



Home Office

Hate Crime, England and Wales, 2016/17

Aoife O'Neill

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Important information

In accordance with the Statistics and Registration Service Act 2007, statistics based on police recorded crime data have been assessed against the Code of Practice for Official Statistics and found not to meet the required standard for designation as National Statistics. The full assessment report can be found on the [UK Statistics Authority website](#). Alongside the Crime in England and Wales, Year Ending March 2015 release, the Office for National Statistics (ONS) published a [progress update](#) on actions taken in addressing the requirements set out by the Authority. Further information is provided in the Hate Crimes Data Quality section (Annex C).

For further information about police recorded crime statistics, please email:
crimeandpolicestats@homeoffice.gsi.gov.uk or write to:

Crime and Policing Statistics, 1st Floor Peel Building, 2 Marsham Street, London, SW1P 4DF

Home Office Responsible Statistician

Kevin Smith, Programme director, Crime and Policing Statistics

Contact via crimeandpolicestats@homeoffice.gsi.gov.uk

This statistical bulletin is produced to the highest professional standards and is free from political interference. It has been produced by statisticians working in the Home Office Crime and Policing Analysis Unit. It has been produced in accordance with the Home Office's [statement of compliance](#) with the Code of Practice for Official Statistics, which covers Home Office policy on revisions and other matters. The Chief Statistician, as Head of Profession, reports to the National Statistician with respect to all professional statistical matters and oversees all Home Office Official Statistics products with respect to the Code, being responsible for their timing, content and methodology.

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Conventions used in figures and tables

Table abbreviations

- ‘0’ indicates no response in that particular category or less than 0.5% (this does not apply when percentages are presented to one decimal point).
- ‘-’ indicates that for police recorded crime percentage changes are not reported because the base number of offences is less than 50.
- ‘..’ indicates that for police recorded crime that data are not available.

Percentages

Row or column percentages may not add to 100% due to rounding.

A percentage may be quoted in the text for a single category that is identifiable in the tables only by summing two or more component percentages. In order to avoid rounding errors, the percentage has been recalculated for the single category and therefore may differ by one percentage point from the sum of the percentages derived from the tables.

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Key points

Police recorded crime

- In 2016/17, there were 80,393 offences recorded by the police in which one or more hate crime strands were deemed to be a motivating factor. This was an increase of 29 per cent compared with the 62,518 hate crimes recorded in 2015/16, the largest percentage increase seen since the series began in 2011/12.
- The increase over the last year is thought to reflect both a genuine rise in hate crime around the time of the EU referendum and also due to ongoing improvements in crime recording by the police. The Office for National Statistics have stated that increases in recent years in police recorded violence against the person and public order offences have been driven by improvements in police recording. Around nine in ten hate crime offences recorded by the police are in these two offence groups.
- There was a further increase in police recorded hate crime following the Westminster Bridge terrorist attack on 22 March 2017.
- The number of hate crime offences in 2016/17 for the five centrally monitored strands were as follows:
 - 62,685 (78%) were race hate crimes;
 - 9,157 (11%) were sexual orientation hate crimes;
 - 5,949 (7%) were religious hate crimes;
 - 5,558 (7%) were disability hate crimes; and
 - 1,248 (2%) were transgender hate crimes.

It is possible for a hate crime offence to have more than one motivating factor which is why the above numbers sum to more than 80,393 and 100 per cent.

- There were increases in offences recorded for all five of the monitored hate crime strands between 2015/16 and 2016/17, reflecting the general improvements in crime recording.

1 Introduction

1.1 OVERVIEW

This publication provides information on the number of hate crimes recorded by the police in England and Wales in 2016/17. Additionally, an annex on experimental statistics is included which covers the following topics:

- Hate crime following major events
- Online hate crime

Hate crimes recorded by the police

Hate crime is defined as 'any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice towards someone based on a personal characteristic.' This common definition was agreed in 2007 by the police, Crown Prosecution Service, Prison Service (now the National Offender Management Service) and other agencies that make up the criminal justice system. There are five centrally monitored strands of hate crime:

- race or ethnicity;
- religion or beliefs;
- sexual orientation;
- disability; and
- transgender identity.

In the process of recording a crime, police can flag an offence as being motivated by one or more of the five monitored strands¹ listed above (for example, an offence can be motivated by hostility towards the victim's race and religion). Figures in this bulletin show both how many hate crime offences the police recorded, and how many motivating factors these offences covered (for more information see Annex B). Figures in this bulletin are therefore dependent on a flag being applied to an offence that is identified as a hate crime.

The College of Policing provided operational guidance in 2014 to police forces around hate crime, including information on what can be covered by race hate crime.² The guidance stated:

"Race hate crime can include any group defined by race, colour, nationality or ethnic or national origin, including countries within the UK, and Gypsy or Irish Travellers. It automatically includes a person who is targeted because they are an asylum seeker or refugee as this is intrinsically linked to their ethnicity and origins. Policy and legislation takes a 'human rights' approach and covers majority as well as minority groups."

This means that offences with a xenophobic element (such as graffiti targeting certain nationalities) can be recorded as race hate crimes by the police. Further information on how the police record hate crime can be found in the Hate Crime Operational Guidance³.

An offence may be motivated by hatred towards a characteristic (strand) that is not centrally monitored and therefore would not be part of the data in this statistical bulletin (age or gender for example). Operationally, such an offence could still be investigated as a hate crime by the police. This may include terrorist offences. As the College of Policing operational guidance states, there is "a clear overlap between hate crime and terrorist activity. Not all hate crime is linked to extremism and

¹ Forces may collect wider hate crime data; these are not centrally monitored by the Home Office.

² See http://www.report-it.org.uk/files/hate_crime_operational_guidance.pdf

³ http://www.report-it.org.uk/files/hate_crime_operational_guidance.pdf

terrorism, but it is unlikely that a terrorist act will not be motivated by hate". Terrorist activity (such as the Manchester Arena attack), may be targeted against general British or Western values rather than one of the five specific strands, so while the attack may be identified as a hate crime, it would not be covered by this statistical collection. Conversely, the Finsbury Park Mosque attack did appear to be against a specific religion so would be included as a hate crime for the purposes of this collection.

Hate crimes and racially or religiously aggravated offences

There are some offences in the main police recorded crime collection which have a specific racially or religiously motivated element. These are defined by statute and constitute a set of offences which are distinct from their non-racially or religiously aggravated equivalents (the full list of these is shown in Table 1). These racially or religiously aggravated offences are by definition hate crimes. However, the hate crime collection, on which the majority of the bulletin is based, has a wider coverage of race or religious hate crime. This is because the police can identify other general offences as hate crimes. Therefore, the number of race or religious hate crimes in this bulletin will be greater than the total number of police recorded racially or religiously aggravated offences.

Table 1: The five racially or religiously aggravated offences and their non-aggravated equivalents

Racially or religiously aggravated offences		Non-aggravated equivalent offences	
Offence code	Offence	Offence code	Offence
8P	Racially or religiously aggravated assault with injury	8N	Assault with injury
105B	Racially or religiously aggravated assault without injury	105A	Assault without Injury
8M	Racially or religiously aggravated harassment	8L	Harassment
9B	Racially or religiously aggravated public fear, alarm or distress	9A	Public fear, alarm or distress
58J	Racially or religiously aggravated other criminal damage	58A	Criminal damage to a dwelling
		58B	Criminal damage to a building other than a dwelling
		58C	Criminal damage to a vehicle
		58D	Other criminal damage

Source: Home Office Counting Rules.

2 Police recorded hate crime

2.1 PREVALENCE AND TRENDS

Hate crimes are a subset of notifiable offences that are recorded by the police and make up less than two per cent of such crimes, based on police recorded crime figures for 2016/17.

There were 80,393 hate crimes recorded by the police in England and Wales in 2016/17, an increase of 29 per cent compared with 2015/16 (62,518 offences; see Table 2). This is the largest annual percentage increase seen since the Home Office series began in 2011/12.

Table 2 shows the number of hate crimes broken down by monitored strand. There were increases in all five of the centrally monitored strands between 2015/16 and 2016/17, continuing the upward trend in all strands of hate crime since 2012/13. These increases since 2012/13 are likely to have been driven by improvements in crime recording by the police and the police improving their identification of which offences are hate crime related. Although improvements in police recording has continued to be a factor over the last year, part of the increase since 2015/16 is due to a genuine increase in hate crime, particularly around the time of the EU Referendum in June 2016. There was also an increase in hate crime following the Westminster bridge terrorist attack on 22 March 2017.

Table 2: Hate crimes recorded by the police by monitored strand, 2011/12 to 2016/17

Hate crime strand	England and Wales, recorded crime						% change 2015/16 to 2016/17
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	
Race	35,944	35,845	37,575	42,862	49,419	62,685	27
Religion	1,618	1,572	2,264	3,293	4,400	5,949	35
Sexual orientation	4,345	4,241	4,588	5,591	7,194	9,157	27
Disability	1,748	1,911	2,020	2,515	3,629	5,558	53
Transgender	313	364	559	607	858	1,248	45
Total number of motivating factors	43,968	43,933	47,006	54,868	65,500	84,597	29
Total number of offences	N/A	42,255	44,577	52,465	62,518	80,393	29

Source: *Police recorded crime*, Home Office.

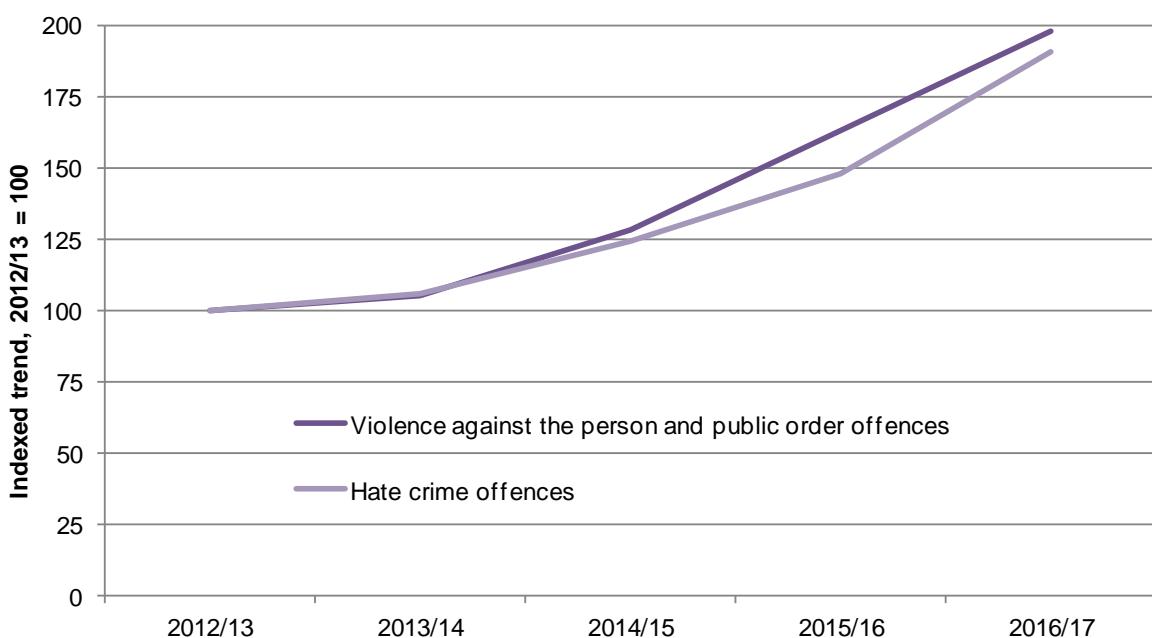
See *Bulletin Table 2* for detailed footnotes.

It is possible for a crime to have more than one motivating factor (for example an offence may be motivated by hostility towards the victim's race and religion). Thus, as well as recording the overall number of hate crimes, the police also collect data on the number of motivating factors by strand as shown in Table 2. For this reason, the sum of the five motivating factors in the above exceeds the 80,393 offences (and the percentages exceed 100%). Around five per cent of hate crime offences in 2016/17 are estimated to have involved more than one motivating factor, the majority of these were hate crimes related to both race and religion.⁴

⁴ Estimation based upon data from 25 forces who supplied data to the Home Office Data Hub.

Section 2.2 shows that 89 per cent of hate crimes in 2016/17 were for either public order or violence against the person offences, continuing the pattern seen in previous years. Figure 2.1 shows the indexed trend in overall violent and public order offences since 2012/13 compared with all hate crime offences over the same period. As can be seen, there is a strong correlation between the increase in overall public order and violence against the person offences and hate crime. The Office for National Statistics have stated that increases in recent years in police recorded violence against the person and public order offences are thought to have largely been driven by improvements in police recording following the renewed focus on the quality of recorded crime. In contrast, the Crime Survey for England and Wales (CSEW)⁵ shows that the estimated number of violent incidents experienced by adults aged 16 and over between the 2012/13 and 2016/17 surveys fell by 26 per cent.

Figure 2.1: Indexed trends in the number of violence against the person and public order and hate crime offences, 2012/13 to 2016/17 (2012/13 = 100)



The EU Referendum

The EU referendum campaign began on Friday 15 April 2016, with the result announced on Friday 24 June, the day after the referendum. Around this time there was a clear spike in hate crime (see Figure 2.2). As stated in the introduction, offences with a xenophobic element (such as graffiti targeting certain nationalities) can be recorded as race hate crimes by the police. Anecdotal evidence suggests that there was an increase in these types of offences around the time of the EU Referendum.

The increase in hate crime can be seen by using racially or religiously aggravated offence data. As mentioned in the Introduction, the police can record offences as being racially or religiously aggravated. While not covering all hate crime offences, these offences make up over 70 per cent of race and religion hate crime. Therefore, racially or religiously aggravated offences provide a good proxy for race and religious hate crimes. These data have been used as they are available by month for all police forces in England and Wales.

⁵ The CSEW also asks questions about whether an incident was deemed by the victim to be motivated by one of the five centrally monitored strands. Due to the low volume of hate crime incidents in the sample survey, the figures are not sufficiently robust to report for a single year of the CSEW. Information from the CSEW was last published in 2014/15 and will be published in the next hate crime bulletin in 2018.

There was an increase in these offences from April 2016, which reached a peak in July 2016. The number of aggravated offences recorded then declined in August 2016, but remained at a higher level than prior to the EU Referendum (Figure 2.2). These increases fit the widely reported pattern of an increase in hate crime following the EU referendum, with the level of these offences being 44 per cent higher in July 2016 compared with the previous July.

Race and religious hate crimes

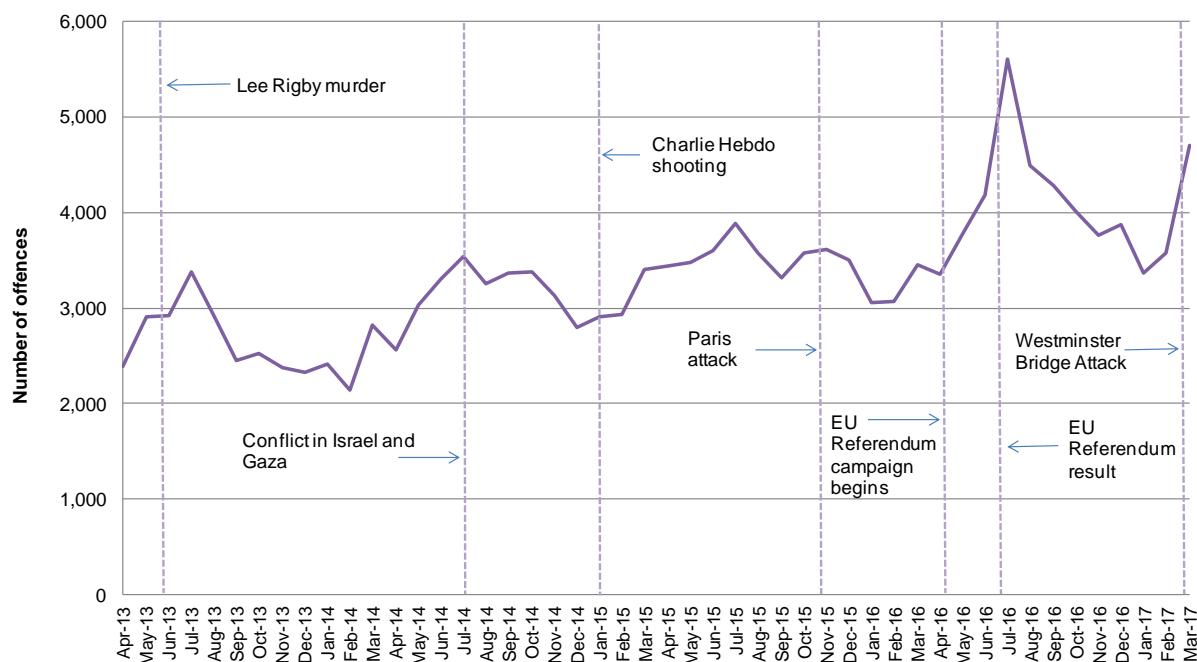
The number of race hate crimes increased by 27 per cent (up 13,266 to 62,685 offences; Table 2) between 2015/16 and 2016/17. Over the same period, religious hate crime increased by 35 per cent (up 1,549 to 5,949 offences; Table 2).

Race hate crime was the most commonly recorded strand of hate crime in all 44 police forces. For 41 forces, religious hate crime was either the third or fourth most commonly recorded strand, after either sexual orientation or disability (Appendix Table 2.01). Hate crime data by police force area for 2011/12 to 2016/17 can be found in the [Home Office Open Data tables](#).

Racial or religiously aggravated offences

The data the Home Office receives from the police in the main police recorded crime return for racially or religiously aggravated offences are available on a monthly basis⁶, allowing the in-year trend in these offences to be seen around the time of particular incidents (Figure 2.2).

Figure 2.2: Number of racially or religiously aggravated offences recorded by the police by month, April 2013 to March 2017



Source: Police recorded crime, Home Office

⁶ Although data from the main police recorded crime collection are sent to the Home Office broken down by month, the data are only quality assured with police forces on a quarterly basis.

Figure 2.2 shows:

- a general increase in the number of racially or religiously aggravated offences over the four year period, reflecting improvements in crime recording by the police;
- a peak in July 2013 in racially or religiously aggravated offences following the Lee Rigby murder;
- an apparent rise in hate crime following the Charlie Hebdo shooting in January 2015 (however, this increase is believed to be due to police recording improvements at the time; see Hate Crime, England and Wales 2015/16 for further information);
- a rise in racially or religiously aggravated offences during the EU Referendum campaign, from April 2016, to a peak in offences after the result, in July 2016; and
- an increase in racially or religiously aggravated offences in March 2017 – the Westminster Bridge attack occurred on the 22 March 2017. Although there were only nine days remaining in March when the attack took place, an increase is still apparent.

Sexual orientation, disability and transgender identity

In 2016/17, the police recorded 9,157 sexual orientation hate crimes, 5,558 disability hate crimes and 1,248 transgender identity hate crimes.

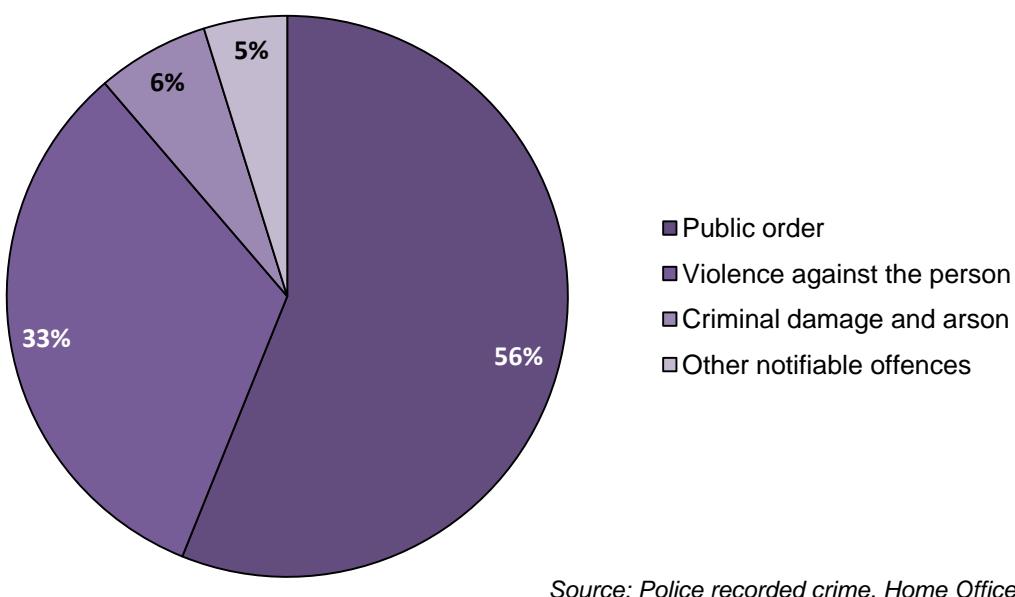
The percentage increases in these three strands observed in 2016/17 (53% for disability, 27% for sexual orientation and 45% for transgender), were similar to those observed in 2015/16 when compared with the previous year (44% for disability, 29% for sexual orientation and 41% for transgender). The sharp rise in all three strands suggests that the increases are due to the police improving their identification and recording of hate crime offences and more people coming forward to report these crimes rather than a genuine increase.

Sexual orientation hate crime was the second most commonly recorded hate crime in the vast majority of forces (37 of 44). Transgender identity hate crime was the least commonly recorded hate crime in 39 of 44 forces (Appendix Table 2.01).

2.2 HATE CRIMES BY TYPE OF OFFENCE

Appendix Table 2.02 shows a detailed breakdown of the types of offences recorded as hate crimes and Figure 2.3 provides an overview:

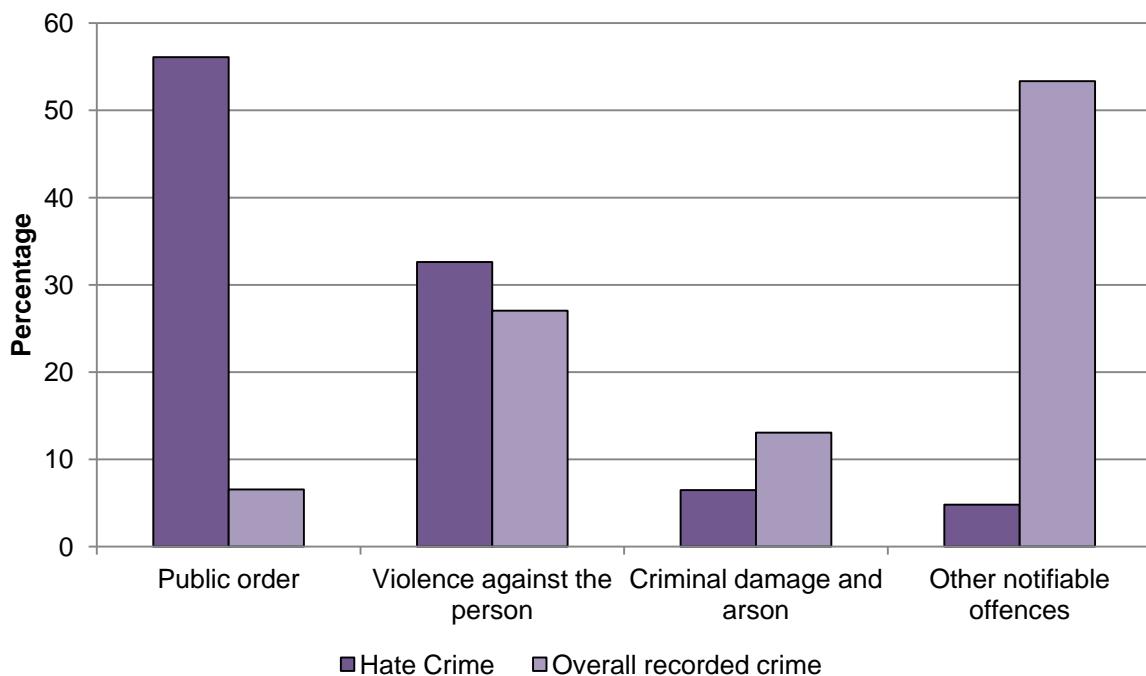
Figure 2.3: Distribution of offences flagged as hate crimes, 2016/17



Source: Police recorded crime, Home Office

By way of comparison, Figure 2.4 shows that in 2016/17, the proportion of overall crime accounted for by these categories was very different, particularly for public order offences, which accounted for seven per cent of all notifiable offences compared with 56 per cent of hate crime.

Figure 2.4: Breakdown of hate crimes and overall recorded crime by selected offence types, 2016/17

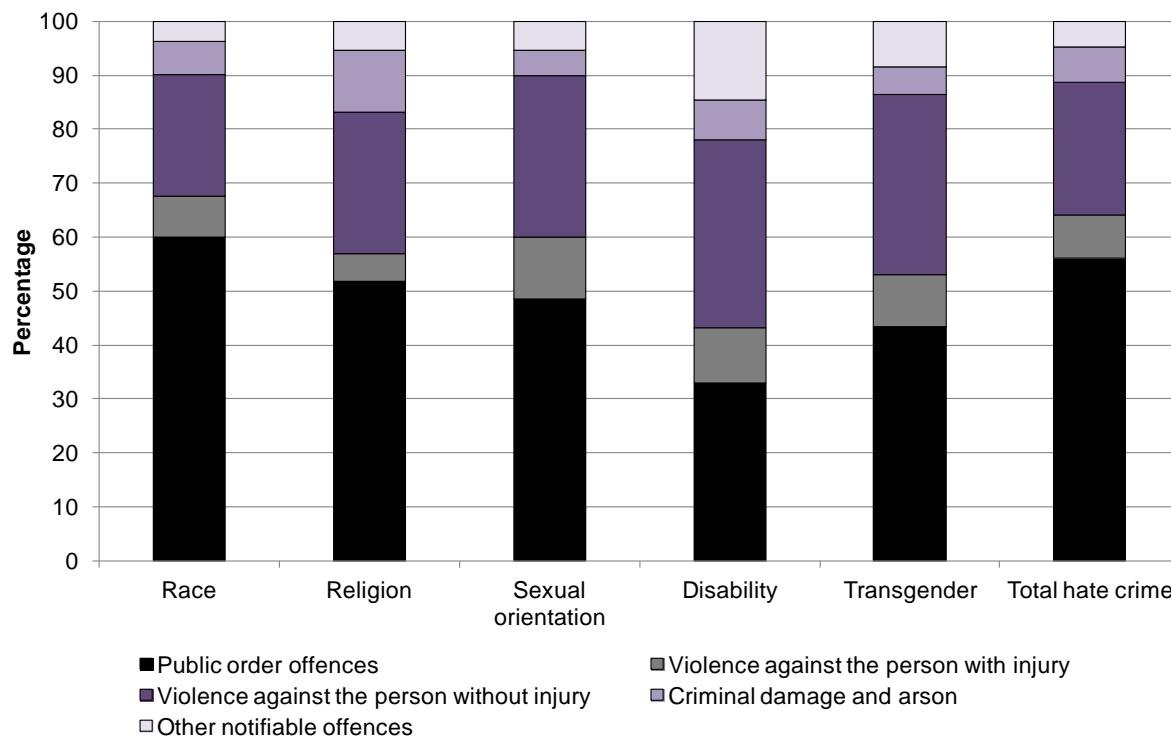


Source: Police recorded crime, Home Office

A smaller proportion of violent hate crimes tend to result in injury compared with overall violent crime: around a quarter (25%) of police recorded violence hate crimes were violence with injury (Appendix Table 2.02) compared with 40 per cent of overall violent offences (Table A4 in [Crime in England and Wales, Year ending March 2016](#)).

Figure 2.5 shows the proportion of offence types that made up each monitored strand. The two most common offence types associated with hate crime for all strands were public order offences and violence against the person without injury.

Figure 2.5: Breakdown of hate crime by selected offence types and monitored strand, 2016/17



Source: Police recorded crime, Home Office

2.3 HATE CRIME OUTCOMES

The Home Office collects information on the outcomes of police recorded offences, including those that are flagged as hate crimes. For more information on outcomes see [Crime Outcomes in England and Wales: Year ending March 2017](#).

This section covers how the police have dealt with hate crimes recorded in the year ending March 2017. This analysis is based on the outcomes assigned to crimes recorded in 2016/17 at the time the data were extracted for analysis. Some offences will not have been assigned an outcome at this time therefore these figures are subject to change over time.

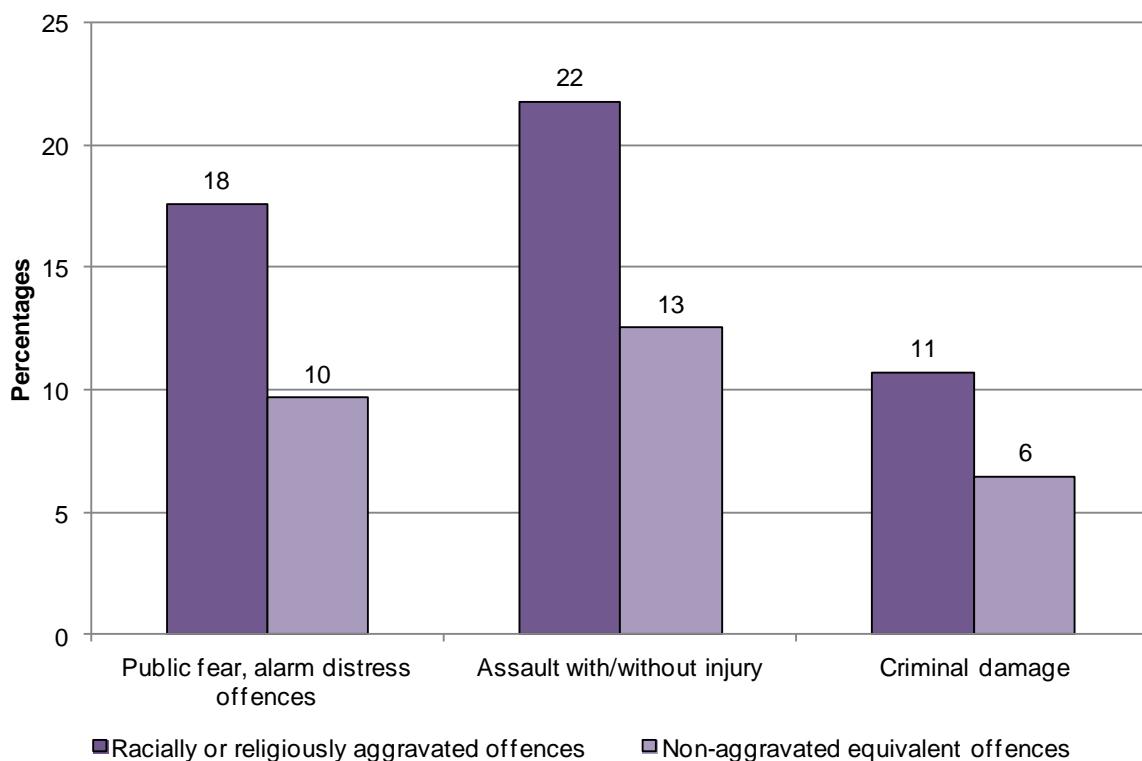
Racially or religiously aggravated offence outcomes

At the time these data were analysed by the Home Office (in June 2017), 91 per cent of racially or religiously aggravated offences had been assigned an outcome compared with 94 per cent of their non-aggravated counterparts (data not shown).

Figure 2.6 shows that racially or religiously aggravated offences were more likely to be dealt with by a charge/summons than their non-aggravated counterparts, reflecting the serious nature of racially or religiously aggravated offences. In particular:

- eighteen per cent of racially or religiously aggravated public fear, alarm and distress offences had been dealt with by charge/summons compared with 10 per cent of the non-aggravated equivalent offences;
- nearly a quarter (22%) of racially or religiously aggravated assault offences had been dealt with by charge/summons compared with 13 per cent of non-aggravated assaults; and
- eleven per cent of racially or religiously aggravated criminal damage offences resulted in charge/summons, while six per cent of non-aggravated criminal damage offences had been dealt with in this way.

Figure 2.6: Percentage of racially or religiously aggravated offences and their non-aggravated equivalents recorded in 2016/17 resulting in charge/summons, by offence type



Source: Police recorded crime, Home Office

Racially or religiously aggravated offences were less likely to be dealt with by a formal caution (2%) than non-aggravated versions of these offences (4%; Appendix table 2.03).

Flagged hate crime offences – Home Office Data Hub

The Home Office have implemented an improved data collection system called the Home Office Data Hub which is designed to streamline the process by which forces submit data. The Data Hub replaces the old system by capturing record level crime data via direct extracts from forces' own crime recording systems. This allows the police to provide more detailed information to the Home Office enabling a greater range of analyses to be carried out. The migration of forces to the Data Hub is

ongoing and for forces providing data via the Data Hub it is possible to exploit this richer data and conduct a more in depth analysis.

Using the Data Hub, it is possible to see how offences flagged as being motivated by one or more of the five monitored strands have been dealt with by the police. The analyses presented are based on data from 25⁷ of the 44 police forces in England and Wales that supplied adequate data to the Data Hub; these forces data accounted for 72 per cent of all police recorded hate crime in 2016/17.

In total, 97 per cent of hate crime flagged offences recorded in 2016/17 had been assigned an outcome at the time the data were extracted from the Data Hub.⁸ The remaining three per cent were still under investigation. Similarly, 98 per cent of non-hate crime offences had been assigned an outcome at the time of data extraction.

Appendix table 2.04 shows that 16 per cent of all hate crime flagged offences had been dealt with by a charge or summons. As shown in Figure 2.4, the offences recorded by the police that constitute hate crimes were very different to overall crime; therefore comparisons in charge/summons rates are shown below for certain offence groups rather than overall crime.

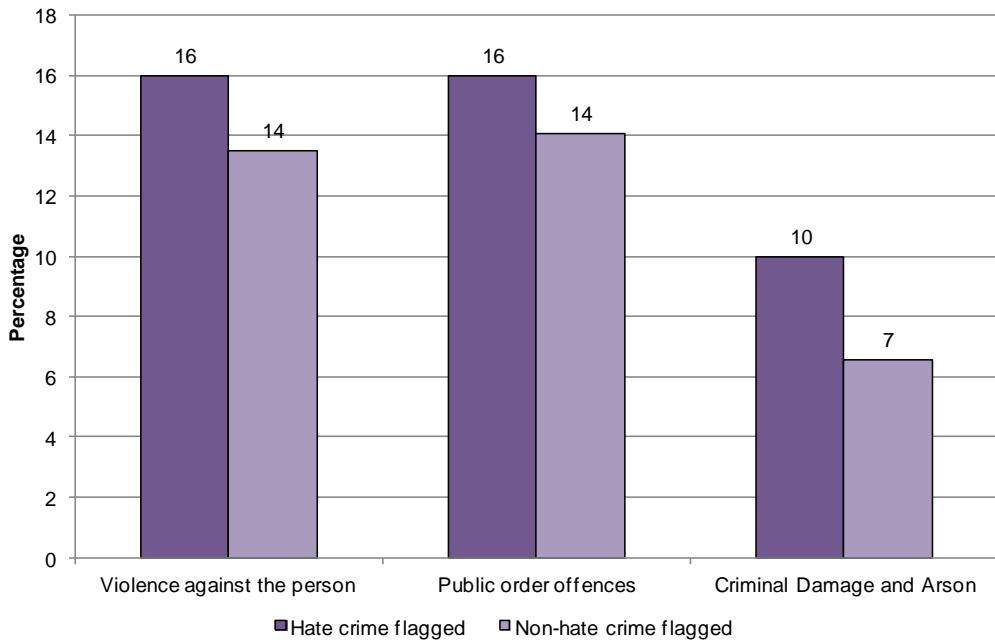
Figure 2.4 shows that violence against the person, public order offences and criminal damage and arson offences comprised 95 per cent of hate crime flagged offences. This proportion is the same for the 25 forces included in this analysis, suggesting that these 25 forces are in line with the national picture. The proportions of outcomes assigned varied by offence type, with hate crime offences consistently having a higher charge / summons rate than non-hate crime offences (Appendix table 2.05; Figure 2.7:

- sixteen per cent of violence against the person offences flagged as hate crimes were dealt with by charge/summons, compared with 14 per cent for non-flagged offences. The most frequent outcomes recorded were evidential difficulties - victim does not support action; 28% for hate crime flagged violence against the person offences compared with 39 per cent for non-hate crime flagged violence against the person offences;
- sixteen per cent of hate crime flagged public order offences had been dealt with a charge or summons compared with 14 per cent for non-hate crime flagged public order offences; and
- ten per cent of hate crime flagged criminal damage and arson offences had been dealt with by a charge or summons, compared with seven per cent for non-hate crime flagged criminal damage and arson offences.

⁷ Avon and Somerset, Bedfordshire, Cambridgeshire, Cheshire, Cleveland, Devon and Cornwall, Dyfed-Powys, Gloucestershire, Greater Manchester, Hampshire, Hertfordshire, Lancashire, Merseyside, Metropolitan Police, Northumbria, North Wales, Northamptonshire, South Wales, South Yorkshire, Staffordshire, Thames Valley, Warwickshire, West Mercia, West Yorkshire and Wiltshire

⁸ September 2017.

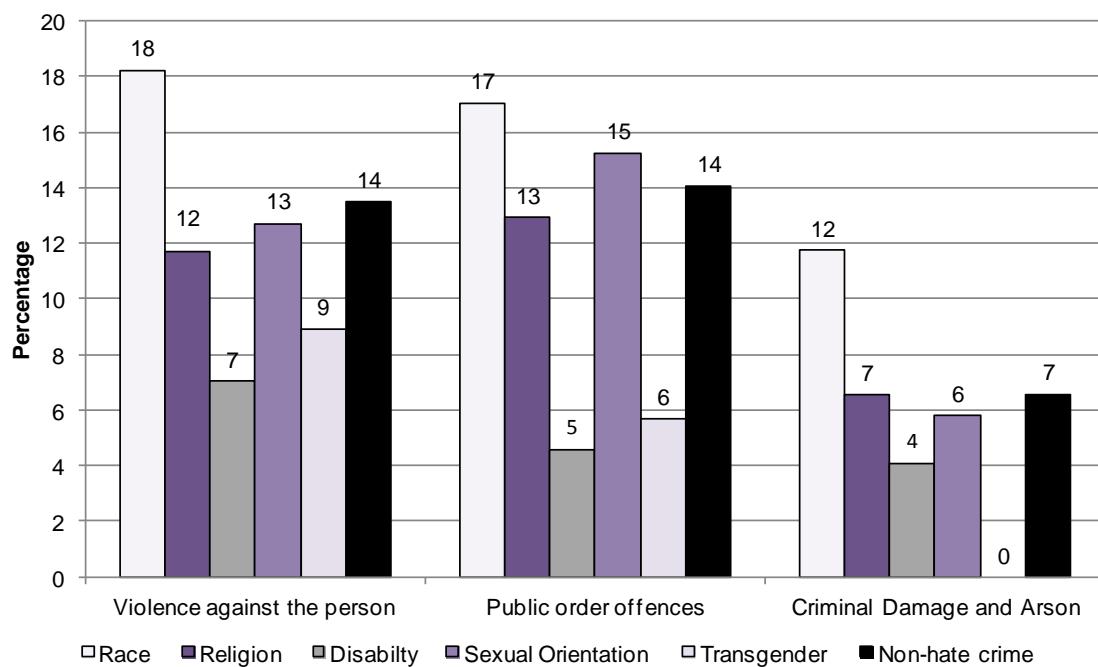
Figure 2.7: Percentage of selected offences dealt with by a charge/summons, offences recorded in 2016/17, 25 forces



Source: Police recorded crime, Home Office Data Hub

Figure 2.8 shows the proportion of hate crimes that were dealt with by charge or summons for each of the five hate crime strands for the three offence groups most commonly flagged as hate crime: violence against the person, public order offences and criminal damage.

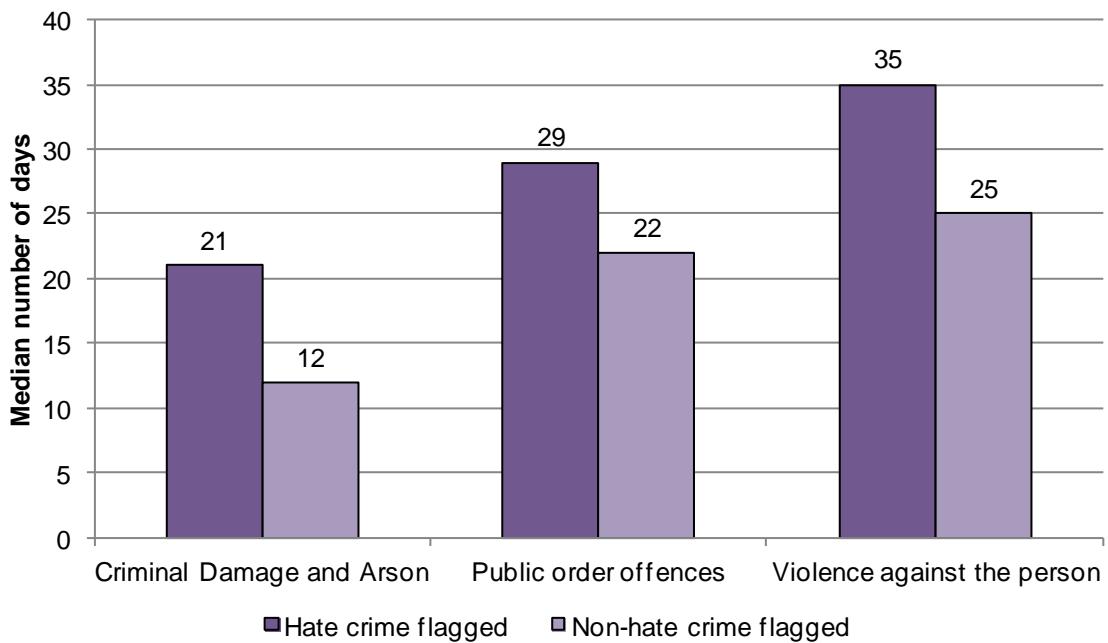
Figure 2.8: Percentage of selected offences resulting in charge/summons, by hate crime strand, offences recorded in 2016/17, 25 forces



Source: Police recorded crime, Home Office Data Hub

Figure 2.9 shows the median number of days taken to assign an outcome to selected hate crime flagged and non-hate crime offences. The median number of days taken to assign an outcome to criminal damage and arson hate crime offences was 21 days, compared with 12 days for non-hate crime flagged criminal damage and arson. Similarly, it took longer to assign an outcome to violence against the person hate crime offences (median=35 days) than to non-hate crime flagged violent offences (median=25 days). This was also seen in public order offences.

Figure 2.9: Median number of days taken to assign an outcome, hate crime flagged and non-hate crime flagged offences, offences recorded in 2016/17, 25 forces



Source: Police recorded crime, Home Office Data Hub

2.4 TRANSFERRED OR CANCELLED RECORDS

A transferred or cancelled record occurs when the police record an offence, but subsequently determine that the crime did not take place, was recorded in error or should be transferred to another force. Offences may be transferred or cancelled in one of the following situations:

1. Transferred: Crime committed outside the jurisdiction of the police force in which it was recorded – passed to the appropriate force.
2. Cancelled: Additional verifiable information that determines that no notifiable crime occurred becomes available.
3. Cancelled: Duplicate record or part of a crime already recorded.
4. Cancelled: Crime recorded in error.
5. Cancelled: Self defence claimed (for specific recorded assaults).

Transferred or cancelled records are always recorded in the same financial year as the offence that was originally recorded. So if, for example, an offence was recorded in January and then subsequently transferred or cancelled in the next financial year (e.g. May), the transferred or cancelled record will be recorded for the previous financial year. This ensures that the total count of offences in any given year is correct. This analysis includes 25 forces⁹ that supplied data of sufficient quality to the Data Hub.

⁹ Avon and Somerset, Bedfordshire, Cambridgeshire, Cheshire, Cleveland, Devon and Cornwall, Dyfed-Powys, Gloucestershire, Greater Manchester, Hampshire, Hertfordshire, Lancashire, Merseyside, Metropolitan Police, Northumbria, North Wales, Northamptonshire, South Wales, South Yorkshire, Staffordshire, Thames Valley, Warwickshire, West Mercia, West Yorkshire and Wiltshire

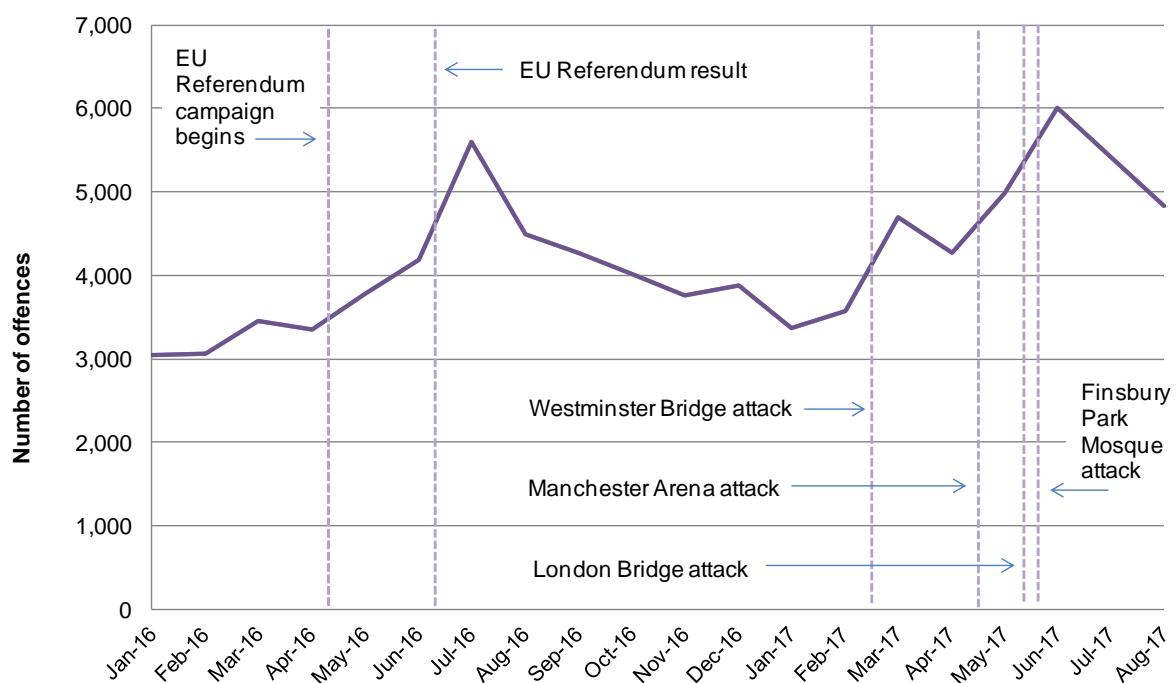
Overall, three per cent of hate crimes originally recorded in 2016/17 were subsequently transferred or cancelled. Most of these (2.3%) were cancelled and 0.7 per cent of crimes were transferred to another police force (compared with 0.5% and 2.8% for non-hate crime offences respectively; Appendix table 2.06).

These proportions varied considerably by offence group. Of the three offence groups most commonly flagged as hate crimes, public order offences were most likely to be cancelled. In 2016/17, 2.8 per cent of all hate crime flagged public order offences were cancelled compared with 4.2 per cent of non-hate crime flagged public order offences (Appendix table 2.07)

Annex A – Additional data on hate crime

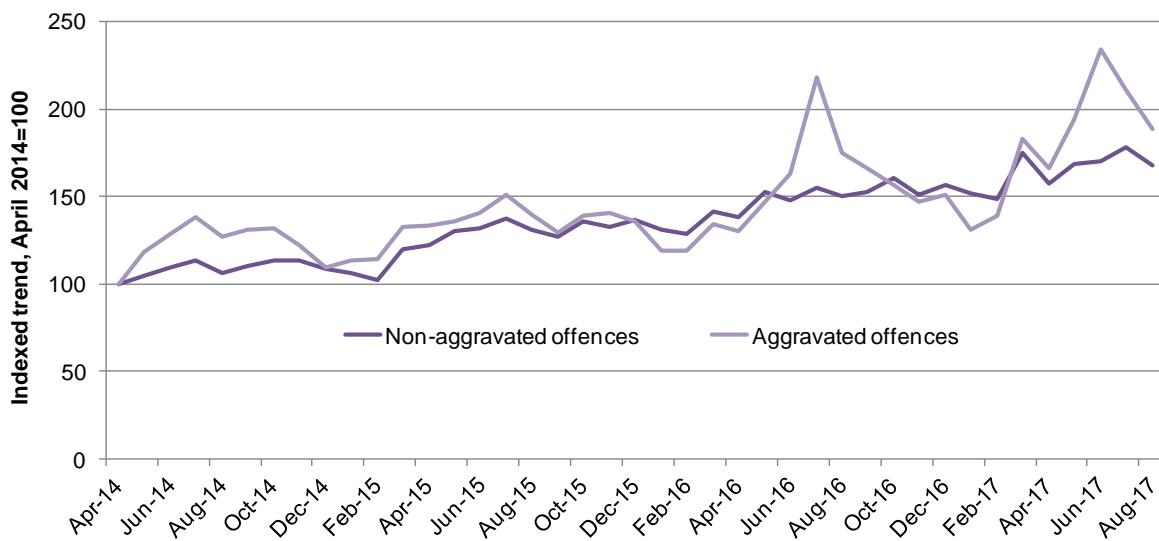
In the previous year's publication, an annex was included showing that levels of racially or religiously aggravated offences had increased around the EU Referendum. In this publication, provisional data have again been used to analyse trends in hate crime around the time of the terrorist attacks in London and Manchester. This year's annex provides information on racially or religiously aggravated offences following these events, which took place after the financial year 2016/17. Figure A1 shows the monthly number of racially or religiously aggravated offences recorded by the police since January 2016. The sharp increase in the number of aggravated offences around the time of the EU Referendum (June 2016) and the terrorist attacks (March, May and June 2017) is not replicated in the non-aggravated equivalent offences (Figure A2). This suggests that these spikes are indeed genuine increases in these aggravated offences.

Figure A1: Number of racially or religiously aggravated offences recorded by the police, January 2016 to August 2017



Source: Provisional police recorded crime, Home Office

Figure A2: Indexed trends in the number of racially or religiously aggravated offences and their non-aggravated equivalents¹ recorded by the police, April 2014 to August 2017



Source: Provisional Police Recorded Crime, Home Office

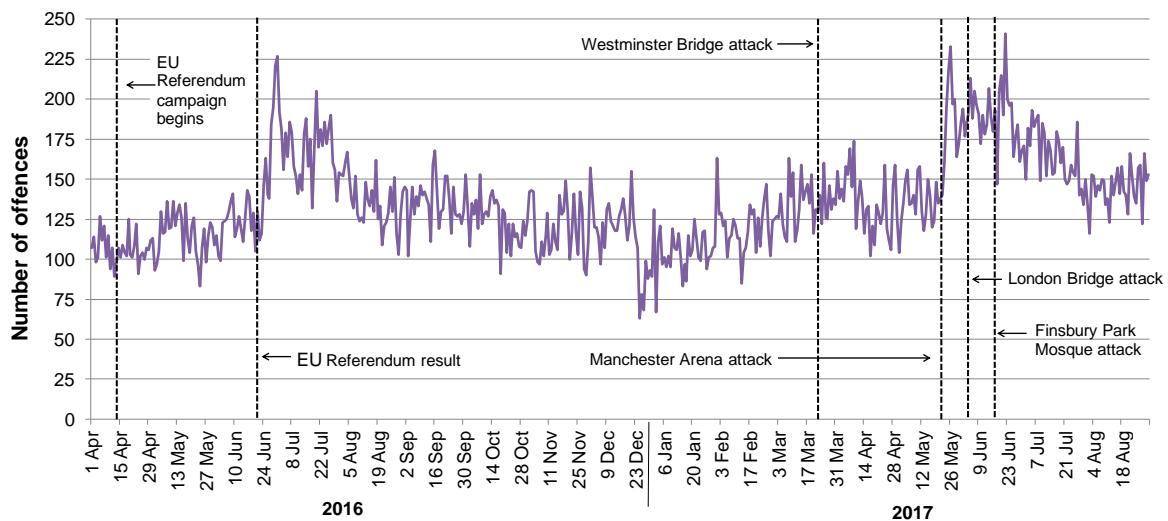
1. See Table 1 for list of offences covered.

The Home Office Data Hub contains information on the day that an offence was recorded.¹⁰ Figure A3 shows racially or religiously aggravated offences recorded by the police by day of recording from April 2016 to August 2017 for 38 forces¹¹ that supplied data to the Home Office Data Hub. This analysis showed a spike in daily hate crime after the Greater Manchester attack on the 22 May 2017. The level of offences decreased in the following days, but again increased with the London Bridge and Borough Market attacks on the 3 June 2017. This pattern is again repeated with the Finsbury Park attack on the 19 June 2017.

¹⁰ Figures may include offences that took place before the date of recording. It is possible they were reported as a result of the increased media attention on hate crime around the time of the EU referendum.

¹¹ Avon and Somerset, Bedfordshire, British Transport Police, Cambridgeshire, Cheshire, City of London, Cleveland, Cumbria, Devon and Cornwall, Durham, Dyfed-Powys, Gloucestershire, Greater Manchester, Gwent, Hampshire, Hertfordshire, Humberside, Kent, Lancashire, Lincolnshire, Merseyside, Metropolitan Police, North Wales, North Yorkshire, Northamptonshire, Northumbria, Nottinghamshire, South Wales, South Yorkshire, Staffordshire, Surrey, Sussex, Thames Valley, Warwickshire, West Mercia, West Midlands, West Yorkshire, Wiltshire.

Figure A3: Number of racially or religiously aggravated offences recorded by the police, 38 forces, April 2016 to August 2017



Source: Police recorded crime, Home Office Data Hub

Annex B - Experimental Statistics: online hate crime

Overview

This section covers some exploratory analysis on the number of online hate crimes recorded by the police in England and Wales in 2016/17; this is the first time that this type of analysis has been published. These statistics are Experimental Statistics because they are not fully developed and the statistics do not meet the rigorous quality standards of National Statistics.

The information provided covers the extent to which offences that have been recorded as hate crimes (i.e. flagged as being motivated by at least one of the five centrally monitored hate crime strands¹²) have also been recorded as an online crime (i.e. offences that have an online element). Information is also provided on online hate crime by selected offence type.

Background

In the process of recording a crime, police can assign an aggravating factor to an offence on the system by ticking a box, or 'applying a flag'. Examples of aggravating factors are domestic abuse, alcohol, hate crime and online crime¹³. It is possible to flag an offence with more than one aggravating factor, for example if an offence involved alcohol and was domestic abuse. In April 2017 flags were added to the Home Office Counting Rules in order to highlight their importance. Evidence currently suggests that forces do not always apply the appropriate flag when necessary and therefore any figures produced using the different flags are likely to be underestimates. Furthermore, it is likely that when analysing data to see how many offences have more than one aggravating factor, estimates are likely to be even lower than what would be expected.

Online flag

From April 2015, it became mandatory for forces to apply the online flag in cases where it is believed that an offence was committed, in full or in part, through a computer, computer network or other computer-enabled device.

The introduction of the online crime 'flag' helps to provide a national and local picture of the extent to which the internet and digital communications technology are being used to commit crimes. The information in this section aims to give an indication of the extent to which hate crime may be facilitated by online technology.

As explained above, it is known that flags are underused by forces and therefore the online crime data collection is likely to have data quality issues; as such, these are Experimental Statistics and any interpretation of these statistics should be treated with caution. The Home Office continues to work with police forces to improve the use of the online flag.

The analysis presented in this annex is based on data from 23 out of 44 forces in England and Wales that supplied adequate data to the Home Office Data Hub. The data presented in this section cover the year ending March 2017, and were extracted from the Home Office Data Hub on 6 September 2017.

¹² See section 1.1 of this bulletin for further detail on the five centrally monitored hate crime strands.

¹³ Please see the Home Office Counting Rules for Recorded Crime for more information

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/605268/count-flags-apr-2017.pdf

Online hate crime by monitored strand

In the year ending March 2017, two per cent (1,067 offences) of all hate crime offences had been flagged as having an online element. This is a similar proportion to all police recorded crime¹⁴ that was flagged as online (1%) in 2016/17; however both proportions are smaller than what would be expected.

Table B1 shows that the proportion of online hate crime varied slightly by the type of motivating factor. As with overall hate crime, the highest number of online hate crimes were online race crimes (671 offences). However, this type of motivating factor had the lowest proportion of crimes flagged as online. Contrary to this, disability and transgender hate crimes had the highest proportions flagged as (both 4%) involving an online element.

Table B1: Online hate crimes recorded by the police, by monitored strand, 2016/17

<i>Numbers and percentages</i>	England and Wales, recorded crime	
	Number of online hate crimes	% of all hate crimes
Hate crime strand		
Race	671	2
Religion	132	3
Sexual orientation	199	3
Disability	140	4
Transgender	29	4
Total number of motivating factors ²	1,171	2
Total number of offences	1,067	2

Source: Police recorded crime, Home Office

Notes: Figures are based on data from 23 police forces.

It is possible for a crime to be flagged with more than one monitoring strand. For this reason, the sum of the five motivating factors in the above exceeds the 1,067 offences (and the percentages in Table B2 exceed 100%).

Table B2 below shows that the distribution of online hate crimes in 2016/17 for the five centrally monitored strands was slightly different to overall hate crime. Over three quarters (79%) of all hate crime offences were racially motivated, a higher proportion compared with hate crimes that had an online element (63%). The proportion of online hate crimes motivated by sexual orientation, disability and religion were all higher compared with all hate crime offences. Transgender was a motivating factor in a similar proportion of both online hate crime and all hate crime.

¹⁴ Online crime statistics are published by the ONS as part of the 'Crime in England and Wales' bulletin. These can be found in table E12 of the experimental statistics tables on the ONS website:
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesexperimentaltables>

Table B2: Breakdown of online hate crimes and overall hate crime by monitored hate crime strand, 2016/17

<i>Percentages</i>		England and Wales, recorded crime	
Hate crime strand	Online hate crime	All hate crime	
Racial	63	79	
Sexual Orientation	19	11	
Disability	13	6	
Religion	12	8	
Transgender	3	1	

Source: Police recorded crime, Home Office

Notes: Figures are based on data from 23 police forces.

Online hate crime by monitored strand and selected offence type

Analysis of the 2016/17 online hate crime data by offence type shows that over three quarters (78%) of all online hate crime offences were recorded as harassment offences. Harassment falls under the police recorded crime category of violence against the person, which as well as physical assaults also includes crimes where no physical assault has occurred such as threats to kill, stalking and harassment. Table B3 shows that one in 20 violence against the person offences were flagged as being motivated by at least one of the hate crime strands as well as having an online element, whereas less than one percent of criminal damage offences and public order offences were online hate crimes.

Table B3: Proportion of online hate crimes recorded by the police, by monitored strand and offence type, 2016/17

<i>Percentages</i>		England and Wales, recorded crime					
Offence type		Monitored hate crime strand					
		Race	Religion	Sexual orientation	Disability	Transgender	All monitored strands
Violence against the person		4	6	7	9	8	5
with injury		0	0	0	0	0	0
without injury		5	8	9	11	10	7
Public order offences		0	2	0	0	1	0
Criminal damage and arson		0	0	0	0	-	0
Other notifiable offences ²		1	1	4	1	-	1
Total		2	3	3	4	4	2

Source: Police recorded crime, Home Office

Notes: Figures are based on data from 23 police forces.

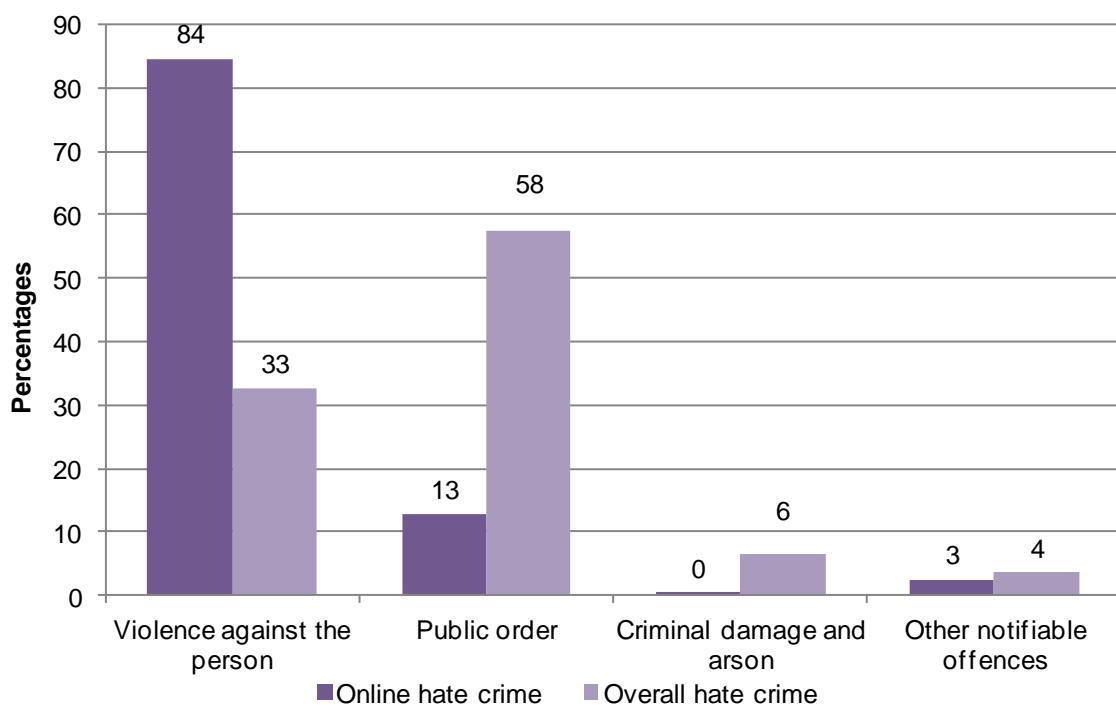
'-' indicates that the base is lower than 50

See Table B3.1 for underlying figures.

Distribution of online hate crime by selected offence type

The types of offences that were flagged as online hate crime were quite different to those that were flagged as hate crime only. Figure B4 shows that in 2016/17, the majority (84%) of online hate crime was violence against the person offences whereas this offence group only accounted for a third (33%) of all offences flagged as hate crimes. However, as explained above, most of the online hate crimes that were violence against the person were harassment offences (see Figure B4 below).

Figure B4: Breakdown of online hate crimes and overall hate crime by selected offence types, 2016/17

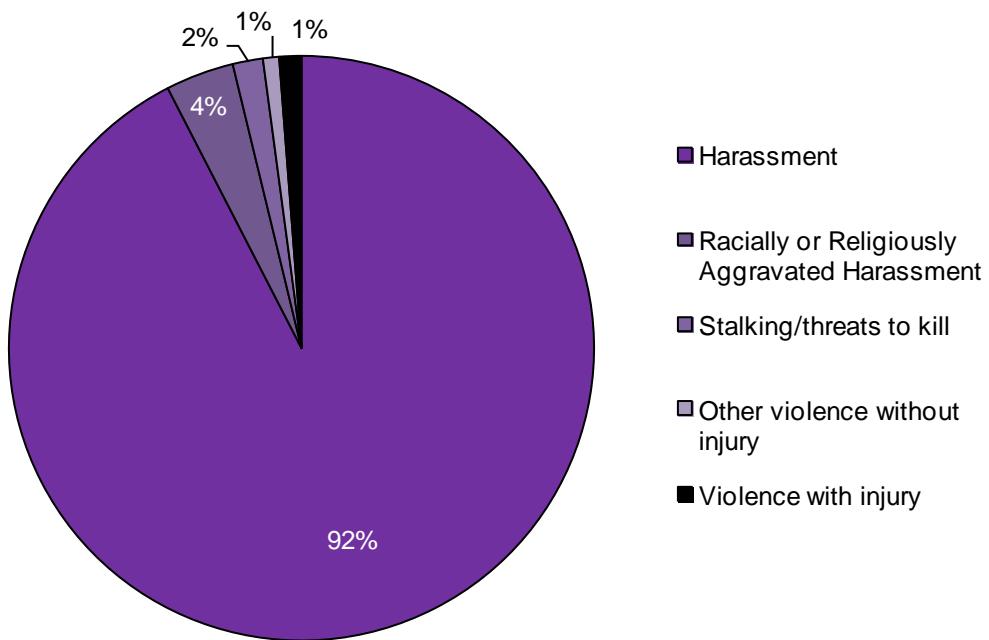


Source: Police recorded crime, Home Office

Note: Figures are based on data from 23 police forces.

Of the 900 violence against the person offences that were flagged as a hate crime and having an online element, almost all of these (92%) were harassment offences. Racially or religiously aggravated harassment, stalking and threats to kill, and other types of violence without injury together accounted for six per cent of violence against the person offences that were flagged as online hate crime. One per cent of all violence against the person offences that were flagged as online hate crime were violence with injury offences.

Figure B5: Breakdown of violence against the person offences that were flagged as online hate crimes, 2016/17



Source: Police recorded crime, Home Office

Base: 900 violence against the person offences flagged as online hate crime.

Percentages have been rounded.

Annex C – Hate Crime data sources and quality

INTRODUCTION

In January 2014, the UK Statistics Authority published its assessment of ONS crime statistics. It found that statistics based on police recorded crime data, having been assessed against the Code of Practice for Official Statistics, did not meet the required standard for designation as National Statistics. The UK Statistics Authority published a list of requirements for these statistics to regain the National Statistics accreditation.

Some of the requirements of this assessment were to provide more detail on how data sources were used to produce these statistics, along with more information on the quality of the statistics. Additionally, there was a requirement to provide information on the process used by police forces to submit and revise data, and the validation processes used by the Home Office. In order to ensure that this publication meets the high standards required by the UK Statistics Authority, details are provided below.

POLICE RECORDED CRIME DATA SOURCES AND VALIDATION PROCESS

Hate crime data are supplied to the Home Office by the 43 territorial police forces of England and Wales, plus the British Transport Police. Forces either supply the data at least monthly via the Home Office Data Hub (HODH) or on an annual basis in a manual return. For forces with data on the Data Hub, the Home Office extracts the number of offences for each force which have been flagged by forces as having been motivated by one or more of the monitored strands. Therefore, counts of hate crime via the HODH are dependent on the flag being used for each hate crime offence. It is then possible to derive the count of offences and the monitored strands covered.

In the manual return, police forces submit both the total number of hate crime offences (that is a count of the number of unique offences motivated by one or more of the five monitored strands) and the monitored strands (or motivating factors) associated with these offences. From 2015/16, police forces who returned data manually were required to provide an offence group breakdown for recorded hate crimes; prior to 2015/16 only an aggregated total of hate crimes for each of the five strands was asked for. It is possible for more than one of the monitored strands (motivating factors) to be assigned to a crime. For example, an offence could be motivated by hostility to race and religion, so would be counted under both strands but would only constitute one offence.

Further information on how the police record hate crime can be found in the Hate Crime Operational Guidance¹⁵ publication.

At the end of each financial year, the Home Office carry out a series of quality assurance checks on the hate crime data collected from the police forces (either by aggregate return or via the HODH).

These checks include:

- Looking for any large or unusual changes in hate crimes from the previous year.
- Looking for outliers.
- Checking that the total number of hate crimes is higher than the total number of offences. Where these two figures were the same, the force was asked to confirm they were recording multiple hate crime strands.

¹⁵ For recording purposes, the perception of the victim, or any other person, is the defining factor in determining whether an incident is a hate incident, or in recognising the hostility element of a hate crime. The victim does not have to justify or provide evidence of their belief, and police officers or staff should not directly challenge this perception. Evidence of the hostility is not required for an incident or crime to be recorded as a hate crime or hate incident. (http://www.report-it.org.uk/files/hate_crime_operational_guidance.pdf)

Police forces are then asked to investigate these trends and either provide an explanation, or resubmit figures where the reconciliation identifies data quality issues.

The data are then tabulated by monitored strand and year and sent back to forces for them to verify. At this stage they are asked to confirm in writing that the data they submitted are correct and if they are not, then they have the opportunity to revise their figures.

Racist incidents were provided to the Home Office on an annual basis until March 2016 when the collection was discontinued.

Further information

'Hate Crimes, England and Wales, 2011/12' is available from:

<https://www.gov.uk/government/statistics/hate-crimes-england-and-wales-2011-to-2012--2>

'An Overview of Hate Crime in England Wales' (wider coverage using data from the Ministry of Justice and the Crime Survey for England and Wales) is available from:

<https://www.gov.uk/government/statistics/an-overview-of-hate-crime-in-england-and-wales>

'Hate Crimes, England and Wales, 2013/14' is available from:

<https://www.gov.uk/government/statistics/hate-crimes-england-and-wales-2013-to-2014>

'Hate Crimes, England and Wales, 2014/15' is available from:

<https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2014-to-2015>

'Hate Crimes, England and Wales, 2015/16' is available from:

<https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2015-to-2016>

'Crime outcomes in England and Wales: year ending March 2016' is available from:

<https://www.gov.uk/government/statistics/crime-outcomes-in-england-and-wales-2015-to-2016>

Police recorded crime and outcomes open data tables:

<https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>

Other sources of hate crime data from a number of different organisations (including the Association of Chief Police Officers, Stonewall and the Crown Prosecution Service) can be found here:

http://www.report-it.org.uk/hate_crime_data1

The True Vision website contains more information about hate crime and how to report it:

<http://www.report-it.org.uk/home>

Information about 'Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime' can be found here: <https://www.gov.uk/government/news/challenge-it-report-it-stop-it-a-plan-to-tackle-hate-crime>, and the latest update can be found here:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/307624/HateCrimeActionPlanProgressReport.pdf

Hate crime statistics for Northern Ireland can be found here: <https://www.psni.police.uk/inside-psni/Statistics/hate-motivation-statistics/>

Hate crime statistics for Scotland can be found here:

<http://www.copfs.gov.uk/images/HateCrimeinScotland2014-15.pdf> (figures published by the Scottish Government are based on the number of offenders charged, rather than police recorded crime).

The Crown Prosecution Service website also carries information about hate crime, including policy and guidance and performance information, which can be found here:

http://www.cps.gov.uk/publications/equality/hate_crime/index.html

A report by the Law Commission which considers whether hate crime offences should be extended to cover all five of the monitored strands can be found here: <http://www.lawcom.gov.uk/document/hate-crime-2/>

Copies of other Home Office publications (including crime statistics releases prior to April 2012) are available from:

<https://www.gov.uk/government/organisations/home-office/series/crime-statistics#publications>

Copies of crime statistics publications from April 2012 are available from the Office for National Statistics website:

<http://www.ons.gov.uk/ons/taxonomy/index.html?nscl=Crime+and+Justice>

This includes the *User Guide to Crime Statistics*, a useful reference guide with explanatory notes regarding the issues and classifications that are key to the production and presentation of the crime statistics.

The dates of forthcoming publications are pre-announced and can be found via the UK National Statistics Publication Hub: <https://www.gov.uk/government/statistics/announcements>

Statistical Bulletins are prepared by staff in Home Office Statistics under the Official Statistics Code of Practice and can be downloaded from GOV.UK:

<https://www.gov.uk/government/organisations/home-office/about/statistics>

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