THE CHIEF CONSTABLE OF NORTH YORKSHIRE

Data Quality

FINAL

Internal audit report 13.17/18

1 March 2018

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1 EXECUTIVE SUMMARY

1.1 Background

As part of the 2017/18 approved internal audit plan we have undertaken an audit of Data Quality on behalf of the Chief Constable of North Yorkshire to review how the Force is ensuring that crimes are being recorded consistently and accurately in accordance with Home Office Counting Rules (HOCR) and National Crime Recording Standards (NCRS).

Call handlers in the Force Control Room record all incidents on the STORM Command and Control System as a result of a call for service. Upon closure, all incidents are automatically transferred into Niche RMS. The Crime Recording and Occurrence Management Unit (CROMU) record and validate all crimes in Niche; crimes that have been transferred from the command and control system and crimes that require creating directly into Niche. The Crime Management Unit, which is made up of five members of staff, then review all recorded crimes in Niche to assess compliance with the HOCR and NCRS, as well as validating all crime outcomes.

Her Majesty's Inspectorate of Constabulary (HMIC) carried out a Crime Data Integrity (CDI) inspection in November 2017, the results were published on 15 February 2018 with an overall judgement of inadequate. This judgement was due to failures to make correct crime-recording decisions at the first opportunity, which was caused by officers and staff not understanding their responsibility for crime-recording and limited supervision of crime-recording decisions made by officers and staff.

To ensure NCRS and HOCR standards are complied with, there is a Force Crime and Incident Registrar (FCIR) in place who acts as a final arbiter for the audit process, the interpretation of the counting rules and assigning outcomes. The FCIR develops an annual audit plan each year to ensure crime recording is consistent and accurate across the Force, we have reviewed this as part of our audit. The Force also has a Designated Decision Maker (DDM) in place who is independent from the investigation function. The DDM reviews offences taken into consideration, alternative disposals and crimes where the offender has died or is too ill for proceedings to take place.

The FCIR has access to the Deputy Chief Constable via the Operational Performance (Ops) Board and Information Assurance Board (IAB), and can also contact the Deputy Chief Constable informally outside of these meetings. A new Group, the Crime Data Integrity (CDI) Improvement Group, is in the process of being approved, these meetings will commence from March 2018. The Deputy Chief Constable will chair these meetings and FCIR will be in attendance. The purpose of this Group will be to implement an action plan for the recommendations provided by HMIC following the CDI inspection, and to address and manage overall data improvement requirements and to discuss audit activity and key findings.

Our review has focussed on the reviews carried out by the FCIR and DDM, we also carried out testing for a sample of crime outcomes to ensure they complied with HOCR and NCRS.

1.2 Conclusion

Testing of a sample of crimes found that they were not always being sent to DDM when required, and DIs acting as DDMs were not explaining their decisions effectively. Our testing of crime outcomes also found instances of non-compliance when the police officer had not included all required evidence for the outcome.

Due to a lack of resources, the Information Management Team have had limited capacity to undertake audit activity this year. As a result those areas identified as most high risk have been prioritised: all sexual offences, safeguarding occurrences and data quality reports which identify potential unrecorded crimes. Updates were provided to Ops Board and Deputy Chief Constable, however the Head of Information Management and FCIR were aware there was a lack of accountability of recommendations raised in these audits, and implementation of actions was not always followed up.

We have suggested ways to address accountability of audit findings and recommendations and to follow these up in section two of this report.

We have agreed **one low**, **three medium** and **one high** priority management actions as a result of our findings. Further details of our findings and actions can be found in section two of this report.

Internal audit opinion:

Taking account of the issues identified, the Chief Constable of North Yorkshire can take **partial assurance** that the controls to manage this risk are suitably designed and consistently applied.



Action is needed to strengthen the control framework to manage the identified risk.

1.3 Key findings

The key findings from this review are as follows:

- As the HMIC audit report was only published on 15 February 2018, the Force has implemented a number of
 interim actions to address the recommendations made. A more comprehensive action plan had been produced
 that included all of these recommendations. This action plan will be presented and approved at the first CDI
 Improvement Group meeting in March 2018.
- An update on findings from the regular Sexual Offences Audits that had been carried out in the year had been provided to Ops Board.
- The FCIR had sufficient access to the Deputy Chief Constable and other members of senior management, and would have direct contact with them at the CDI Improvement Group meetings that were due to start in March 2018.

We have agreed five management actions, including **one high** and **three medium priority**, in relation to the following findings, further details can be found in section two of this report:

- The National Crime Recording Standards procedure that was available to staff on the intranet was not the most up-to-date version.
- Due to a lack of resources, the Information Management Team have had limited capacity to undertake audit activity this year. As a result those areas identified as most high risk have been prioritised: all sexual offences, safeguarding occurrences and data quality reports which identify potential unrecorded crimes. Supervisors were not carrying out regular monitoring to ensure that recording of information follows appropriate standards.
- A Designated Decision Maker (DDM) had been appointed, however our testing found outcomes that required DDM approval were not being sent to the DDM to approve. For a sample of 11 crimes we tested that required approval by a DDM, only two had been approved appropriately.
- We reviewed a sample of crimes from a sample of five outcomes and found that although there was compliance
 in the majority of the testing, there were instances of non-compliance with the Force's guidance and national
 guidance.

 We have also reviewed the Audit Summary Reports provided by the FCIR following their audits and have provided suggestions to address accountability of recommendations and recommendation follow up.

1.4 Additional information to support our conclusion

The following table highlights the number and categories of management actions made. The detailed findings section lists the specific actions agreed with management to implement.

Risk	Control design not effective*				Agreed actions				
				pliance controls*	Low	Medium	High		
Standards of Data Reporting	0	(7)	5	(7)	1	3	1		
Total					1	3	1		

^{*} Shows the number of controls not adequately designed or not complied with. The number in brackets represents the total number of controls reviewed in this area.

2 DETAILED FINDINGS

Categorisati	Categorisation of internal audit findings										
Priority	Definition										
Low	There is scope for enhancing control or improving efficiency and quality.										
Medium	Timely management attention is necessary. This is an internal control risk management issue that could lead to: Financial losses which could affect the effective function of a department, loss of controls or process being audited or possible regulatory scrutiny/reputational damage, negative publicity in local or regional media.										
High	Immediate management attention is necessary. This is a serious internal control or risk management issue that may lead to: Substantial losses, violation of corporate strategies, policies or values, regulatory scrutiny, reputational damage, negative publicity in national or international media or adverse regulatory impact, such as loss of operating licences or material fines.										

This report has been prepared by exception. Therefore, we have included in this section, only those risks of weakness in control or examples of lapses in control identified from our testing and not the outcome of all internal audit testing undertaken.

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Action for management	
Ris	k: Standards of Data Repo	orting					
1	Policies and supporting procedures are in place and provide direction and	Yes	No	We reviewed the policies in place around data quality and confirmed that all apart from one were in date.	Low	The up-to-date version of the National Crime Recording Standards procedure will be	
	clarity on how the Force manage the recording of			The National Crime Recording Standards procedure was last reviewed in July 2015 with the comment on it stating that it should remain in force until it		uploaded onto the intranet.	
	crimes.			is replaced or July 2016, however it had not been reviewed since and was still in place. There was evidence that the Policy had been updated and ser		Responsible Officer:	
	The documents are			to the Policy, Procedure and Inspection Administration Officer in April 2016		Force Crime and Incident	
	reviewed on a periodic basis and is available to				and again in June 2016 when it had not been updated, however this version had not been uploaded onto the intranet.		Registrar
	staff.					Implementation Date:	
	The following policies /			All had been reviewed by an appropriate member of staff.		End of Fohrwary 2019	
	The following policies / procedures are in place to support data reporting:			Three had gone to Joint Corporate Risk Group for approval after the previous review, four had not as JCRG approval was not required.		End of February 2018	

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit finding	gs and impl	ications				Priority	Action for management
	Collection and Recording of Police			We confirme	d all policies	were available	on the intrane	t.			
	Information Procedure;				Risk Exposi	ure	Ro	oot causes			
	Crime Recording and Occurrence				rrect Nationa Standards Pr red.		Out of date printranet.	policy on the			
	Management Procedure;			Probability	Financial	Reputational	Operational	Legal	Rating		
	 Records Management Policy; 			Probable	Nil	Negligible	Minor	Negligible	5:4		
	 Data Quality Procedure; 										
	 Incident Management and Deployment Procedure; 										
	 National Crime Recording Standards Procedure; and 										
	 National Standard for Incident Recording Procedure. 										
2	The Force Crime and Incident Registrar develops an annual audit plan to commence in April each year.	Yes	No	2017 - March Incident Reg high risk: sex	Ve confirmed there was an annual audit plan in place for the year April 017 - March 2018 which had been developed by the Force Crime and notident Registrar, however audits had been limited to areas identified as igh risk: sexual offences, safeguarding occurrences and data quality eports that identify potentially unrecorded crimes.						Other areas of the Home Office Counting Rules will be reviewed as part of the Force Crime and Incident Registrar's annual audit plan.
	The audit plan is developed according to					s was due to a l he HMIC audit					Regular monitoring of crime recording will be undertaken

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findin	gs and impl	ications				Priority	Action for management
	crime categories that present the highest risk to the public and / or the force and areas previously identified as requiring improvement. The audit plan is reviewed throughout the year at Ops Board meetings and Information Assurance Board (IAB) meetings and updated as and when there are changes in priority. If a specific issue is identified through scheduled activity or an ad-hoc audit is requested by the Chief Officer Team, then the audit schedule will be reviewed, amended and re-prioritised to accommodate the requirements.			Review of the completed in further audits there was an The Collectic supervisors of FCIR and the If this exercise annual audit they could for Risk of error	re prioritised. e Public Safe September : s on these oc improvement on and Recore should be cal information for e Records Ma se was being plan, and the	ety and Welfare 2016 found it he currences had not in the identification of Police rrying out regulous approprianager found the undertaken, it is FCIR could take in areas of he coording in	e (PSW) audit ad an overall been carried cation and reconstruction Properties of the cation and reconstruction Properties of the cation and the cation and the cation and the cation are cation and cation and cation are cation and cation are cation and cation are cation and cation and cation and cation are cation and cation are cation and cation and cation are cation and cation are cation and cation are cati	that had bee 'poor' rating out since to cordings of the cording place of the cording place of cordings of the cordinal cord	en , yet no see if crimes. Ites that hat hat his with the ice. The FCIR's sults so		by supervisors, this monitoring will be reviewed by the Information Management Team to inform their audit plan, identify areas of weakness and to take assurance where crimes are being recorded in accordance with National Crime Recording Standards and Home Office Counting Rules. Responsible Officers: Force Crime and Incident Registrar Services Improvement Manager Implementation Date: July 2018
3	When audits have been completed by the Force Crime and Incident Registrar, an Audit Summary Report is sent to the Responsible Managers which summarises the findings	Yes	No	We confirmed that Ops Board had been updated with key figures from the sexual offences compliance audits at the meetings in September and November 2017 and January 2018. A review of audit summary reports for audits of sexual offences, PSW, safeguarding, restricted occurrences found the following:					Medium	The Information Management Team will consider introducing the following improvement to ensure ease of action tracking and accountability for recommendations:	

Ref	Control	control design	sign with	Audit findin	gs and impl	lications				Priority	Action for management		
	of the audit and lists recommendations. The new Crime Data Integrity (CDI) Improvement Group that is due to commence meeting in March 2018 and is chaired by the Deputy Chief Constable will discuss the annual audit plan, and findings from each audit at the CDI Improvement Group meetings.			 There were no implementation dates for the recommendations made. It was unclear who was responsible for the actions in the recommendations. For the sexual offences audit, it was unclear which issues were recurring and which were new issues arising from that particular audit. Where there were recurring areas of poor or fair compliance, it was not clear whether an investigation had taken place to establish why. Discussions with key staff established that recommendations raised in these actions were not being followed up. We interview to the Service Improvement Manager who confirmed that he had completed the recommendation for him to provide feedback (to deployment managers) but had not then followed this up with the managers to ensure feedback was passed on to CMU / CROMU / FCR. 							 Recurring findings and new findings will be separated so it is clearer where there are repeat issues. Responsible owners will be asked to provide an explanation for recurring findings to be added to the audit summary report. A responsible owner and implementation date will be included for all recommendations raised. 		
				Risk that au	nplemented,	endations are and errors in Il being made.	Root causes It is unclear who is responsible for implementing recommendations, and there is no method to follow up implementation.				Discuss findings with deployment managers before the audit summary is provided to agree suitable recommendations to address the findings and realistic implementation dates.		
				Probability Probable	Financial Negligible	Reputational Minor	Operational Minor	Legal Minor	Rating 5:8		To follow up actions: Implement an action		
										tracker for recommendations - include responsible owners and implementation dates: This could be a live document saved in a			

Ref Control	design with	nplied	Priority	Action for management
				shared area where responsible owners update when they have completed actions; or
				Only the Information Management team have access to the tracker, and an update from responsible owners will be requested ahead of CDI Improvement Group meetings.
				When the recommendation is for Deployment Managers to share the information in the audit workbooks, FCIR will be copied into correspondence with Deployment Managers or FCR / CROM / CRM staff to confirm that appropriate action is being taken with relevant people.
				 The FCIR will request an update on the outcome o meetings between Deployment Managers and their staff, to see if

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Action for management
						 any training needs have been identified. Where audits find that compliance is poor, these audits should be repeated to ensure that findings and recommendations have been addressed by
						• Where there is repeated poor compliance (e.g. regular sexual offences audits), responsible owners will provide an explanation for the continued poor compliance and they will evidence what they have done to address this.
						Responsible Officer: Head of Information Management
						Implementation Date: July 2018
4	The Designated Decision Maker (DDM) for the Force is the Service	Yes	No	We reviewed 11 crimes for outcomes that require review / approval by a DDM:	High	The FCIR will remind CMU when crimes need to be referred to the DDM.
	Improvement Manager.			 The DDM had reviewed the crime in two instances, in these two instances he had reviewed the report and confirmed they agreed with the outcome. 		DIs will be reminded they must document what they

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit finding	gs and impl	lications	Priority	Action for management		
	The DDM reviews crimes with outcomes 1a, 2a, 3a, 4 and 5, to ensure they have been recorded correctly and the correct outcome has been applied. There are some exceptions to these outcomes where the DDM does not need to review them (e.g. for alternative disposals, where initial offence charged was an assault, but the crime was closed as a lesser assault).			agreed was reviewed crimes, at the DDM Six of the Two of the had the	with the outcomes the outcomes as the outcomes the outcomes the outcomes the outcomes the crimes we wrong outcomes the crimes the crimes we wrong outcomes the crimes the crimes we wrong outcomes the crimes the cr		they had not de offender coulest in these two and approved could have been eviewed by and thad not been hem.	confirmed that ld be linked to vo instances. If the outcome, en reviewed by anyone.	they had other with an y a DI or the DDM ent to	have reviewed on crime records and the reasons for their decision. Responsible Officer: FCIR Implementation Date: End of April 2018
5	Outcomes are determined following the Home Office Counting Rules for Recorded Crime. There are 21 different outcomes for recorded crimes.	Yes	No	that had bee the crime had focussed our evidential dif Our findings	or a sample of five out of the 21 outcomes, we took a sample of five crimes at had been recorded under each and carried out testing to confirm that the crime had been recorded in accordance with National Guidance. We occussed our testing of outcomes on cautions, community resolutions and widential difficulties. For a sample of five out of the 21 outcomes, we took a sample of five crimes in the confirmation of the confirma				m that . We ns and	Officers will be reminded when to record the following on Niche: 1. How gravity factors have been applied by police; 2. Victims' views need to be taken into consideration

Ref	Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Action for management																							
	There is a Data Quality Assurance Manual in place that provides			In all instances the personal details of the offender and victim had been recorded in compliance with local guidance.		before cautions are administered;																							
	guidance on what information needs to be			In all instances the offender had accepted responsibility for the offence or had admitted to the offence.		3. PNC / local records have been checked to ensure																							
	recorded / evidenced for crimes under each outcome.			In all instances the victim had been informed of the outcome.		suspects are eligible for community resolutions; and																							
	outcome.			 In one instance there was no evidence the offender had signed a caution pro forma - this is a fail for this outcome. 		4. When to apply outcomes 15 and 16.																							
				 In one instance there was no evidence that gravity factors had been applied, this is not a fail for the outcome but there is a risk if the gravity factors have not been considered that a caution may not have been appropriate. 		The Community Resolution form / the caution read to offenders will be reviewed to ensure it fully explains the																							
		considered before the caution was outcome but officers should ensu account and the victim has been being issued.	considered before the caution was administered, this is not a fail for this outcome but officers should ensure that the victim's view is taken into account and the victim has been consulted with ahead of the charge		implications of the community resolution including possible disclosure as part of an enhanced DBS check.																								
																												2. Outcome type 3. An adult offender has been cautioned by the Police	
				2. Outcome type 3. An additioned has been cautioned by the Folioc		confirm on niche they have																							
		recorded in compliance with local guidance. • All compliance requirements had been complied with for both simple														•											in an instances the percental details of the chemical and frein had been		read the appropriate caution statement to the offender if this covers the implications
			 All compliance requirements had been complied with for both simple cautions and conditional cautions. 		fully.																								
						Responsible Officers:																							
				 The offender had physically signed or electronically signed a caution pro-forma. 		FCIR and Inspector for Community Resolution Action																							
				 In four instances there was no evidence that the victim's view had been considered before the caution was administered, this is not a fail for this 		Implementation Date:																							
				outcome but officers should ensure that the victim's view is taken into account and the victim has been consulted with ahead of the charge being issued.		July 2018																							

Ref Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Action for management
			 One of the offences was a conditional caution, however the offender had not met the requirements of the conditional caution so they were charged, however the record on Niche had not been updated to reflect this. 		
			3. Outcome type 8. A Community Resolution has been applied in accordance with College of Policing Guidance		
			• In all instances the personal details of the offender and victim had been recorded in compliance with local guidance.		
			there was evidence to show the suspect accepted responsibility for the offence in all instances.		
			The victim consented to community resolution and was updated of the outcome in all instances.		
			The outcome was suitable in four instances because the offence was a 'less serious' offence and in one instance it was suitable because of the offender's age, history, and victim request.		
			 The community resolution form does not explain implications, including possible disclosure as part of an enhanced DBS check. There was no evidence on the Niche records that this information had been communicated to the offenders. 		
			 There were three instances where there was no evidence that PNC and local records had been checked to ensure the suspect was eligible for this outcome. In two of these cases the offender was eligible, however in one instance the offender had previous community resolutions, so this outcome may not have been suitable in this instance. 		
			In three instances there was no evidence that gravity matrix factors had been taken account of.		

Ref Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications	Priority	Action for management
			4. Outcome type 15. Evidential Difficulties named suspect identified - the crime is confirmed and the victim supports police action but evidential difficulties prevent further action.		
			We tested six crimes for this outcome, three CPS decisions and three non-CPS decisions.		
			In all instances the personal details of the offender and victim had been recorded in compliance with local guidance		
			 For the three outcomes that were CPS decisions we confirmed there was an MG3 form attached to the record. 		
			 In one instance there was no evidence that the victim supported police action, there was no explanation of the evidential difficulty and the victim had not been informed of how the crime was being dealt with. These factors suggest the crime was given the incorrect outcome. 		
			 In all other instances, there was evidence that the victim did support police action, there was an explanation of the evidential difficulty of the case and the victim or their representative had been informed of the outcome. 		
			5. Outcome type 16. Evidential Difficulties victim based - named suspect identified - the victim does not support (or has withdrawn support) police action		
			In all instances the personal details of the victim had been recorded in compliance with local guidance.		
			 In one instance the personal details of the suspect had not been recorded in compliance with local guidance, as the suspect had not been correctly identified, the wrong outcome had been applied to this crime. 		
			In one instance there was no evidence that the victim supported the investigation, the wrong outcome had been applied to this crime.		

Ref Control	Adequate control design (yes/no)	Controls complied with (yes/no)	Audit findings and implications				Priority	Action fo	r managem	nent		
			one insta were una respond not be d	ance there wable to conta ed to letters, ealt with.	sentatives had ras a lack of en act them and the it was assume	gagement fror ey had not pro d they would k	m the victim, the vided a staten know the crime					
			Risk Exposure Root causes									
			Risk that crime outcomes are being recorded incorrectly, with insufficient evidence to support the outcome. NCRS and HOCR are not being complied with.									
			Probability	Financial	Reputational	Operational	Compliance	Rating				
			Probably	Negligible	Minor	Minor	Minor	5:8				

APPENDIX A: SCOPE

The scope below is a copy of the original document issued.

Scope of the review

The scope was planned to provide assurance on the controls and mitigations in place relating to the following risk:

Objective of the risk under review	Risks relevant to the scope of the review	Risk source
To ensure crimes have been recorded consistently and in accordance with the National Crime Recording Standards (NCRS) and Home Office Counting Rules (HOCR).	Standards of Data Reporting	Corporate Risk Register

When planning the audit the following areas for consideration and limitations were agreed:

- Policies and supporting procedures were in place and provided direction and clarity on how the Force manage the recording of crimes. The policies are reviewed on a periodic basis and is available to staff.
- The Force Crime Registrar has appropriate access to the Force's senior management team and there is auditable evidence of communication with the Force's senior management team.
- A risk-based annual audit plan has been developed including the engagement with stakeholders and key themes / historical performance has been reviewed to ensure resource is used effectively.
- · Review of the audits undertaken and how actions identified were implemented and followed up.
- Designated Decision Makers (DDMs) had been appointed and decisions made were reviewed to ensure standards are maintained.
- Review of how transfer, cancellation and reclassification of crimes was managed.
- We selected a sample of crimes from a sample of outcomes to confirm the crime had been recorded in accordance with the Force's own detailed findings and national guidance.

Limitations to the scope of the audit assignment:

- We have not confirmed all crimes have been recorded in accordance with the Home Office Counting Rules or other national guidelines.
- We did not undertake a complete review of the quality of data recorded in Niche as testing was undertaken on a sample basis only.

- We have not duplicated or replicated the HMIC's approach or testing.
- Testing was completed on a sample basis.
- Our work does not provide absolute assurance that material errors, loss or fraud do not exist.

APPENDIX B: FURTHER INFORMATION

Persons interviewed during the audit:

- Head of Information Management
- Force Crime and Incident Registrar
- Records Manager
- Service Improvement Manager

Documentation reviewed during the audit:

- Collection and Recording of Police Information Procedure
- Crime Recording and Occurrence Management Unit Procedure
- Data Quality Procedure
- Incident Management and Deployment Procedure
- Incident Management and Deployment Procedure
- National Crime Recording Standards Procedure
- National Standard for Incident Recording Procedure
- Records Management Policy
- CDI Improvement Group TOR and agenda
- Operations Board meeting minutes
- Information Assurance Board meeting minutes
- NSIR / NCRS Annual Audit Plans
- Audit Summary Reports
- HMIC Crime Data Integrity Inspection report

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