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Criminal Justice System All Crime and Recorded Adult Rape Offences Scorecard: Data Quality Note

Autumn 2021 Scorecard



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Introduction

This document outlines the different data sources used to compile the statistics presented in the Autumn 2021 all crime and adult rape scorecard. Each section details any data quality considerations for each source, outlines checks completed (by system owners and statistical processes) and flags any areas of concern. It also provides guidance for interpreting the data and in-depth definitions of the metrics detailed in the scorecard.

The scorecard contains a concentrated collection of published data from a variety of published sources across the Criminal Justice System, many of which are National Statistics releases. Further details on these, including guidance for interpreting the data and data quality reports, can be found at the end of this document.

Data sources

Home Office

The data that forms the basis of the **Crime Recorded to Police Decision** section of the scorecard is produced using the official crime outcomes in England and Wales statistics. There are three crime outcomes data sources:

- Aggregated Crimsec4 return: an aggregated return supplied on monthly basis from small number of police forces
- Home Office Data Hub (HODH): The HODH allows police forces to provide record-level detail on offences.
- Voluntary returns: The Home Office requested that all forces providing Crimsec4, voluntarily provide additional outcomes data on a quarterly basis.

The Home Office receives monthly data from police forces on crime, crime outcomes and records that were initially recorded as crimes and subsequently transferred to another police force or cancelled. These data are quality assured and analysed by Home Office statisticians and any anomalies or errors identified through this process result in a report being returned to the relevant force for validation or correction. Prior to the publication of crime outcomes, a verification exercise is carried out with all forces. The data held by the Home Office are returned to individual forces asking for confirmation that the data accords with that held on their own systems and to highlight any perceived inconsistencies in their data. Again, forces resubmit data if required.

The metric measuring number of median days excludes data from the following Police Force Areas: Greater Manchester, Kent, Staffordshire, West Midlands, and Wiltshire. These forces did not provide offence-level data to the Home Office Data Hub for the reporting period. The volume of outcomes and offences does not include Greater Manchester Police as they have not been able to supply outcomes for the reporting period. When the required data is provided, these will be included in future publications of the scorecard.



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Crown Prosecution Service

The data that forms the basis of the **Police Referral to CPS Decision to Charge** section of the scorecard is derived from the CPS Case Management System (CMS) used by CPS staff for case management purposes and its associated Management Information System (MIS). As with any large-scale recording system, data is subject to possible errors in entry and processing. The CPS does not publish official statistics. The figures are provisional and subject to change as more information is recorded by the CPS. The data is held within a database within the MIS, based on **suspects** (prior to being charged) or **defendants** (after being charged). The scorecards include total data on all suspects or defendants irrespective of sex or gender.

In these statistics, a suspect or defendant represents one person in a single set of proceedings, which may involve one or more charges. A set of proceedings usually relates to an incident or series of related incidents that are the subject of a police file. If a set of proceedings relates to more than one person then each is counted as a suspect or defendant. Sometimes one person is involved in several sets of proceedings during the same year: if so, he or she is counted as a suspect or defendant on each occasion.

Ministry of Justice

The data on the **CPS Charge to Case Completion in Court** is produced using the respective criminal court management information systems (MIS), data warehousing facilities drawing data directly from court-based administrative systems. For the Magistrates' Courts data this is LIBRA and for the Crown Court data this is XHIBIT.

LIBRA and Xhibit are used by court staff for case management purposes. This contains information about the incidences and dates of major events as each case proceeds in the Crown Court. Being from an administrative system, data is subject to clerical and input errors - the volume of these errors is low and assumed to be random across all cases. As such they are not believed to impact on the integrity of the data.

The 'Common Platform' is a new digital case management system for the magistrates' and Crown Courts. The system seeks to streamline data collection, data accessibility and improve the way criminal cases are processed across the Criminal Justice System. It will eventually replace the existing 'legacy' criminal court systems, with a single, streamlined system. Early adopter courts across England and Wales are testing the system before the rollout to all criminal courts.

Currently metrics at this stage do not all include Common Platform data. Where possible, estimates have been included to ensure that volume trends are robust. Where it is omitted, the data represents a small number of cases and does not impact any published national trends in the current release. Work is ongoing with Her Majesty's Courts and Tribunal Service (HMCTS) and partner agencies to better understand the implications this system change has for the published National Statistics series, their uses (such as the scorecard) and the underlying methodologies.



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We are committed to ensuring that these statistics remain accurate, robust and coherent for users during the operational transition of data systems at the criminal courts.

Information on where witnesses have provided evidence via section 28 has been obtained from the system used by court staff to schedule and manage the recording and playback of the recorded hearings and as such covers all such hearings carried out in the period covered by this report. As with other case management systems the data is subject to clerical and input errors, but the volume is low and is not expected to impact on the integrity of the data.

This system does not record the offence(s) defendant(s) have been charged with, and this have been obtained by matching this data using unique case references to Xhibit (mentioned above) to extract and identify adult rape offences. The match rate achieved was over 95% and the missing items were mainly cases held on Common Platform and a very small number for other reasons.

Advice on using and interpreting the scorecard data

The data within the all-crime and recorded adult rape scorecard aims to capture the majority of the Criminal Justice System through metrics that break the system down into three key stages: crime recorded to police decision, police referral to CPS decision to charge, and CPS charge to case completion at Court. Crimes recorded by the police and the subsequent outcomes allocated to these crimes are captured by Home Office. A subset of these offences will be referred on to the CPS for prosecution. For some offences the CPS must also make the charging decision before a prosecution can commence. Ministry of Justice data then captures all cases reaching the criminal court system from the point of receipt to completion. This data includes cases prosecuted by the CPS where the decision to charge was made by the police or the CPS. It also includes cases prosecuted by the CPS that were not investigated by the police, and cases prosecuted by other prosecuting authorities besides the CPS. While the metrics within the scorecard do not allow for a read-across of data for the entire Criminal Justice System, they measure performance of the priorities at each of these three distinct stages.

There are several key points to consider when interpreting the data in the scorecard metrics. These considerations apply universally to all three sets of data provided by the Home Office, CPS, and MoJ/HMCTS respectively:

Counting rules

Each department collects, collates and publishes metrics differently. The different counting basis relates to the operational priorities of each department, e.g., Home Office will count and consider all notifiable crimes recorded whereas the Ministry of Justice counts those which reach court – which will be the subset of notifiable offences resulting in charges, and a range of other summary offences that also result in a formal court case.



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Further information regarding the individual counting basis of each metric can be found in 'Metric definitions' and in the supporting documentation for each published release found at the end of this document.

Data linkage

It is not currently possible to accurately track individual offences or defendants across the Criminal Justice System for the purposes of statistical reporting. As such there are no overarching cross-Criminal Justice System metrics included within the current scorecard report. Work to better link the administrative data held across the Criminal Justice System is ongoing and is a high priority for enabling more joined up reporting and analysis of the drivers which impact the system as a whole.

Timing and movement of cases through the system

Although each metric is reported at the same point in time, this relates to a different point in the progress of a case through the Criminal Justice System. Comparisons across departmental measures will reflect these different stages. For example, the MoJ data will count defendants dealt with at court in a given quarterly period – these will result from offences recorded by the Home Office in earlier periods, and similarly referrals made to the CPS in earlier periods.

Offence allocation

The way that offences are selected for reporting differs across the scorecard report. Although the same source list of defined offence codes is common across departments, the way that this is allocated to the underlying measures means that comparisons are difficult to accurately interpret. For example, the CPS will apply a rape flag to a suspects case even if subsequently the rape offence is dropped or the suspect is charged with a different offence (a sexual assault for example), whereas the MoJ allocates the most serious offence in a case as the principal offence at the point of the case being received into the court system. For more information see Annex 2: <https://www.cps.gov.uk/sites/default/files/documents/publications/cps-vawg-report-2019.pdf>

Metric definitions

The below tables detail the scorecard metrics according to the Criminal Justice partner that collects the data and their accompanying definitions. Also indicated in these tables is the point in the scorecard series at which individual metrics will be included. While the majority are included in the Autumn 2021 publication, a small number are still in development and are listed here to indicate the additional data that will be collected for future series of the all crime and recorded adult rape offences scorecard.

Home Office

Metrics in italics are those specific to the scorecard for recorded adult rape offences.



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Plain English metric name	Statistical metric name (linked, where possible to published statistics)	Statistical definition	Included in scorecard from
Median days from offence recorded to a successful outcome for offences where there is a specific individual victim (a successful outcome is a formal - e.g. charge or caution - or informal - e.g. cannabis warning – police outcome)	Median days of offence recorded (victim) to informal/formal outcome	Median days is measured from when victim-based offences were recorded by the police to when a charge/ summons outcome was assigned on the local force record management system.	Autumn 2021
Median days from offence recorded to a successful outcome for offences where there are no specific individual victims (a successful outcome is a formal - e.g. charge or caution - or informal - e.g. cannabis warning – police outcome)	Median days of offence recorded (state) to informal/formal outcome	Median days is measured from when state-based offences were recorded by the police to when an informal/ formal outcome was assigned on the local force record management system.	Autumn 2021
Median days from offence recorded to the police charging an offender where there is a specific individual victim	Median days of offence recorded (victim) to charge	Median days is measured from when victim-based offences were recorded by the police to when a charge/ summonsed outcome was assigned on the local	Autumn 2021



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		force record management system.	
Median days from offence recorded to the police charging an offender where there are no specific individual victims	Median days of offence recorded (state) to charge	Median days is measured from when state-based offences were recorded by the police to when a charge/ summonsed outcome was assigned on the local force record management system.	Autumn 2021
Percentage of investigations closed because the victim does not support further police action	Crime outcomes - victim does not support (%)	The volume of outcomes for 'Evidential difficulties: Victim does not support action (both suspect identified and not identified). Divided by all outcomes assigned.	Autumn 2021
Number and percentage of police recorded offences where the offender is issued with a successful outcome for offences where there are specific individual victims (a successful outcome is a formal - e.g. charge or caution - or informal - e.g. cannabis warning – police outcome)	Volume/Proportion: Informal/formal outcomes (victim)	Volume of victim-based offences were recorded by the police where an informal/ formal outcome was assigned on the local force record management system. Proportions have been calculated by dividing the informal/ formal outcome counts by the total outcome counts for offences where there are specific individual victims.	Autumn 2021



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<p>Number and percentage of police recorded offences where the offender is issued with a successful outcome for offences where there are no specific individual victims</p> <p>(a successful outcome is a formal - e.g. charge or caution - or informal - e.g. cannabis warning – police outcome)</p>	<p>Volume/Proportion: Informal/formal outcomes (state)</p>	<p>Volume of state-based offences were recorded by the police where an informal/ formal outcome was assigned on the local force record management system.</p> <p>Proportions have been calculated by dividing the informal/ formal outcome by the total outcome counts for offences where there are no specific individual victims.</p>	<p>Autumn 2021</p>
<p>Number and percentage of police recorded offences where the investigation is closed because no suspect has been identified for offences where there are specific individual victims</p>	<p>Volume/Proportion: No suspect identified (victim)</p>	<p>Volume of Investigation complete - no suspect identified outcomes for victim-based offences.</p> <p>Proportions have been calculated by dividing the no suspect identified outcome counts by the total outcome counts for offences where there are specific individual victims.</p>	<p>Autumn 2021</p>
<p>Number and percentage of police recorded offences where the investigation is closed because no suspect has been identified for offences where</p>	<p>Volume/Proportion: No suspect identified (state)</p>	<p>Volume of Investigation complete - no suspect identified outcomes, for state-based offences.</p> <p>Proportions have been calculated by dividing the no</p>	<p>Autumn 2021</p>



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there are no specific victims		suspect identified outcome counts by the total outcome counts for offences where there are no specific individual victims.	
Number of recorded offences where there are specific individual victims	<u>No. of recorded offences (victim)</u>	Volume of victim-based offences.	Autumn 2021
Number of recorded offences where there are no specified victims	<u>No. of recorded offences (state)</u>	Volume of state-based offences.	Autumn 2021
TBC	<i>Percentage of victims without a phone for more than 24 hours</i>	TBC	TBC
Percentage of cases which result in a charge (out of all adult rape cases with any outcome assigned)	<u>Proportion of crime investigations which result in a charge outcome out of all those closed investigative outcome</u>	<i>The number of crimes which result in a charge as a proportion of all crimes with an investigative outcome closed in the same year. This could include cases recorded in a previous time period.</i>	Autumn 2021
Percentage of cases which result in a charge (out of all adult rape cases recorded)	<i>Percentage of cases which result in a charge (out of all adult rape cases recorded)</i>	This metric s an alternative charge ratio metric. This is different to the metric above because it shows the ratio of adult rapes that have been both recorded and a decision to charge made as a	Autumn 2021



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		proportion of all rapes recorded in the same period. The latter will include open and completed investigations – investigations where a decision has been made <i>and</i> investigations where a decision has not yet been made.	
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Crown Prosecution Service

Metrics in italics are those specific to the scorecard for recorded adult rape offences.

Plain English metric name	Statistical metric name	Statistical definition	Included in scorecard from
Mean days from first police referral to CPS making the decision to authorise a charge	<u>Mean days from police referral to CPS decision to charge</u>	The number of calendar days from the first referral by police to the CPS making a decision to charge. The police may have referred for an early advice or charging decision. This metric is the total time taken and may include multiple CPS consultations and time taken by the police to complete further investigative work.	Autumn 2021
Percentage of CPS consultations completed within 28 days (a consultation occurs when a CPS prosecutor has considered new information received from the police)	Proportion of CPS consultations completed within 28 days	The proportion of consultations completed within 28 calendar days. Charging pilot custody case are excluded due to a different timescale of 3 hours.	Autumn 2021



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and completes a legal review)			
Percentage of prosecutions that are stopped post charge because a victim did not provide evidence or has withdrawn	Proportion of prosecutions that are stopped post charge because a victim did not provide evidence or has withdrawn	The proportion of non-convictions where the victim no longer supports the prosecution, does not, or refuses to attend. When a prosecution is ongoing a victim is referred to by the legal term complainant. The data presented is sourced from CPS data that uses the term complainant.	Autumn 2021
Percentage of CPS charged prosecutions that are stopped due to an incorrect charging decision (based on an assessment by a lawyer, at any time during prosecution proceedings, that the charge authorised by the CPS was incorrect)	Proportion of CPS charged prosecutions stopped due to an incorrect charging decision	The proportion of all prosecutions where a charge was authorised by the CPS that were not convicted due to an incorrect charging decision.	Autumn 2021
Percentage of cases where appropriate legal decisions are made	Percentage of cases where appropriate legal decisions are made	TBC	Summer 2022
Percentage of cases that meet the national file quality standard (this relates to a universal standard for file quality which is determined by the Directors Guidance on Charging, used	Proportion of cases that meet the national file quality standard	TBC	Spring 2022



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by police officers and prosecutors)			
Number of suspects where the CPS has made a legal decision to either: authorise a charge, advise the police the prosecution code has not been met, or to make an out of court disposal	Volume of pre-charge legal decisions	The volume of suspects referred by the police for a charging decision and the CPS have given a legal decision. A legal decision is charge, no further action or out of court disposal	Autumn 2021
Number of suspects authorised to be charged by CPS	Volume of suspects authorised to be charged by the CPS	The volume of suspects referred by the police for a charging decision and the CPS has authorised a charge. A charge means that a first hearing has been registered on CPS case management system.	Autumn 2021
Number of suspects referred by the police to the CPS awaiting further investigation before a charging or legal decision can be made	Volume of suspects finalised as pending response – further investigation	Decisions recorded as pending response – further investigation (formally known as Administrative finalisations) are finalised in the CPS Case Management System for administrative reasons following a request for further information being sent to the investigating authority. These are not legal decisions and may not be the end of the case.	Autumn 2021
Number of prosecutions where the decision was made by the CPS to stop the prosecution	Volume of prosecutions dropped	The number of prosecutions that were stopped by the CPS.	Autumn 2021
Number of suspects referred by the police to the CPS	Volume of referrals from the police for a	The volume of suspects referred by the police, a suspect is only counted once	Autumn 2021



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	charging decision	for either an early advice or charging decisions.	
Number of suspects where CPS have closed the suspect's file on the CPS case management system after a legal decision is made or where further investigation is required prior to a charging decision	Volume of finalised pre-charge decisions	<i>The volume of suspects referred by the police for a charging decision which has been finalised on the CPS Case Management System. This includes legal decisions and cases finalised as awaiting response – further investigation.</i>	Autumn 2021

Ministry of Justice

Plain English metric name	Statistical metric name	Statistical definition	Included in scorecard from
Number of outstanding cases which have been at the Crown Court for more than 12 months	Proportion of outstanding cases "for trial older than 12 months	Outstanding duration refers to the time between the receipt of a case in a specific Crown Court and the end of the reporting period, for example counts in Q3 2020 relate to cases which are open as at the end of September 2020. 'For trial' cases are assigned at the point of receipt into the Crown Court - we know that most of these cases will result in the entry of a guilty plea and that only a minority will require a trial.	Autumn 2021
Mean days from charge to case	Mean days from charge to	Estimated mean durations in days from a charge being given (prior to entering the criminal courts) and the	Autumn 2021



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completion at the Crown Court (completion means any outcome, including guilty pleas, acquittals and convictions)	completion at Crown Court	completion of the case – this is based on the number of defendants in valid cases that were disposed of in the reporting period. Valid case counts exclude appeals, 'bring backs' and 'committals for breach' (sentence cases only), transfers out, cases which have been issued a bench warrant and cases which have no hearing recorded (e.g. main, plea or preliminary).	
Mean days from charge to case arriving at the Crown Court	Mean days from charge to receipt (Magistrates' Court)	Estimated mean durations in days from a charge being given (prior to entering the criminal courts) and the completion of the case at the magistrates' courts – this is given only for cases which subsequently go up to Crown Court and have completed. This based on the number of defendants in valid cases that were disposed of in the reporting period. Valid case counts exclude appeals, 'bring backs' and 'committals for breach' (sentence cases only), transfers out, cases which have been issued a bench warrant and cases which have no hearing recorded (e.g. main, plea or preliminary).	Autumn 2021
Mean days from case arriving at the Crown Court to case completion at the Crown Court	Mean days from receipt to completion at Crown Court	Estimated mean durations in days from receipt into the Crown Court and the completion of the case – this is based on the number of defendants in valid cases that were disposed of in the	Autumn 2021



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(completion means any outcome, including guilty pleas, acquittals and convictions)		reporting period. Valid case counts exclude appeals, 'bring backs' and 'committals for breach' (sentence cases only), transfers out, cases which have been issued a bench warrant and cases which have no hearing recorded (e.g. main, plea or preliminary).	
Percentage of cases in which prosecution offer no evidence because the victim or witness no longer supports prosecution	Proportion of cases in which prosecution offers no evidence as victim no longer supports prosecution	A trial that does not go ahead on the day of trial as planned and does not require a further relisting (a 'cracked' trial) as the victim no longer supports prosecution. This is calculated as a proportion of all listed trials.	Autumn 2021
Percentage of cases which went to trial and reached a verdict	Proportion of cases that went to trial	Proportion of not guilty pleas for defendants dealt with, e.g. NGP / GP + NGP + Dropped (excludes no plea entered).	Autumn 2021
Percentage of cases which are rearranged on the day of trial	Proportion of trials which are rearranged on the day of trial	The total number of trials listed during the reporting period indicated. Not all cases will go to trial, for the purposes of trial effectiveness we consider a 'trial' at the point of initial listing. A trial which goes ahead on the planned date and occurs is then considered as 'effective', a trial that is listed but does not go ahead is considered either cracked, ineffective or vacated as detailed in the supporting guidance document which is available here: https://www.gov.uk/governm	Autumn 2021



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		ent/collections/criminal-court-statistics	
Percentage of cases that don't proceed to trial on the day because the prosecution does not proceed	Proportion of cases that don't proceed to trial on the day and don't require rearranging because the prosecution does not proceed	A trial that does not go ahead on the day and does not require relisting (a 'cracked' trial) due to the prosecution ending the case, as a proportion of all listed trials.	Autumn 2021
Guilty plea rate for serious cases at the Magistrates Court' (where no further action is required by the magistrates' courts)	Guilty plea rate for serious cases at Magistrates' court	Includes plea entry for defendants dealt with in 'for trial' cases which have completed in the magistrates' courts during the specified time period, where no further action is required by the magistrates' courts.	Autumn 2021
Guilty plea rate at Crown Court (as a proportion of all defendants who enter a plea, e.g. guilty, not guilty and dropped)	Guilty plea rate at Crown Court	A guilty plea is recorded when a defendant: (i) pleads guilty to all counts; (ii) pleads guilty to some counts and not guilty to others and no jury is sworn in respect of the not guilty counts; or (iii) pleads not guilty to some or all counts but offers a guilty plea to alternatives which are accepted (providing no jury is sworn in respect of the other counts). The stage at which a defendant pleaded guilty is calculated from the hearing type entered by the court, e.g. prior to trial includes guilty pleas entered at the plea hearing, at the plea and case management hearing or at a newton hearing (no further trial time required).	Autumn 2021
Percentage of defendants who plead guilty before a trial starts	Proportion of defendants who plead guilty prior to trial		Autumn 2021
Percentage of defendants who plead guilty on the day of the trial starting	Proportion of defendants who plead guilty at trial		Autumn 2021



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		The guilty plea rate is calculated as the volume of defendants who plead guilty as a proportion of all defendants who enter a plea, e.g. guilty, not guilty and dropped.	
Number of completions (completion means receiving any outcome, including guilty pleas, acquittals and convictions)	Disposals (All cases)	Disposals include cases where a disposal is recorded against each defendant and all their offences; and cases that are transferred out.	Autumn 2021
Number of outstanding cases at the Crown Court (excluding cases where the case can't progress because the defendant is absent)	Outstanding caseload volumes	Outstanding cases excludes cases that have a live bench warrant issued on the case, at the end of the period. As such the number of cases outstanding at the end of each period will not be equal to the sum of cases outstanding at the start of the period and those received during the period, minus cases disposed.	
Number of receipts (cases arriving at the Crown Court)	Volume of receipts	<i>Volume of receipts for recorded adult rape offences</i>	Autumn 2021
Number of witnesses who have given evidence via section 28 in a case with at least one adult rape offence	<i>Number of witnesses who have given evidence via section 28 in a case with at least one adult rape offence</i>	This is the number of witnesses who have provided evidence via section 28 in a case where the defendant(s) have been charged with at least one adult rape offence. In some instances, the witnesses may have provided evidence in the same case against the same defendant(s). The use of	Autumn 2021



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		Section 28 is a decision for the judiciary based on the circumstances of that case. The intention of the metric is to monitor uptake of Section 28, not assess individual decisions.	
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Publications Guidance

Home Office: [Crime outcomes in England and Wales: Technical Annex - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/crime-outcomes-in-england-and-wales-technical-annex)

CPS: <https://www.cps.gov.uk/publication/cps-quarterly-data-summaries>

Ministry of Justice: <https://www.gov.uk/government/publications/a-guide-to-criminal-court-statistics>