home Office Counting Rules (HOCR), when crimes which are already recorded may either; be cancelled from local records or transferred to a Force that it has already been established owns the crime. Removing records appropriately ensures both that locally reported crime and national crime data are accurate and promote the trust and confidence of victims and the public.
- 4.6 The most subjective criteria is 'Additional Verifiable Information' (AVI). Further verifiable information comes to light, that was not available at the time of the crime recording decision, which clearly shows 'beyond any doubt' that no crime has occurred.
- 4.7 Cancellations will be initiated by the relevant Athena Tasking request. In the case of a cancellation request the text will clearly confirm that the victim has been advised that a cancellation of the crime is being sought/approved.
- 4.8 Crime cancellation may only be carried out by an appropriately authorised DDM.
- 4.9 All such decision makers must be properly trained in the relevant HOCR sections and authorised by the Deputy Chief Constable (or Force Lead for data quality).
- 4.10 Decision making for all offences of rape (where AVI cancellations are considered) must only be taken by a Force Crime Registrar (FCR) who is listed on the College of Policing professional register. Where the accredited FCR is unavailable a Deputy FCR who is listed on the College of Policing register may be the decision maker.

5. Closure of Athena Investigations

- 5.1 Only notifiable crimes will be attributed an Outcome. Outcomes are detailed within Home Office Counting Rules, General Rules, section H.
- 5.2 An outcome can only be requested using the Athena Tasking queues. It is the responsibility of the officer in the case (OIC) to ensure all operational and recording requirements have been completed.
- 5.3 The relevant supervisor will endorse the outcome.

- 5.4 Various outcomes require different levels of authority. Some outcomes specifically require DDM authority, whilst others will be subject to current local procedures.
- 5.5 Any relevant check sheets and necessary documentation will be attached to the crime record when dealing with outcome numbers 2 -10.
- 5.6 It is the responsibility of the OIC and/or supervisor or, where the outcome is a charge at Custody, a supervisor of the unit requesting the charge, e.g. CIU, to identify and cause any additional crimes to be recorded. This person will also be responsible for identifying the appropriate additional outcomes.

6. Non-notifiable Crimes and Non-Crime Notifiable Incidents

- 6.1 Athena is capable of recording a substantial number of non-notifiable crimes, which are not counted towards the statistics required by the Home Office.
- 6.2 These non-crimes are not necessarily subject to HOCR recording requirements (excluding Rape – N100 non-crime). They will be subject to local policies and procedures relevant to the particular incident type.
- 6.3 Local policies and procedures also require certain types of incidents to be recorded even though no notifiable crime is disclosed. For example, all domestic incidents, whether recorded as a substantive offence or as a non-crime, will require a Domestic Abuse Athena investigation included within the record. All Hate incidents, whether recorded as a substantive offence or as a non-crime, will likewise have the relevant Athena investigation linked to it. The additional information held will enable all relevant reports, notifications and assessments to be generated.
- 6.4 Where the circumstances initially recorded on Athena as a non-crime incident or a non-notifiable crime, eventually result in a substantive offence, then the investigation should be amended accordingly. However to amend the principal investigation from a crime to a non-crime, at any stage of the process requires the authority of a DDM to cancel the crime element of the investigation.
- 6.5 In addition to the above, HOCR also place particular emphasis on identifying the motivation behind a number of crime types. All staff involved in the creation and management of crimes will ensure they are familiar with the specific keywords listed within HOCR (April 2016). These keywords have been mandated from April 2017.

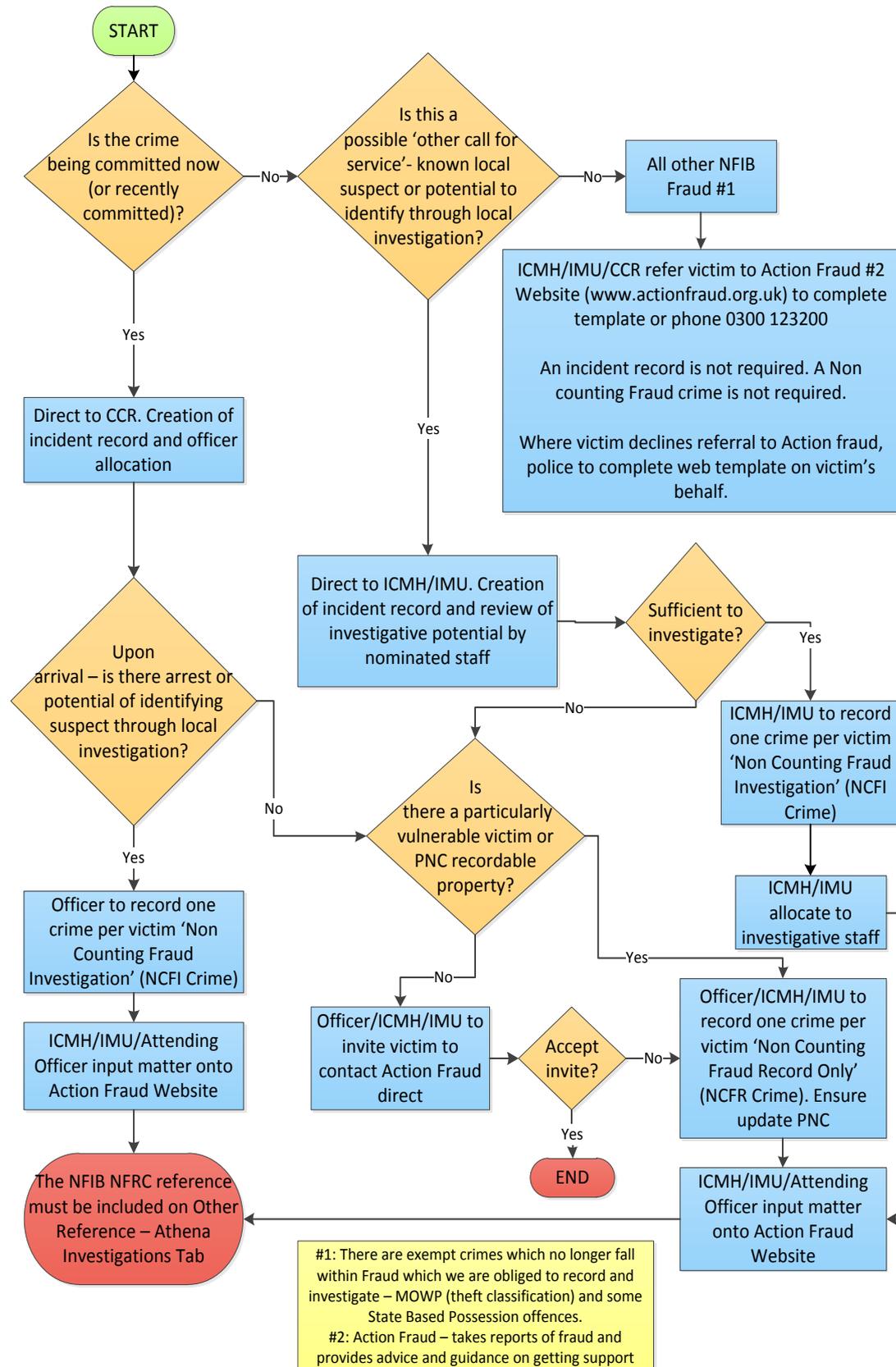
7. Fraud

- 7.1 All frauds must be reported to Action Fraud, or investigated, following the procedure on the flow chart shown at [Appendix A](#).

8. Reference Documents and Further Guidance

- 8.1 Additional information can also be found by accessing the Norfolk/Suffolk Crime Registry page on the collaborative portal using the following link: [Norfolk/Suffolk Crime Registry](#).
- 8.2 This will provide access to numerous operational and recording documents, such as Make-off without Payment, Modern Slavery and Stalking/Harassment.
- 8.3 There is a further link from within the portal to the Home Office Counting Rules site. There are also a number of useful Question and Answer examples.

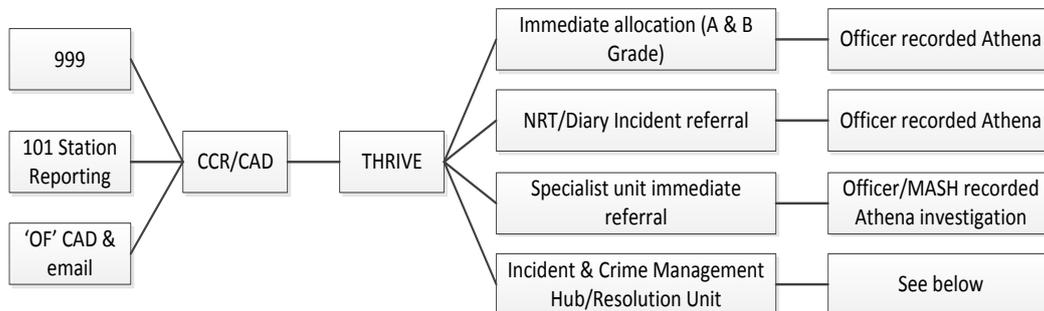
Appendix A – Police Action on Report of Fraud from Public



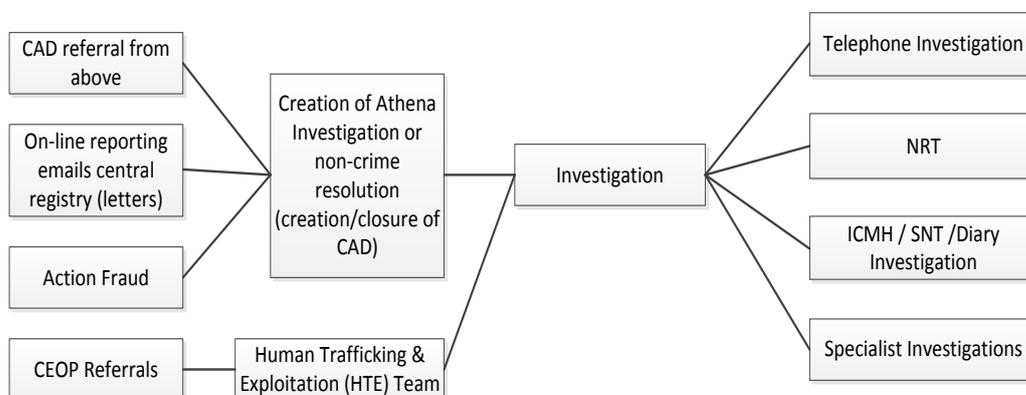
Appendix B – Crime Recording Reporting Routes and Attrition Map

All Athena investigations are subject of QA and validation within IMU teams

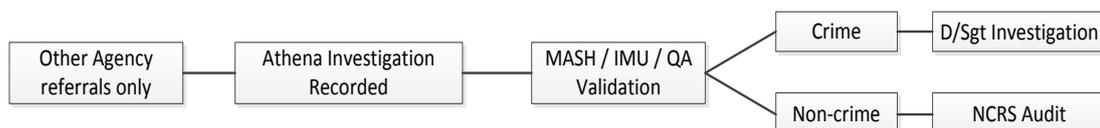
CCR



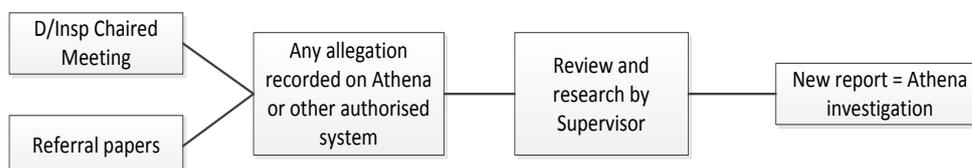
ICMH / IMU / RESOLUTION



MASH



MARAC



Appendix C – Stand Alone Systems Audit and Review Procedure

To ensure compliance with National Crime Recording Standards (ethical, victim focused crime recording), the Crime Data Integrity Group require that a review procedure is documented for stand-alone systems:

- Officers or staff who create a new entry, or add to an existing record to a stand-alone system, are responsible for determining whether a crime has occurred. If it has, then a crime needs to be created on Athena as soon as possible, in accordance with NCRS/HOCR.
- An entry is made on either the Report Log for individual incidents, stating the Athena reference number and which incident the crime relates to.
- Officers or staff will notify their supervisor that they have created a report or added to one.
- Supervisors will be responsible for reviewing each entry ensuring that HOCR has been complied with and will endorse the record to this effect.
- Records will be subject to periodic auditing by dip sample to ensure HOCR compliance and that the supervisor's endorsement is present, the expectation will be 100% compliance.
- Any issues identified will be notified to the appropriate manager.

The intention is to avoid introducing additional specific audit functions, whilst still documenting a supervisory review that can be managed within the everyday on-going management process.

It is important to remember to review both the stand alone incident and other incidents that have previously occurred and been recorded. To put it simply, if the victim believes they are a victim of a crime and there is no immediate evidence to the contrary, then we need to record a crime. Stand-alone systems and records are not a replacement for Athena crime records, although it is appreciated that some sensitive investigations may be managed outside Athena and have only an anonymised record within Athena. It is therefore essential that crimes are picked up and recorded on Athena as soon as either Constabulary are made aware a crime has occurred to ensure they remain HOCR compliant.

Appendix D – Home Office Guidance for Recording 100/01 – Rape Incidents

There is no facility to identify and specifically record 'OF' crimes within the Athena Investigation System – this guidance is re-circulated to clarify the Home Office recording requirements in respect of how ALL rape incidents will be dealt with. ALL allegations of rape received by the Constabularies, by whatever means, will be immediately recorded on the Athena recording system, regardless of source.

Where a victim reports an incident of rape, the Constabularies are required to create a substantive crime report without delay (unless there is immediate evidence available to the contrary) – there is no discretion and this must be done at the earliest possible opportunity.

In those instances where the Constabularies would not currently record a crime at the outset, e.g. where there is no victim confirmation, e.g. allegation reported by a friend or the allegation is within intelligence then, no matter how the allegation is communicated, no matter from whom it comes and no matter how limited the information, it will result in the creation of an Athena entry using the code:

100/01 – RAPE INCIDENT NOT CONFIRMED.

This record will be generated by the first officer or competent staff member receiving the information and the duty Detective Sergeant will be notified and be responsible for ensuring the correct action is taken immediately. Creating this immediate record will allow further clarification to take place.

ANY RAPE INCIDENT WILL EITHER HAVE A SUBSTANTIVE CRIME REFERENCE CREATED IMMEDIATELY OR WILL BE RECORDED AS AN 100/01 – RAPE INCIDENT NOT CONFIRMED.

Where the investigation subsequently determines that the report, designated as **100/01 – RAPE INCIDENT NOT CONFIRMED**, amounts to a full offence, it shall be amended to the appropriate crime classification by the investigating officer.

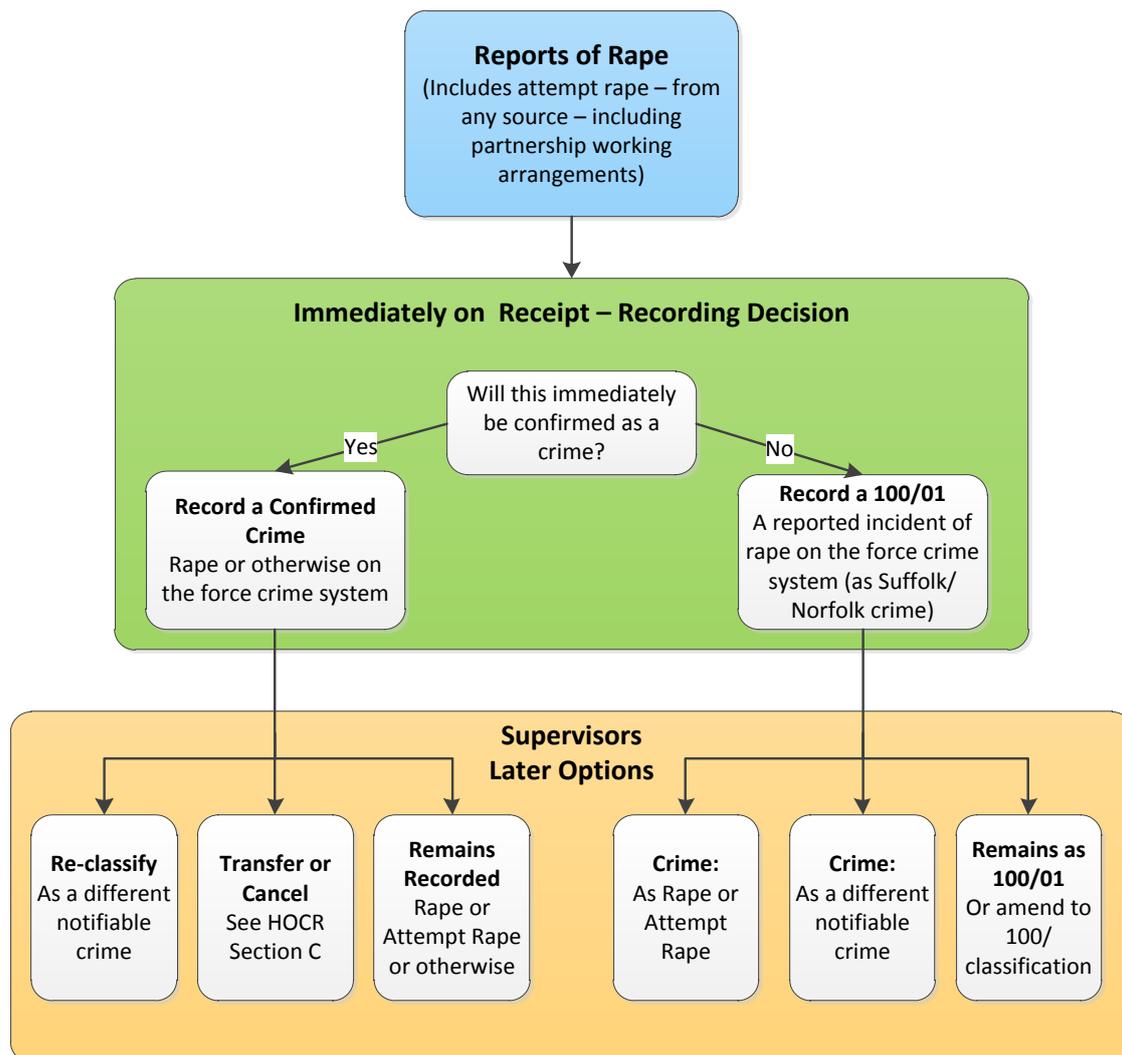
Where a report remains designated as 100/01 – RAPE INCIDENT NOT CONFIRMED at the conclusion of the investigation, it shall be endorsed as a completed enquiry by an officer of Detective Inspector rank and the disposal reason. The completed record will then be given a final (N100) classification to reflect that disposal.

IMU Closure staff will ensure that any N100's that are presented for finalisation have been appropriately endorsed and that the correct re-classification has taken place, together with the correct Outcome.

Once a full crime of rape is recorded it can only be cancelled by the 'cancelled-crime' process; it cannot be reclassified to a 100 classification.

Where there is evidence of a crime – record the full offence immediately.

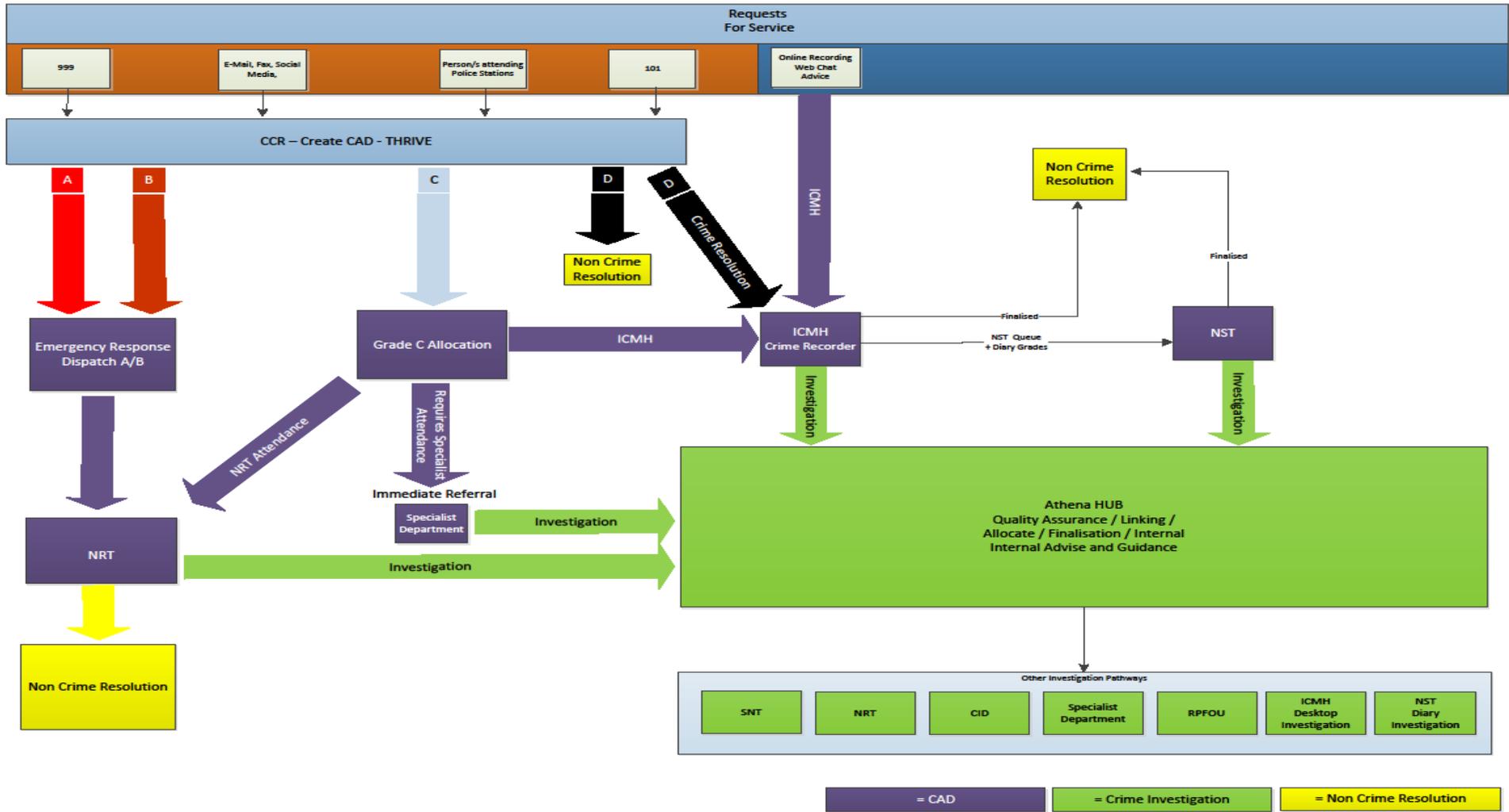
100/01 Explanatory Process Flowchart



Rape – Recording Guidance

1. Victim Perception – where a victim believes they have been subject to sexual intercourse (any penetration by penis) against their will and there is no immediate evidence available to the contrary, a crime of rape will be recorded.
2. Where a report comes from a third party or any other source (regardless how remote) that makes reference to a rape offence, a 100/01 will be recorded until victim confirmation can be obtained.
3. The recording of either a full offence of rape, or the 100/01 will be recorded as soon as practicable after the initial information is received, there is no consideration for further investigations to be made before the recording decision is made.

Appendix E – Workflow Map Suffolk CCR and ICMH



Appendix F – Workflow Map Norfolk CCR and Crime Recording

