

NATIONAL STATISTICIAN'S CRIME STATISTICS ADVISORY COMMITTEE
AGENDA

The Charles Suite at The Chesterfield hotel
35 Charles Street, Mayfair, London, W1J 5EB
Tuesday 24 January 2017, 14:00 – 16:00

Agenda Item No.	Timings	Order of Business		
1.	14:00 – 14:05 (5 min)			<i>Introduction and announcements</i> Adrian Smith (Chair)
2.	14:05 – 14:15 (10 mins)		NSCSAC(17)1	<i>Minutes, correspondence and matters arising from the meeting held on 27th September 2016, including HMIC Crime Data Integrity update</i> Adrian Smith (Chair)
3.	14:15 – 14:45 (30 mins)	For Discussion	NSCSAC(16)9	<i>Proposed presentational changes to ONS crime statistics</i> Emma Wright
4.	14:45 – 15:00 (15 mins)		NSCSAC(17)2	<i>Recording of Modern Slavery</i> Steve Bond
5.	15:00 – 15:30 (30 mins)		NSCSAC(17)3	<i>Possible changes to the presentation of police recorded violent crime</i> Emma Wright
6.	15:30 – 15:40 (10 mins)		NSCSAC(17)4	<i>NSCSAC 2016 Annual Report</i> John Flatley
7.	15:40 – 15:50 (10 mins)		NSCSAC(17)5	<i>National Crime Registrar's Report</i> Steve Bond
8.	15:50 – 15:55 (5 mins)	Issues log update	NSCSAC(17)6	John Flatley
9.	15:55 – 16.00 (5 mins)	Any other business		All Members

MINUTES OF
THE NATIONAL STATISTICIAN'S CRIME STATISTICS ADVISORY COMMITTEE
MEETING ON 24 JANUARY 2017

The Charles Suite at The Chesterfield hotel
35 Charles Street, Mayfair, London, W1J 5EB

CHAIR

Adrian Smith UK Statistics Authority Board

MEMBERS PRESENT

David Blunt	Home Office
Steve Bond	Home Office
Allan Brimicombe	University of East London
Steve Ellerd-Elliott	Ministry of Justice
Jeff Farrar	National Policing Lead for Crime Statistics
Junaid Gharda	Office of the Police & Crime Commissioner for Staffordshire
Patricia Mayhew	Independent Criminological Consultant
Chris Lewis	University of Portsmouth
Stephen Shute	University of Sussex

ADDITIONAL ATTENDEES

Tara Deshpande	Home Office
Nia Jones	Welsh Government (via audio)
Mark Stainforth	Her Majesty's Inspectorate of Constabulary

SECRETARIAT

John Flatley Office for National Statistics

APOLOGIES

Roma Chappell	Office for National Statistics
Gavin Hales	Police Foundation
Glyn Jones	Welsh Government
Mike Levi	Cardiff University
Mike Warren	Home Office
Tom Winsor	Her Majesty's Inspectorate of Constabulary

1. Chair's Introduction and announcements

- 1.1. Adrian Smith welcomed members to the meeting and thanked Roma Chappell, in her absence, for standing-in for him as he had been unable to attend the last meeting having fallen ill.
- 1.2. Adrian Smith noted that since the last meeting, a revised proposal concerning the future sub-categorisation of burglary in the police recorded crime series was circulated for comments. The Chair thanked members for commenting and noted the consensus view was to support the proposed change to split burglaries into residential or business

and community. Adrian asked that a copy of the paper be attached to these minutes (see Annex A).

- 1.3. The Chair noted that Chief Constable Jeff Farrar was stepping down as NPCC lead for crime statistics and thanked him for his contribution to the work of the Committee during his tenure. Jeff Farrar informed the Committee that he was handing over the portfolio to Chief Constable Bill Skelly, who had recently been appointed the Chief Constable in Lincolnshire. A handover was being arranged during March and Bill Skelly is expected to take over from April 2017. Jeff Farrar also thanked the Committee for the support they had given to him over the years.

2. Minutes and matters arising from meeting held on 27 September 2016 - NSCSAC(17)1

- 2.1. The minutes of the last meeting were agreed as an accurate record.
- 2.2. The Chair noted that 4 of the 6 actions had been completed and a further 1 was listed as an agenda item.
- 2.3. With regard to Action 3 from the last meeting, the Chair asked Allan Brimicombe if there was still time for members to send him comments on the draft report from his Task and Finish Group. Allan said he would welcome any comments as soon as possible since the Group was intending to finalise its report before the next Committee meeting.

Action 1: All – to send any comments on the draft report from the Child Abuse Data Task and Finish Group to the Secretariat by the end of January.

- 2.4. The Chair asked the Secretariat if there was any update from the Office for Statistics Regulation (OSR) on the work they described at the last meeting. John Flatley reported that Pat MacLeod, from OSR, had informed him that OSR will publish a position paper - based on the work presented previously to the Committee - in the next few weeks. Plans are being developed for 2 round table events, in London and Edinburgh, positioned towards developing next generation crime statistics. Early discussions have suggested getting more value from data - including sharing and access - and sharing knowledge / learning from each other as topics to focus on. It is envisaged these first events will primarily involve Statistics producers and OSR will be in touch with the Committee members who expressed an interest in contributing to the round tables as their plans develop. A question was raised about whether the round tables were intended just for producers. John Flatley said he thought not and Adrian Smith requested the Secretariat ask OSR to invite all Committee members, not just those who had previously expressed an interest.

Action 2: Secretariat to contact OSR and request that an invitation for the forthcoming round table events is extended to all NSCSAC members.

- 2.5. The Chair asked Mark Stainforth for an update from HMIC on the release of the next set of force inspections as these had not appeared before Christmas, as had been indicated at the last meeting. Mark Stainforth explained that HMIC had carried out an internal independent review of both the methodology and grading of the inspection programme.

- 2.6. This work had now been completed and confirmed the existing methodology. However, with regards to the grading it had been decided to modify the approach. As well as a main grading, it had been decided to supplement these with additional gradings for “effectiveness of recording reported crime”; “efficiency of systems and processes” and “leadership and culture”. This was intended to give a fuller picture and additional context to the numbers alone. This new approach was welcomed by members of the Committee.
- 2.7. Mark Stainforth reported that he expected the next four reports to be published within the next month or so with any revisions to the previously published inspections to be released at the same time.
- 2.8. The Chair asked Emma Wright to give an update on where ONS had got to in relation to the discussion at the last meeting about proposed changes to its methodology for handling repeat victimisation in the Crime Survey. Emma reported that ONS had published a response to the consultation and had presented at a meeting at the Royal Statistical Society in November. ONS were now working on a timetable to produce the necessary back-series and the expectation was that this would be communicated to users when the next quarterly bulletin was published in April.
- 2.9. The Chair asked Jeff Farrar whether there was anything to report in relation to progress with the College of Policing’s plans for extending training in crime recording beyond Force Crime Registrars. Jeff reported that David Tucker at the College of Policing had started to look at a package to be developed for front-line officers. As a starting point, he was reviewing packages already in existence within individual forces.

3. NCSAC(16)9 – Proposed presentational changes to ONS crime statistics

- 3.1. Adrian Smith reminded the Committee that there had been insufficient time to consider the ONS paper on proposed presentational changes to crime statistics at the last meeting and members were invited to send comments via correspondence.
- 3.2. The Chair thought it helpful for ONS to reflect on those comments and update the Committee at this meeting. The Chair invited Emma Wright to summarise the comments received and to set out how ONS proposed to respond to them.
- 3.3. Emma reminded the Committee that the proposals linked to an ONS corporate priority to improve the accessibility of our official statistics. The ONS case for giving greater emphasis to rates of crime, than hitherto, was that they:
 - took into account changes in the resident population of England and Wales
 - enabled more meaningful comparisons of crime levels in different areas.
 - provided a more meaningful measure, more understandable for the ‘citizen user’.
- 3.4. Emma summarised the concerns that had been raised by various members including:
 - ease of understanding
 - additional complexity in presenting changes over time as percentage changes in a rate may be more difficult to understand
 - the problematic nature of using resident population as a denominator for some areas
 - need for more user consultation.

- 3.5. A number of points were raised in discussion and there were some differences of opinion. Members agreed that there would always be interest in volumes of crime and that rates should not be seen as a replacement. The point was also made that MoJ had recently made moves from volume to rate measures for some of their prison statistics where it made sense to do so. The key consideration was whether or not this added to the explanation and understanding of the data.
- 3.6. Most members thought that giving more prominence to rates, alongside volumes, was a good idea but that ONS need to consider how they would handle situations in which the volume rose but the rate fell and vice versa.
- 3.7. It was suggested that consideration should be given to the appropriate base population including use of resident and daytime populations. It was also suggested that ONS consider using different population for different crime types. For example, burglaries could be expressed based on households and vehicle thefts based on numbers of registered vehicles.

Action 3: ONS to circulate a revised mock-up for comment by correspondence before user consultation of possible changes.

4. NSCSAC(17)2 – Recording of Modern Slavery

- 4.1. The Chair introduced the next paper by noting that the Anti-Slavery Commissioner had made some critical comments about the under-recording of Modern Slavery offences by the police in his annual report and he had asked Steve Bond to provide an update on what was being done to improve recording.
- 4.2. Steve Bond provided background on the offence of Modern Slavery and how it was to be recorded, as set out by the Home Office Counting Rules. Steve described how referrals were made to individual forces and improvements being made to manage this process which should lead to better recording. A national triage centre was being established in 2017 which would be staffed by specialist officers and with their own Crime Registrar.
- 4.3. All referrals into the national centre would be assessed to consider criminality in respect of Modern Slavery. Where such criminality is apparent the reports will be sent onto the relevant force that will then be required to record all of them as crimes without exception.
- 4.4. Members welcomed the steps that were being taken to improve the referral and crime recording processes.

5. Proposal to change the presentation of Violence Against the Person (VAP) offences in the police recorded crime series – NSCSAC(17)3

- 5.1. The Chair asked Emma Wright to present the ONS paper on possible presentational changes to the categorisation of police recorded violence against the person. Emma reminded the Committee that Violence Against the Person covered a broad range of offences and that, as well as physical violence, it has always included offences that involve no physical violence, such as Harassment and Stalking.

- 5.2. In 2012 the Committee advised on previous changes to the presentation of the VAP category and a number of crime classifications that previously sat within Violence were moved into other offence categories within the new 'Other crimes against society' category. More recent developments have led to questions regarding whether the current Violence against the person category should be reviewed again.
- 5.3. In April 2015 the offence of sending a malicious communication became a notifiable offence following a change in the law. The offence was added to the Home Office Counting Rules (HOCR) within the Harassment classification (8L). At the same time the new offence of 'Disclosing private sexual images with intent to cause distress' (otherwise referred to as revenge porn) also became part of the Harassment classification. A new classification within the HOCR was subsequently created for Malicious Communications, thus disaggregating them from Harassment. This has raised the question of how this new malicious communications classification is presented and, in particular, whether these offences should continue to sit within 'Violence against the person' or whether they should sit elsewhere.
- 5.4. Emma presented three options for discussion:
- Option 1: Create a new group of offences sitting outside of 'Violence against the person' to contain offences of Harassment and Stalking. Also, rename the existing 'violence without injury' sub category 'violence without injury and non-physical abuse'
 - Option 2: Maintain the existing grouping of offences, and change the heading to 'Violence against the person and non-physical abuse'
 - Option 3: Maintain the status quo; keeping the existing grouping of offences under the heading 'Violence against the person'
- 5.5. The Committee was generally agreed that Option 3 was not attractive. While supportive of proposals to separate out harassment and stalking from physical violence there were concerns about moving them out of the violence against the person category. There was also concern that the proposed labeling in Option 1 was unclear.
- 5.6. There were also concerns about making statistics less coherent across the crime and criminal justice system if, for example ONS were to make such a presentational change but MoJ retained the existing classification in their statistics.
- 5.7. The Committee asked ONS to consider another option which was to create a new sub-category of Harassment and Stalking within the Violence Against the Person category. This would have the benefit of making clear the distinction between offences within the overall category without carrying the risk that taking them out of Violence would be misinterpreted as ONS downplaying their seriousness.

Action 4: ONS to consider Committee's advice and circulate final proposal by correspondence for comment.

NSCSAC Annual report

- 5.8. John Flatley reminded the members that it had been usual for the Committee to write an annual report about its work. A draft was being prepared for review by the Chair before it would be circulated to members for comment. The intention was that the report would be submitted to the National Statistician and published on the Committee's web pages.

Action 5: Secretariat to send draft report to members for comment before the next meeting.

6. National Crime Registrar's Report - NSCSAC(17)5

- 6.1. Steve Bond introduced the National Crime Registrar's Report. The Committee noted the contents of the report. There were no questions.

7. Issues log

- 7.1. John Flatley highlighted some points on the issues log including that ONS would be bringing back a paper to the next meeting on the Crime Severity Score.
- 7.2. There was also discussion about whether or not the Committee should have a discussion on the issue of crime recording around "sexting" and concerns that had been expressed by some about "criminalisation of children."
- 7.3. It was agreed that this issue tended to flare up in the media from time to time and it would be helpful to have a statement to explain the rationale around the current policy. This could then be used when needed.

Action 6: ONS to work with National Crime Registrar and NPCCC lead to draft a statement.

8. Any other business

- 8.1. A question was raised about detection rates for fraud following a BBC Radio 4 programme. Jeff Farrar gave some background on the recording of fraud and the outcomes regime (which had replaced detections). It was agreed that a presentation from the National Fraud Intelligence Bureau to a future meeting of the Committee would be helpful.

Action 7: Secretariat to invite NFIB to present at a future meeting of the Committee.

- 8.2. David Blunt informed the Committee that the National Statistics designation for the Home Office Homicide Index had recently been restored.
- 8.3. The Chair reminded members that the date of the next meeting had been fixed for 11th May 2017.

NSCSAC Secretariat
3 February 2017

ACTION TABLE FROM MEETING OF 24 JANUARY 2017

	ACTION	ACTIONEE	PRIORITY/COMPLETION DATE	PROGRESS
1	To send any comments on the draft report from the Child Abuse Data Task and Finish Group to the Secretariat.	All	Urgent – end of January 2017	Closed.
2	Contact OSR and request that an invitation for the forthcoming round table events is extended to all NSCSAC members.	Secretariat	Medium – February 2017	Done – update to be provided at May meeting.
3	ONS to circulate a revised mock-up for comment by correspondence before user consultation of possible changes.	ONS	Medium – April/May 2017	Done – included with papers for the May meeting.
4	ONS to consider Committee's advice regarding classification of harassment and stalking offences and circulate final proposal by correspondence for comment.	ONS	Medium – April/May 2017	Done – paper to be discussed at May meeting.
5	Secretariat to send draft report to members for comment before the next meeting.	Secretariat	Medium – April/May 2017	Ongoing – report still in draft.
6	ONS to work with National Crime Registrar and NPCCC lead to draft a statement.	ONS, HO NCR, NPCCC	Medium – April/May 2017	Ongoing
7	Secretariat to invite NFIB to present at a future meeting of the Committee.	Secretariat	Medium – April/May 2017	Done – attending May meeting.

NATIONAL STATISTICIAN'S CRIME STATISTICS ADVISORY COMMITTEE

Proposed presentational changes to ONS crime statistics

NSCSAC(16)9

Purpose/Issue

1. This paper outlines proposed presentational changes to the official statistics on crime in England and Wales published by the Office for National Statistics (ONS).

Action

2. The Committee are asked to consider the proposed changes and give their views on whether ONS should put these into practice.

Background

3. One of the corporate priorities of ONS is to improve the accessibility of our official statistics. There has been a range of activity across the office including:
 - the development of a new corporate website with improved search functionality;
 - launch of parallel [ONS Visual](#) website to carry more engaging interactive content aimed primarily at the “citizen user”; and,
 - changes to the format and length of statistical bulletins to make the key messages clearer and more accessible.
4. In line with these corporate initiatives, the ONS crime statistics team have been working on improvements to our standard outputs. In moving to the new ONS format, we have managed to reduce the length of the regular quarterly bulletin from 100 printed pages to around 40. This has been achieved largely by focusing on notable changes rather than providing a commentary on every offence category.
5. To ensure users can still access commentary on specific crime types, the team is currently working on a series of short ‘overview’ articles which will provide users with more detail and context which is not covered by the quarterly bulletin. The first of these articles, an [‘Overview of fraud statistics’](#), was published in July.
6. This paper outlines further proposals to improve the ONS bulletin by giving greater emphasis to rates of crime as headline figures as well as in the broader commentary and charts describing crime levels and trends.
7. Official statistics on crime in England and Wales have for a long time used **volumes of crime** as headline measures, both in terms of the number of crimes recorded by the police and estimates of the number of crimes from the Crime Survey for England and Wales (CSEW). There is also an extensive range of CSEW data tables providing estimated **prevalence rates** (i.e. the proportion of the population that have been victims) and **incidence rates** (the number of crime incidents per 1,000 population) for different crime types. Police recorded crime

rates (i.e. the number of crimes recorded per 1,000 population) are also used in presenting local area statistics.

8. Consequently the media reporting, which is the medium through most citizens absorb the statistics, lead on volumes. Reporting on volumes of crime alone is not the most helpful way of communicating to citizens, for example, their risk of falling victim of crime.

Rationale for changing the existing presentation

9. We believe that greater prominence should be given to rates of crime as these provide a more meaningful measure, which citizen users should find more understandable. For example, the CSEW headline estimate from the latest bulletin of 6.3 million incidents expressed as a prevalence rate indicates that 15.2% of adults were a victim of at least one crime in the 12 months prior to interview. Similarly, the 4.5 million crimes recorded by the police is equivalent to 79 offences per 1,000 population. These measures put the volume of crime in context. Informing the public that, for example 2 in every 100 households were victims of burglary in the last year compared with 9 in 100 in the mid-1990s is a more meaningful way of describing the downward trend in crime than simply saying the volume of burglaries has dropped by 71% since 1995.
10. The use of crime rates in presenting trends over time also has the advantage of taking into account changes in the resident population of England and Wales. Changes in the crime rate over time more reliably represent changes in the risk of being a victim of crime, where trends in volumes of crime could be influenced by changes in size of the population.
11. Crime statistics produced in other countries make extensive use of rates (alongside volumes) in presenting their figures. In the United States, reporting of statistics from the [National Crime Victimization Survey](#) is primarily based on crime rates and this is also true of reports on [Canada's victimisation survey](#).
12. There has also been much recent discussion of methods for handling repeat victimisation in CSEW estimates of the number of incidents of crime. ONS commissioned an independent [methodological review](#) and this concluded that the practice of estimating the volume of crime was itself problematic given its skewed distribution. This review recommended that ONS should give greater prominence to measures of prevalence and consider developing ordinal or categorical approaches to measuring repeat victimisation rather than interval measures. So, for example instead of asking victims to provide the number of times that they experienced the same crime in the previous year the survey could carry other questions with broader categories which would be easier to answer accurately and with significantly less measurement error. This would in-turn reduce the volatility of the estimates from one year to the next.
13. Presenting police recorded crime as rates per 1,000 population enables more meaningful comparisons of crime levels in different areas. Police force areas vary considerably in population size; an important factor in determining the volume of crime in an area. For example, West Yorkshire police recorded around 96,000 theft offences in 2015/16 compared with 22,000 in Cleveland police force area, but rates of theft in both areas were similar (around 40 crimes per 1,000 population). One important caveat concerning the interpretation of crime rates for some urban areas is that these can be distorted in areas where the resident population is substantially smaller than the daytime population, for example where

large numbers of people commute to work. In such areas the statistics will overstate rates of crime and we are careful to stress these caveats to users. Where the effect is pronounced (e.g. in the City of London) we do not present rates of crime.

What would change?

14. The proposed presentational changes would affect the following elements of the ONS statistical bulletins:

Commentary: Descriptions of the latest crime levels and trends would be changed to focus more on prevalence rates and incidence rates, though volumes of crime would continue to be presented. Annex A provides an example of how the commentary could be changed.

Charts in the bulletin: Charts in the statistical bulletin would be updated to be based on crime rates. Annex B gives examples of existing and proposed chart formats.

Reference tables: No major changes to reference tables are proposed. Where percentage change figures are presented these would be changed to be based on comparisons of crime rates rather than volumes.

15. There are a number of different approaches that could be taken in the presentation of headline figures summarising all CSEW crime. While the calculation of prevalence and incidence rates for individual crime types is relatively straightforward, for all CSEW crime it is more complicated. The prevalence of all CSEW crime (15.2% in the latest figures) provides a simple headline figure, but it is based on the assumption that, for household level crimes like burglary or vehicle-related theft, all adults in the household are victims. In this sense it could be seen as overstating the extent of victimisation among the adult population. Alternative approaches to summarise all CSEW crime include an incidence rate (based on estimated number of CSEW incidents divided by the adult population) or presenting separate rates for personal crimes and household crimes.

Risks of making these changes

16. There is a risk that, in the short term, changes to the existing presentation could confuse users who are used to the existing format. To help manage this risk we would make clear what had changed and would keep changes to table and figure numbering to a minimum.
17. There can sometimes be small differences in trends when comparing changes in volumes of crime and changes in rates. While both trends are already presented in the official statistics, a move to presenting rates-based trends more prominently could cause confusion among users over which measure they should use. For example, CSEW estimates for the survey year ending March 2016 showed an 11% non-significant fall in the number of incidents of domestic burglary alongside a statistically significant 13% fall in the number of households that were victims (derived from the prevalence rate). This would need to be explained to users.
18. There may be a risk in giving less prominence to volumes of crime, at a time when fraud and computer misuse are soon to be incorporated into the Official Statistics from the CSEW. It could appear that ONS are attempting to suppress

large volume estimates of crime once the new figures are incorporated. To help mitigate this risk ONS would continue to present volumes of crime, alongside rates. Also, the incorporation of new fraud and computer misuse data will inflate rates of crime as well as volumes.

Timing

19. If the Committee agree that these presentational changes would be an improvement, the first statistical bulletin in which they could be implemented would be the 'Focus on Property crime: 2015 to 2016' scheduled for release on 24th November 2016. The change would be adopted in the regular quarterly bulletin due for publication in January 2017.

John Flatley and Mark Bangs
ONS Crime Statistics and Analysis Team

September 2016

Annex A: Examples of commentary from quarterly crime statistics bulletin

Extract from statistical bulletin ‘Crime in England and Wales: year ending March 2016’; an example of the **existing commentary**, based primarily on number of incidents of crime.

Interpreting trends in violent crime

Main findings

Over the longer-term, levels of violent crime measured by the CSEW have shown substantial falls.

CSEW findings for the latest survey year, however, show no change in levels of violence compared with the previous survey year, although it is too early to say whether this represents a change in the long-term downward trend. [Research](#) from Cardiff University, based upon a survey of hospital emergency departments and walk-in centres in England and Wales, shows a similar trend in violence-related attendances for treatment.

There was a 27% increase in violence against the person offences recorded by the police in the latest year compared with the previous year and the latest figures represent the highest number recorded in a 12-month period since the introduction of the National Crime Recording Standard (NCRS) in April 2002.

Improvements in crime recording processes and practices by the police are thought to be the main drivers behind recent trends in violent against the person offences rather than a “real” increase in such offences. Furthermore, the expansion of the harassment category (a sub-category of “Violence without injury”) in April 2015 to include 2 additional offences that were previously non-notifiable, has also contributed to the rise. Further details are available under the sub-heading “Police recorded crime” within this section.

The police recorded 571 homicides in the latest year, 34 more than in the previous year, an increase of 6%. This is among the highest number of homicides recorded in any 12-month period over the last 5 years, however, over the longer-term, there has been a general downward trend in recorded homicides. The recording of homicides is not prone to changes in recording practice by the police.

Crime Survey for England and Wales

CSEW violence includes incidents with and without injury, covering both completed and attempted incidents.

Latest CSEW data showed there were an estimated 1.3 million incidents of violence experienced by adults aged 16 and over in the latest survey year; no change from the previous survey year (the apparent 3% fall was not statistically significant). There was an apparent 15% decrease in the sub-category of “violence with injury” and an apparent 9% increase in the sub-category of “violence without injury”, although neither of these changes were statistically significant (Figure 3).

The estimated number of CSEW violence incidents rose sharply through the early 1990s (peaking in 1995) and then fell steeply until the survey year ending March 2002. The underlying trend in violence between the survey year ending March 2002 and survey year ending March 2014 has been declining, but the last two survey years indicate a slowing rate of decline.

Around 2 in every 100 adults were a victim of CSEW violent crime in the latest survey year, compared with around 3 in 100 adults in the survey year ending March 2006 and 5 in 100 adults in 1995 (the peak year).

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Police recorded crime

Violent offences in police recorded data are referred to as “violence against the person” and include homicide, violence with injury and violence without injury. As with the CSEW, both actual and attempted assaults are included in the figures.

There was a 27% increase in the number of violence against the person offences recorded by the police in the latest year (up to 994,444) compared with the previous year. Improvements in crime recording practices and processes are thought to be a significant driver of this change.

The “violence without injury” sub-category showed an increase of 39% over the same period (up to 562,615 offences), while the “violence with injury” sub-category showed a smaller increase of 15% (up to 431,258 offences).

The increase in “violence without injury” is partially due to a 90% rise in harassment offences in the latest year compared with the previous year (up to 155,809 from 81,796). The rise in harassment is almost entirely the result of the expansion of this category in April 2015 to include 2 additional notifiable offences that were previously not included in the police recorded crime series. These are “Disclosure of private sexual photographs and films with the intent to cause distress or anxiety” and “Sending letters with intent to cause distress or anxiety”; the latter thought to account for around 95% of these newly added offences. Overall, the expansion of the harassment category is thought to account for around half of the increase in “violence without injury”¹⁶.

The increase in the “violence with injury” sub-category includes a 20% rise in the number of attempted murder offences (a volume increase of 114) in the latest year. Attempted murder has risen in 26 of the 44 police forces (including the British Transport Police) in England and Wales; these figures may also have been influenced by improvements in crime recording. Prior to the recent tightening of recording practices, it is possible that some police officers may have been applying Crown Prosecution Service charging standards (guidelines on what charges should be brought against suspects) when deciding what type of crime to record rather than basing the decision on the Home Office Counting Rules (HOCR), which require offences to be recorded in line with the criminal offence committed. Attempted murder is an important example of this potential issue, as offences may have previously been recorded (and charged) as another type of violent crime that is easier to prove in court, such as “assault with intent to cause serious harm”.

Every police force recorded a rise in violence in the latest year compared with the previous year. In percentage terms, the largest increase was reported by West Yorkshire Police, which recorded an additional 21,749 offences compared with the previous year (an increase of 76%, up to 50,264). Other large increases included Warwickshire Police (up 71%, to 8,387 offences), Northumbria Police (up 64%, to 21,678) and West Mercia Police (up 58%, to 22,932)

Mock-up example of **proposed commentary** giving greater prominence to rates

Interpreting trends in violent crime

Main findings

Over the longer term, levels of violent crime measured by both the Crime Survey for England and Wales (CSEW) and police recorded crime have shown substantial falls.

CSEW findings for the latest survey year (ending March 2016), however, show no change in levels of violence compared with the previous year, although it is too early to say whether this represents a change in the long-term downward trend. Research from Cardiff University based upon a survey of hospital emergency departments and walk-in centres shows a similar trend.

There was a 26% increase in the rate of violence against the person offences recorded by the police in the year ending March 2016 compared to the previous year and the latest figures represent the highest violence against the person offence rate since the introduction of the National Crime Recording Standard (NCRS) in the year ending March 2003.

However, improvements in crime recording processes by the police are thought to be the main driver of this change rather than a 'real' increase in violence against the person offences and recent changes in recording practice make interpreting trends difficult.

In the year ending March 2016, the police recorded 571 homicides, 34 more than in the previous year, which represents an increase of 6%. The recording of homicides is not prone to changes in recording practice by the police.

CSEW

CSEW violence includes incidents with and without injury, covering both completed and attempted incidents.

Latest CSEW estimates show the likelihood of being a victim of violence was 1.8% (equivalent to 824,000 adult victims) in the survey year ending March 2016; no change from the previous year (also 1.8%). The subcategories of 'violence with injury' (0.9%) and 'violence without injury' (0.9%) also showed no change when compared with the previous year.

The survey year ending March 2016 showed that there were an estimated 1.3 million incidents of violence experienced by adults aged 16 and over.

Looking at longer term trends, the estimated likelihood of being a victim of CSEW violence rose sharply through the early 1990s, (peaking at 4.8% in the year ending December 1995), then fell steeply until the year ending March 2002 survey (to 3.2%), returning to year ending December

1991 levels. The underlying trend in violence between the year ending March 2004 and year ending March 2014 surveys has been declining (likelihood of being a victim falling from 3.4% and 1.8%) but has levelled out in the last two survey years.

In the latest survey year adults were over a third less likely to be a victim of violence (2 in 100) than in the survey year ending March 2006 (3 in 100 adults) and over three-fifths less likely than the peak level in 1995 (5 in 100 adults).

...

Police recorded crime

Violent offences in police recorded data are referred to as 'violence against the person' and include homicide, violence with injury, and violence without injury. As with the CSEW, both actual and attempted assaults are included in the figures.

There was a 26% increase in the offence rate of violence against the person offences recorded by the police in the year ending March 2016 (17 per 1,000 population) with 994,444 offences recorded by the police. Improvements in crime recording processes by the police are thought to be the main driver of this change.

The 'violence without injury' subcategory showed an increase in the offence rate of 38% over the same period (up to 10 offences per 1,000 population), while the 'violence with injury' subcategory showed a smaller increase of 14% (up to 8 offences per 1,000 population).

The increase in 'violence without injury' is partially due to an 89% rise in the rate of harassment offences in the year ending March 2016. The rise in harassment is almost entirely the result of the expansion of this category in April 2015 to include 2 additional offences ('disclosure of private sexual photographs and films with the intent to cause distress or anxiety' and 'sending letters with intent to cause distress or anxiety') that were previously non-notifiable.

The increase in the 'violence with injury' category includes a 19% rise in the rate of attempted murder offences (an increase of 114 offences) in the year ending March 2016. Attempted murder has risen in 26 of the 44 police forces (including the British Transport Police) in England and Wales. Although consistent with the increase in homicide over the same period, figures for attempted murder may have been influenced by improvements in crime recording. Prior to the recent tightening of recording practices it is possible that some police officers may have been applying Crown Prosecution Service charging standards (guidelines on what charges should be brought against suspects) when deciding what type of crime to record rather than basing the decision on the Home Office Counting Rules (HOCR). Attempted murder is an important example of this potential issue as offences may have previously been recorded (and charged) as another type of violent crime that is easier to prove in court, such as 'wounding with intent'.

Every police force recorded a rise in violence in the year ending March 2016 compared with the previous year. In percentage terms, the largest rate increase was reported by West Yorkshire Police, which recorded an additional 10 offences per 1,000 population compared with the previous year (up to 22, an increase of 75%). Other large rate increases included Warwickshire

Police (up to 15 per 1,000 population, 70%), Northumbria Police (up to 15 offences per 1,000 population, 64%) and West Mercia Police (up to 18 offences per 1,000 population, 57%)

The existing format summary tables would continue to be used in the new format bulletin, though percentage changes would be based on rates rather than numbers:

Table 1a: CSEW incidence rates and numbers of incidents for year ending March 2016 and percentage change¹

England and Wales		Adults aged 16 and over/households				
Offence group ²	Apr '15 to Mar '16	April 2015 to March 2016 compared with:				
		Jan '95 to Dec '95	Apr '05 to Mar '06	Apr '10 to Mar '11	Apr '14 to Mar '15	
	Rate per 1,000 population ³	Number of incidents (thousands) ⁴	Number of incidents - percentage change and significance ⁵			
Violence	28	1,268	-67 *	-36 *	-33 *	-3
with injury	13	575	-75 *	-47 *	-47 *	-15
without injury	15	693	-56 *	-23 *	-16	9
Robbery	3	154	-55 *	-49 *	-36 *	73 *
Theft offences ⁶	..	3,704	-68 *	-35 *	-28 *	-8 *
Theft from the person	8	363	-47 *	-35 *	-34 *	-19
Other theft of personal property	17	764	-63 *	-34 *	-21 *	4
Unweighted base - number of adults	35,324					
Domestic burglary	29	701	-71 *	-32 *	-32 *	-11
in a dwelling	20	495	-72 *	-31 *	-33 *	-11
in a non-connected building to a dwelling	9	206	-68 *	-33 *	-30 *	-9
Other household theft	28	672	-57 *	-17 *	-28 *	-12 *
Unweighted base - number of households	35,248					
Vehicle-related theft	47	878	-79 *	-48 *	-25 *	-5
Unweighted base - number of vehicle owners	28,252					
Bicycle theft	26	327	-50 *	-22 *	-37 *	-14
Unweighted base - number of bicycle owners	16,811					
Criminal damage	50	1,209	-63 *	-54 *	-43 *	-9
Unweighted base - number of households	35,248					
ALL CSEW CRIME ⁶	..	6,334	-67 *	-40 *	-33 *	-6 *

Source: Crime Survey for England and Wales, Office for National Statistics

1. More detail on further years can be found in Appendix tables A1 and A2.

2. Section 5 of the [User Guide](#) provides more information about the crime types included in this table.

3. Rates for violence, robbery, theft from the person and other theft of personal property are quoted per 1,000 adults; rates for domestic burglary, other household theft, and criminal damage are quoted per 1,000 households; rates for vehicle-related theft and bicycle theft are quoted per 1,000 vehicle-owning and bicycle-owning households respectively.

4. Data may not sum to totals shown due to rounding.

5. Statistically significant change at the 5% level is indicated by an asterisk.

6. It is not possible to construct a rate for all theft offences or CSEW crime because rates for household offences are based on rates per household, and those for personal offences on rates per adult, and the two cannot be combined.

Table 1b: CSEW prevalence rates and numbers of victims for year ending March 2016 and percentage change¹

England and Wales		Adults aged 16 and over/households				
Offence group ²	Apr '15 to Mar '16		April 2015 to March 2016 compared with:			
	Percentage, victims once or more ³	Number of victims (thousands) ⁴	Jan '95 to Dec '95	Apr '05 to Mar '06	Apr '10 to Mar '11	Apr '14 to Mar '15
			Numbers of victims - percentage change and significance ⁵			
Violence	1.8	824	-57 *	-29 *	-31 *	1
with injury	0.9	417	-65 *	-39 *	-41 *	-3
without injury	0.9	430	-50 *	-20 *	-20 *	4
Robbery	0.3	127	-54 *	-45 *	-35 *	49
Theft offences ⁶	10.6	4,868	-62 *	-26 *	-25 *	-7 *
Theft from the person	0.7	338	-48 *	-34 *	-32 *	-17
Other theft of personal property	1.5	679	-59 *	-33 *	-20 *	7
Unweighted base - number of adults	35,324					
Domestic burglary	2.3	554	-69 *	-29 *	-32 *	-13 *
in a dwelling	1.6	385	-71 *	-30 *	-35 *	-15 *
in a non-connected building to a dwelling	0.7	176	-68 *	-29 *	-27 *	-9
Other household theft	2.3	551	-48 *	-8 *	-25 *	-9 *
Unweighted base - number of households	35,248					
Vehicle-related theft	4.0	748	-75 *	-43 *	-23 *	-2
Unweighted base - number of vehicle owners	28,252					
Bicycle theft	2.3	296	-47 *	-18 *	-32 *	-10
Unweighted base - number of bicycle owners	16,811					
Criminal damage	3.7	905	-57 *	-47 *	-36 *	-1
Unweighted base - number of households	35,248					
ALL CSEW CRIME ⁷	15.2	6,983	-57 *	-29 *	-26 *	-4

Source: Crime Survey for England and Wales, Office for National Statistics

1. More detail on further years can be found in Appendix tables A3 and A8.

2. Section 5 of the [User Guide](#) provides more information about the crime types included in this table.

3. Percentages for violence, robbery, theft from the person and other theft of personal property are quoted for adults; percentages for domestic burglary, other household theft, and criminal damage are quoted for households; percentages for vehicle-related theft and bicycle theft are quoted for vehicle-owning and bicycle-owning households respectively.

4. Where applicable, numbers in sub-categories will not sum to totals, because adults/households may have been a victim of more than one crime.

5. Statistically significant change at the 5% level is indicated by an asterisk.

6. This is the estimated percentage/number of adults who have been a victim of at least one personal theft crime or have been resident in a household that was a victim of at least one household theft crime.

7. This is the estimated percentage/number of adults who have been a victim of at least one personal crime or have been resident in a household that was a victim of at least one household crime.

Table 2: Police recorded crimes – rate, number and percentage change for year ending March 2016^{1,2,3}

England and Wales					
Offence group	Apr '15 to Mar '16		April 2015 to March 2016 compared with:		
	Rate per 1,000 population	Number of offences	Apr '05 to Mar '06	Apr '10 to Mar '11	Apr '14 to Mar '15
			Number of offences - percentage change		
VICTIM-BASED CRIME	60	3,451,940	-30	-4	9
Violence against the person offences	17	994,444	19	49	27
Homicide	0	571	-25	-11	6
Violence with injury ⁴	8	431,258	-21	17	15
Violence without injury ⁵	10	562,615	91	90	39
Sexual offences	2	106,378	76	97	21
Rape	1	35,798	148	125	22
Other sexual offences	1	70,580	54	86	20
Robbery offences	1	50,904	-48	-33	1
Robbery of business property	0	5,421	-38	-30	0
Robbery of personal property	1	45,483	-49	-34	1
Theft offences	31	1,760,305	-36	-16	0
Burglary	7	400,361	-38	-23	-3
Domestic burglary	3	193,773	-36	-25	-2
Non-domestic burglary	4	206,588	-40	-22	-4
Vehicle offences	6	366,715	-54	-18	4
Theft of a motor vehicle	1	82,047	-66	-30	8
Theft from a vehicle	4	239,082	-53	-24	1
Interfering with a motor vehicle	1	45,586	-36	52	19
Theft from the person	1	83,315	-33	-10	6
Bicycle theft	2	86,616	-23	-21	-7
Shoplifting	6	336,708	14	10	3
All other theft offences ⁶	8	486,590	-37	-22	-1
Criminal damage and arson	9	539,909	-54	-22	7
OTHER CRIMES AGAINST SOCIETY	8	441,007	-14	-8	9
Drug offences	3	147,557	-17	-37	-13
Trafficking of drugs	0	25,402	0	-21	-6
Possession of drugs	2	122,155	-20	-39	-15
Possession of weapons offences	0	25,502	-36	-3	16
Public order offences	4	204,616	-8	18	28
Miscellaneous crimes against society	1	63,332	-15	32	21
TOTAL FRAUD OFFENCES⁷	11	621,017	5
TOTAL RECORDED CRIME - ALL OFFENCES INCLUDING FRAUD⁷	79	4,513,964	-19	9	8

Source: Police recorded crime, Home Office

1. Police recorded crime data are not designated as National Statistics.

2. Police recorded crime statistics based on data from all 44 forces in England and Wales (including the British Transport Police).

3. Appendix tables A4 and A7 provide detailed footnotes and further years.

4. Includes attempted murder, intentional destruction of viable unborn child, causing death by dangerous driving/careless driving when under the influence of drink or drugs, more serious wounding or other act endangering life (including grievous bodily harm with and without intent), causing death by aggravated vehicle taking and less serious wounding offences.

5. Includes threat or conspiracy to murder, harassment, other offences against children and assault without injury (formerly common assault where there is no injury).

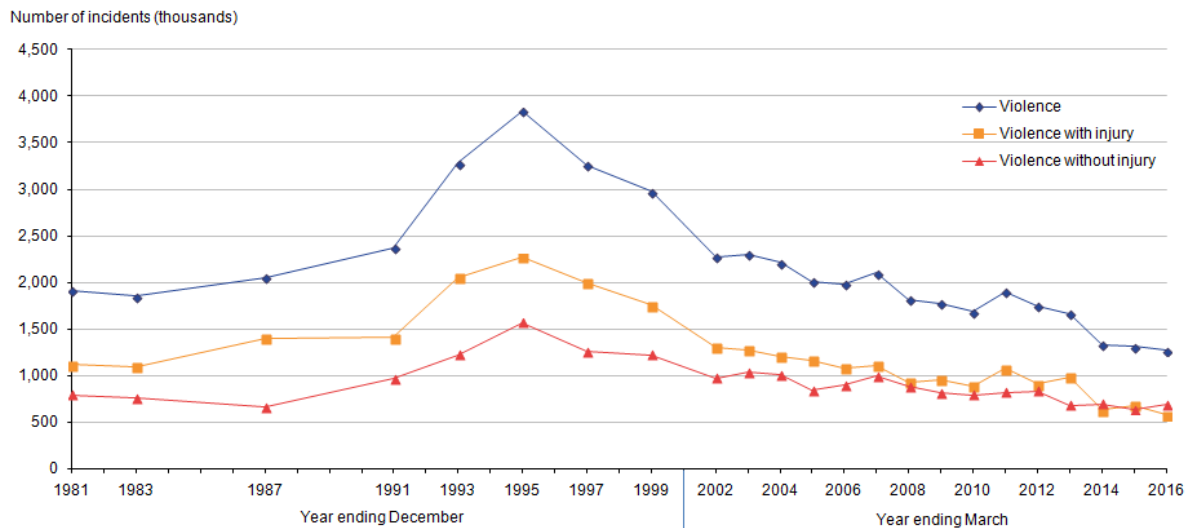
6. All other theft offences now includes all 'making off without payment' offences recorded since year ending March 2003. Making off without payment was previously included within the fraud offence group, but following a change in the classification for year ending March 2014, this change has been applied to previous years of data to give a consistent time series.

7. Total fraud offences cover crimes recorded by the National Fraud Intelligence Bureau via Action Fraud, Cifas and Financial Fraud Action UK. Action Fraud have taken over the recording of fraud offences on behalf of individual police forces. Percentage changes compared with earlier years are not presented, as fraud figures for year ending March 2006 and year ending March 2011 covered only those crimes recorded by individual police forces. Given the addition of new data sources, it is not possible to make direct comparisons with earlier years.

Annex B: Examples of existing and proposed bulletin charts

Existing – presenting estimated numbers of offences

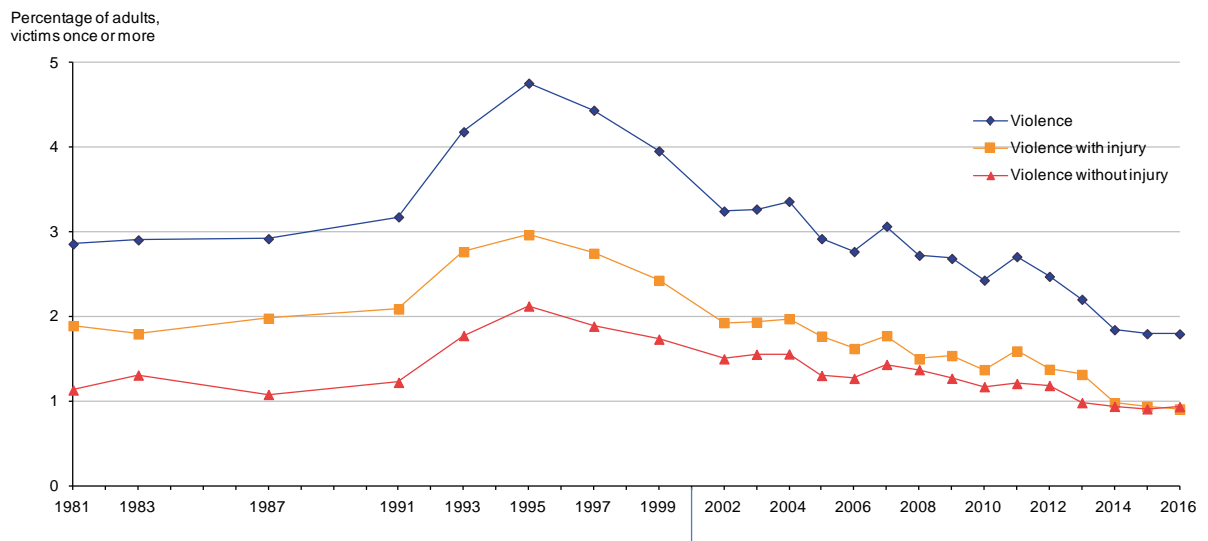
Figure 3: Trends in violence, Crime Survey for England and Wales, year ending December 1981 to year ending March 2016



Notes: 1. Prior to the year ending March 2002, CSEW respondents were asked about their experience of crime in the previous calendar year, so year-labels identify the year in which the crime took place. Following the change to continuous interviewing, respondents' experience of crime relates to the full 12 months prior to interview (that is, a moving reference period). Year-labels for the year ending March 2002 identify the CSEW year of interview.

Proposed – presenting estimated prevalence of victimisation

Figure 3: Trends in violence, Crime Survey for England and Wales year ending December 1981 to year ending March 2016



Notes: 1. Prior to the year ending March 2002, CSEW respondents were asked about their experience of crime in the previous calendar year, so year-labels identify the year in which the crime took place. Following the change to continuous interviewing, respondents' experience of crime relates to the full 12 months prior to interview (that is, a moving reference period). Year-labels for the year ending March 2002 identify the CSEW year of interview.

**NATIONAL STATISTICIAN'S
CRIME STATISTICS ADVISORY COMMITTEE**

Police Recording of Modern Slavery

NSCSAC(17) 2

Purpose/Issue

1. This paper is to advise the Committee on planned improvements to the police recording of crimes amounting to Modern Slavery.

Action

2. The Committee is invited to comment on the contents of this paper.

Background

3. Modern slavery is an international and largely hidden crime which the government has declared as a priority to tackle. The Modern Slavery Act 2015 established a range of new offences and updated a number of existing offences. The Act defined Modern Slavery as encompassing slavery, servitude, and forced or compulsory labour and human trafficking. The Act also established the role and functions of the Independent Anti-Slavery Commissioner. The first commissioner is Kevin Hyland.
4. Following the passing of the Act, a new classification was created within the Home Office Counting Rules for recorded crime to capture all recorded Modern Slavery offences and to allow them to be identified in the official statistics. Under the Act the commissioner must produce a strategic plan and an annual report both of which must be laid before parliament by the Home Secretary.
5. Any individual who comes to notice of any relevant agency (not just the police but also immigration, social services or charities such as the Salvation Army) as a victim, or possible, victim of Modern Slavery should be referred into, what is known as, the National Referral Mechanism (NRM) for assessment. The purpose of the NRM is to allow a decision to be made as to if the individual is actually a victim and to ensure that all relevant support services are in place. The NRM assessment will seek to establish, at an early stage, if there are positive reasonable grounds to indicate that the individual is subject of Modern Slavery. In some cases the referral will result in a decision that the individual is not a victim of Modern Slavery. The police may also come across potential victims themselves (in which case they refer them into the NRM).
6. During 2015/16 the Home Office updated the Counting Rules to provide that all referrals to police from the NRM should be recorded as crimes. However, in his annual report¹ published in October 2016 the Anti-Slavery Commissioner was critical of the police recording of reports of Modern Slavery. The Commissioner believed the direction to record all referrals as crime was not being consistently followed and he highlighted that whilst police had received 3,146 referrals only

¹https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/559571/IASC_Annual_Report_WebReadyFinal.pdf

884 crimes had been recorded. It is likely that some of this gap is explained by cases where the NRM assessment has not found positive reasonable grounds to support the claim and that Modern Slavery is not made out.

7. Whilst the HOCR provide that all referrals made or received by police should be recorded as crimes it is apparent that there are a large number of referrals where it cannot be established at an early stage that any Modern Slavery crime is present. For example, a person may be trafficked into, say Belgium, held in servitude there but manage to escape and then enter the UK illegally. Having been detected here the person becomes subject of a referral into the NRM. Whilst they need all the relevant support there is no Modern Slavery criminality in the UK and thus to require a crime to be recorded is not appropriate. Some FCRs have questioned whether forces receive all referrals. In some cases whilst a referral may, at the outset, appear to be one with Modern Slavery criminality in the UK after assessment through the NRM it is established there is none.

Future Recording and National Triage Centre

8. A significant improvement in the management of referrals is being introduced. This, in turn, will help to ensure that referrals that are crimes are recorded. Commencing in the spring of this year (2017) a national triage centre will be established. This will be a police run and lead operation staffed by specialist officers and with their own Crime Registrar.
9. All referrals into and out of the NRM that encompass historic, duty to notify and referrals with no apparent UK crime footprint will be passed to the triage centre where decisions on the criminality in respect of Modern Slavery will be made. Where such criminality is apparent the reports will be sent onto the relevant force that will then be required to record all of them as crimes without exception. Forces will continue to receive referrals directly from the NRM (and can make referral into the NRM) where the assessment has already concluded there are reasonable positive grounds to establish UK based criminality. Forces will then be required to record all referrals they receive as crimes. This arrangement will deliver the improvements needed to ensure the resulting statistics are more robust and transparent. As well as the crimes recorded by the forces the triage centre will hold data on the total numbers of referrals and the explanations as to why some had not been sent onto forces.

Steve Bond
National Crime Registrar
9 January 2017

Proposal to change the presentation of Violence against the person offences in police recorded crime statistics

NSCASC(17)3

Purpose

1. This paper sets out proposals for possible changes to the presentation of police recorded crime statistics that currently fall within the category of 'Violence against the person'.
2. The Committee are asked to provide advice to the Office for National Statistics (ONS) on the proposed options.

Background

3. Official Statistics on police recorded crime cover approximately 1,500 notifiable criminal offences, collated under 127 crime classifications. When they are published these are grouped into ten high level categories according to the broad type of offence. Categories include, for example, Violence against the person, Sexual offences, Theft offences, and Fraud offences.
4. The Violence against the person category has for a long time given rise to presentational challenges related to the broad range of offences it covers. Alongside offences of physical violence (ranging from Homicide to Assault without Injury) the category has always included offences that involve no physical violence, such as Harassment and Stalking (Annex A provides a full list of Violence against the person offences). Further, offences at the more serious end of the spectrum tend to be lower in volume but are more likely to be those that are most associated with the term "violent crime" by members of the public.
5. In 2012 the Committee advised on previous changes to the presentation of the Violence against the person category, as part of a broader review of the presentation of police recorded crime statistics. The revised classification split recorded crime into two broad groups: 'Victim-based crime' and 'Other crimes against society' (where there is no direct victim). As a consequence, a number of crime classifications that previously sat within Violence against the person were moved into other offence categories within the new 'Other crimes against society' category (principally Public order offences, and Possession of weapons). This change resulted in a net reduction in the volume of offences recorded as Violence against the person. In addition to extensive consultation with users, to help in handling the successful implementation of this change (and following the Committee's advice), a methodological report was released giving details the changes, and presenting a consistent back series for both old and new classifications to make the effect of this change transparent to users. Clear rationale for the changes was also communicated to journalists attending the annual media briefing in July 2013.
6. More recent developments have led to questions regarding whether the current Violence against the person category should be reviewed again. In April 2015 the offence of sending a malicious communication became a notifiable offence following a change in the law. The offence was added to the Home Office Counting Rules (HOCR) within the Harassment classification (8L). At the same time the new offence of 'Disclosing private sexual images with intent to cause distress' (otherwise referred to as revenge porn) also became part of the Harassment classification. As anticipated, the

addition of these two new offences led to significant rise in numbers of Harassment offences recorded (which nearly doubled) and in turn to a noticeable rise in Violence without Injury, within which Harassment resides.

7. At the September 2016 meeting, the regular update from the National Crime Registrar (CSAC(16)10) included details of a proposal to create a new classification within the HOCR for Malicious Communications, thus disaggregating them from Harassment. The proposal was endorsed by the National Crime Recording Standard Steering Group (NCRSSG) who agreed that it would improve transparency of the statistics. The Group advised that there should be discussions with NSCSAC concerning how this new malicious communications classification is presented; in particular, whether these offences should continue to sit within 'Violence against the person' or whether they should sit elsewhere. ONS agreed to take this forward and this paper sets out some options for the future presentation of these offence classifications.

Options for consideration

8. We are seeking views on three options. None of these would have any effect on the total number of crimes recorded nor would they require any further changes to the HOCR; they are only changes to the presentation of the categories used or the names of categories.
 - **Option 1:** Create a new group of offences sitting outside of 'Violence against the person' to contain offences of Harassment and Stalking. Also, rename the existing 'violence without injury' sub category 'violence without injury and non-physical abuse'
 - **Option 2:** Maintain the existing grouping of offences, and change the heading to 'Violence against the person and non-physical abuse'
 - **Option 3:** Maintain the status quo; keeping the existing grouping of offences under the heading 'Violence against the person'
9. **Option 1** would represent the most substantial change to the presentation of the statistics, by separating out offence classifications into a new grouping of 'Harassment and stalking'. This grouping would include the new offence classification of Malicious communications. The proposed sub-division of offences is set out in full in Annex B.
10. **Option 2** maintains the existing grouping of offences, but simply re-labels the category under a new heading of 'Violence against the person and non-physical abuse' to better reflect the inclusion of offences involving no physical violence.
11. **Option 3** is simply to maintain the existing Violence against the person group of offences (as shown in Annex A) and to add the new offence classifications of Malicious communications, accepting that this group covers a broad spectrum of offences.
12. Option 1 has the main advantage that it helps in addressing the issue that the existing 'Violence against the person' heading could mislead through not accurately describing the coverage of offences involving no physical violence. It would also give greater prominence to Harassment and Stalking by separating it out from other offences. Since it would involve the most substantial change to the existing presentation, of the three, option 1 would require the most resources to implement the change in presentation. It would also be the most resource intensive option in terms of managing the broader implications of the change; such as the production of a revised back series and working with stakeholders such as the Ministry of Justice and Home Office so that other statistical presentations could be based on the same classification to ensure coherence for users

of crime and criminal justice statistics. It would also require some modification of police force systems though we understand that this should not be challenging and we think the change will be welcomed.

13. Option 1 also carries the risk that moving offences out of 'Violence against the person' (at a time when police recorded violent crime has been rising) may be interpreted as a politically motivated move to reduce the volume of recorded violent crime. However, this is a handling issue and ONS has previously successfully managed similar risks before (for example, the previous classification change covered in paragraph 5).
14. Options 2 and 3 have the advantage of relative simplicity and ease of implementation compared with option 1 (though 2 would require some work with stakeholders on consistent naming of categories).

Mark Bangs and Emma Wright

Crime Statistics and Analysis Team, ONS

Annex A: Existing categorisation of Violence against the person offences recorded by the police (data show crimes recorded in the year ending June 2016)

VIOLENCE AGAINST THE PERSON		
Homicide		681
1	Murder	} 681
4.1	Manslaughter	
4.10	Corporate manslaughter	
4.2	Infanticide	
Violence with injury		439,146
2	Attempted murder	723
4.3	Intentional destruction of viable unborn child	10
4.4	Causing death or serious injury by dangerous driving	470
4.6	Causing death by careless driving when under the influence of drink or drugs	26
4.8	Causing death by careless or inconsiderate driving	107
4.4/6/8	Causing death by dangerous or careless driving	..
5	More serious wounding or other act endangering life	..
5A	Wounding	..
5B	Use of substance or object to endanger life	..
5C	Possession of items to endanger life	..
5D	Assault with intent to cause serious harm	23,617
5E	Endangering life	1,401
6	Endangering railway passengers	..
7	Endangering life at sea	..
8F	Inflicting grievous bodily harm (GBH) without intent	1
8H	Racially or religiously aggravated inflicting GBH without intent	..
37.1	Causing death by aggravated vehicle taking	11
4.7	Causing or allowing death or serious physical harm of child or vulnerable person	31
4.9	Causing death by driving: unlicensed or disqualified or uninsured drivers	16
8A	Other wounding	..
8G	Actual bodily harm (ABH) and other injury	..
8D	Racially or religiously aggravated other wounding	..
8J	Racially or religiously aggravated ABH or other injury	..
8K	Poisoning or female genital mutilation	..
8N	Assault with injury	409,763
8P	Racially or religiously aggravated assault with injury	2,970
Violence without injury		595,335
3	Threat or conspiracy to murder	..
3A	Conspiracy to murder	52
3B	Threats to kill	18,719
8L	Harassment	172,960
8M	Racially or religiously aggravated harassment	1,818
8Q	Stalking	4,168
11	Cruelty to and neglect of children	..
11A	Cruelty to children/young persons	13,935
12	Abandoning a child under the age of two years	..
13	Child abduction	1,047
14	Procuring illegal abortion	8
36	Kidnapping	3,213
104	Assault without injury on a constable	15,744

105A	Assault without Injury	357,054
105B	Racially or religiously aggravated assault without injury	5,589
106	Modern Slavery	1,028
TOTAL VIOLENCE AGAINST THE PERSON		1,035,162

.. Represents crime classifications that are no longer used as they have been replaced by new classifications. Back series data for the period before each of these was superceded will still be presented against these old classifications.

Annex B: Proposed new categorisation of offences as outlined in Option 1 (data show crimes recorded in the year ending June 2016)

VIOLENCE AGAINST THE PERSON

Homicide (unchanged)		681
1	Murder	} 681
4.1	Manslaughter	
4.10	Corporate manslaughter	
4.2	Infanticide	
Violence with injury (unchanged)		439,146
2	Attempted murder	723
4.3	Intentional destruction of viable unborn child	10
4.4	Causing death or serious injury by dangerous driving	470
4.6	Causing death by careless driving when under the influence of drink or drugs	26
4.8	Causing death by careless or inconsiderate driving	107
4.4/6/8	Causing death by dangerous or careless driving	..
5	More serious wounding or other act endangering life	..
5A	Wounding	..
5B	Use of substance or object to endanger life	..
5C	Possession of items to endanger life	..
5D	Assault with intent to cause serious harm	23,617
5E	Endangering life	1,401
6	Endangering railway passengers	..
7	Endangering life at sea	..
8F	Inflicting grievous bodily harm (GBH) without intent	1
8H	Racially or religiously aggravated inflicting GBH without intent	..
37.1	Causing death by aggravated vehicle taking	11
4.7	Causing or allowing death or serious physical harm of child or vulnerable person	31
4.9	Causing death by driving: unlicensed or disqualified or uninsured drivers	16
8A	Other wounding	..
8G	Actual bodily harm (ABH) and other injury	..
8D	Racially or religiously aggravated other wounding	..
8J	Racially or religiously aggravated ABH or other injury	..
8K	Poisoning or female genital mutilation	..
8N	Assault with injury	409,763
8P	Racially or religiously aggravated assault with injury	2,970
Violence without injury and non-physical abuse		416,389
3	Threat or conspiracy to murder	..
3A	Conspiracy to murder	52
3B	Threats to kill	18,719
11	Cruelty to and neglect of children	..
11A	Cruelty to children/young persons	13,935
12	Abandoning a child under the age of two years	..
13	Child abduction	1,047
14	Procuring illegal abortion	8
36	Kidnapping	3,213
104	Assault without injury on a constable	15,744
105A	Assault without Injury	357,054

105B	Racially or religiously aggravated assault without injury	5,589
106	Modern Slavery	1,028
TOTAL VIOLENCE AGAINST THE PERSON		855,535

HARASSMENT AND STALKING

8L	Harassment	172,960
8M	Racially or religiously aggravated harassment	1,818
8Q	Stalking	4,168
	Malicious communications	[Within 8L]

TOTAL HARASSMENT AND STALKING

178,946

.. Represents crime classifications that are no longer used as they have been replaced by new classifications. Back series data (for the period before each of these was superseded) will still be presented against these old classifications.

CRIME STATISTICS ADVISORY COMMITTEE

Report of National Crime Registrar

NSCSAC(17) 5

Purpose/Issue

1. This paper is the regular report to the Committee from the National Crime Registrar. These reports are intended to either outline any proposed changes to the Home Office Counting Rules (HOCR) in detail where the committee's advice is sought or to inform the committee of non-significant changes for information. These reports have also been used to inform members of other developments that may impact on the quality of crime recording.

Action

2. There is one further revision to the HOCR planned for April 2017 in addition to those included in my report to the committee in my last report and as set out below. The Committee is invited to note the contents of this paper.

Background

3. In establishing the Crime Statistics Advisory Committee to give independent advice on proposed changes to the Home Office Counting Rules for police recorded crime it was agreed that the National Crime Registrar (NCR) had delegated authority to determine, in agreement with the Chair, whether changes proposed to the HOCR were significant enough that they required referral to the committee for consideration prior to implementation. It was agreed that more minor changes would be reported for information only.

Crime Recording Strategic Steering Group

4. The National Crime Recording Strategic Steering group (NCRSSG) has met once since the last meeting of the committee, in October 2016. The SSG continued to focus on their oversight of Home Office actions in relation to the ONS re-designation project (some of which may continue after re-assessment) and has considered and endorsed all proposals for revisions to the HOCR for 2017.

Recording of Assaults on Police Officers

5. Ministers have agreed that a new crime classification should be added to the HOCR from April 2017 to identify assaults with injury on police officers (including PCSOs). Currently such assaults may be recorded within the broader existing assault with injury category. This decision is partly in recognition of growing concerns around the number and extent of such assaults and will thus provide much improved data. Whilst the change represents a disaggregation of the current statistics rather than an additional data source it is possible that the number of assaults recorded may rise as officers are encouraged to report and record these crimes.

Training for Force Crime Registrars

6. The committee has previously expressed a close interest in the plans for formal training and accreditation for registrars. Since the last meeting of the committee the College has set out plans for courses in 2017 with two now scheduled (February and September) to provide for training for new staff as part of business as usual. The College continues to consider training for the wider community involved in crime recording.

Force Crime Registrar Conference

7. The Home Office hosted a two day conference for crime registrars during November 2016. This was the third such annual conference and was attended by registrars and their teams from all 43 forces as well as the PSNI and BTP. The agenda included a keynote address by Sir Matt Baggott (former chief constable in Leicester and Northern Ireland) on behalf of the Independent Anti-Slavery Commissioner and from Chief Constable Farrar as the national lead. The conference heard in detail from HMIC on the emerging findings from their crime data inspection programme and held workshop sessions on the future approaches to incident recording. The event was very well received with positive feedback. It remains the only occasion where all registrars are able to come together to network and share their concerns and experiences.

Steve Bond
National Crime Registrar
4 January 2017

Issue	Key Points	Timeframe	Latest Developments	Next Steps
<p>Accuracy of police recorded crime data</p>	<ul style="list-style-type: none"> • Accumulation of evidence that police recorded crime led the UK Statistics Authority to withdraw National Statistics designation in January 2014. • HMIC inspection of Crime Data Integrity (published November 2014) found unacceptable level of under-recording of crime, particularly violent and sexual offences. • Widely accepted that police recorded crime will never be a good measure of “total crime” but accurate data critical in enabling police efficiency and effectiveness; ensuring victims received the service they require; and enable democratic accountability. • HMIC started new programme of rolling inspections with first force visited in April 2016. This on-going programme will see all 43 forces inspected over 4 years. 	<p>Ongoing</p>	<ul style="list-style-type: none"> • Signs of significant improvement in crime recording processes. • ONS PRC re-designation board (Stephen Shute is NSCSAC representative) met in October to review and recommended draft evidence pack prepared by ONS. • HMIC released the results of the first 3 force inspections in August 2016 showing that, while improvements since 2014 evident, there appears to be continued inconsistency across the forces inspected to date. • The UK Statistics Authority’s Office for Statistics Regulation (OSR) has restored National Statistics designation to the Home Office Homicide Index.¹ 	<ul style="list-style-type: none"> • ONS to document improvements in police recorded crime and publish in early 2017 (following next set of HMIC inspections) and update OSR on their view of the reliability of police recorded crime data. • HMIC to provide national summary based on results of first 10 audits in their annual State of Policing Report in February 2017.
<p>Crime recording training</p>	<ul style="list-style-type: none"> • Lack of awareness of the Home Office Counting Rules (HO CR) for recorded crime 	<p>Ongoing</p>	<ul style="list-style-type: none"> • National Policing lead for Crime Statistics confirmed at the September 2016 NSCSAC meeting 	<ul style="list-style-type: none"> • NSCSAC to maintain a watching brief.

¹ <https://www.statisticsauthority.gov.uk/wp-content/uploads/2016/12/Letter-of-Confirmation-as-National-Statistics-Assessment-Report-268.pdf>

Issue	Key Points	Timeframe	Latest Developments	Next Steps
	<p>has been found to be one of the key reasons why reports of crime are not recorded correctly</p> <ul style="list-style-type: none"> • HMIC's 2014 Crime Data Integrity inspection report recommended the need for training for all those involved in crime recording – echoing the view of NSCSAC • The College of Policing have developed and delivered a successful training programme for Force Crime Registrars • Training for others involved in crime recording is planned but not yet developed 		<p>that Farrar reported that the College of Policing had now accepted the need for wider training on the NRCS/HOCR for other parts of the policing family (beyond Force Crime Registrars) involved in crime recording and are starting to scope how this can be taken forward.</p>	
<p>Coverage of fraud and cyber-crime in the official statistics</p>	<ul style="list-style-type: none"> • Concern that CSEW and PRC have failed to keep up to date with changing nature of crime and not up to the job of informing society's response to it. • Predecessor committee supported proposals to extend scope of police recorded fraud to cover reports to the National Fraud Intelligence Bureau from industry bodies to provide a fuller picture and extend the CSEW to both fraud and some elements of cyber-crime. • Remains issue that significant 	<p>Ongoing</p>	<ul style="list-style-type: none"> • Improvements to administrative and survey data on fraud have been made and new questions on fraud and cyber-crime were added to the CSEW on 1st October 2015. • ONS to release first annual estimates from new questions added to the survey in January 2017. 	<ul style="list-style-type: none"> • ONS will continue to release updates of the experimental statistics in future quarterly bulletins with first annual comparisons available in January 2018.

Issue	Key Points	Timeframe	Latest Developments	Next Steps
	<p>volume of fraud and cyber-crime experienced by private and public sector bodies will not be captured by existing sources.</p>			
<p>Measurement of repeat victimisation</p>	<ul style="list-style-type: none"> • Criticism that the current approach on the CSEW to dealing with repeat victimisation masks high level repeat victimisation experienced by some victims and risked giving a misleading view of the differential experience of male and female victims. • ONS established a project to review the current methodology for dealing with high frequency repeat victimisation and carried out user consultation during 2016. 	<p>Ongoing</p>	<ul style="list-style-type: none"> • Following user consultation and discussion at September 2016 NSCSAC meeting, ONS announced its intention to change the methodology for estimating repeat victimisation in November 2016. 	<ul style="list-style-type: none"> • ONS working up implementation timetable including production of time series on new basis.
<p>Child abuse data</p>	<ul style="list-style-type: none"> • Evidence base on the scale and trends in child abuse weak and not well covered by existing official statistics. • At UKSA Better Statistics, Better Decisions event on crime statistics in June 2015, there was a call for a specific victim survey on child abuse to become part of the suite of official statistics on crime. • TFG has been established to map child abuse data to identify existing sources which 	<p>Ongoing</p>	<ul style="list-style-type: none"> • ONS published first results in August 2016 from new questions added to 2015/16 CSEW self-completion module on non-recent child abuse. • Interim report from TFG discussed at the September 2016 NSCSAC meeting and work ongoing to move to a final report. 	<ul style="list-style-type: none"> • Final report from TFG to be produced by May 2017.

Issue	Key Points	Timeframe	Latest Developments	Next Steps
	<p>have potential to be included within the official statistics on crime. The TFG will also identify obvious gaps and make suggestions for how they can be filled.</p>			
Crime Index	<ul style="list-style-type: none"> • Summing individual offences into a police recorded crime total takes no account of the crime mix. Case has been made that a weighted index which takes account of seriousness of crime would provide a more helpful measure for the police and decision makers. • NSCSAC Task & Finish Group was established to review work being taken forward by ONS to explore the feasibility of incorporating a crime severity index as part of the official statistics. 	Ongoing	<ul style="list-style-type: none"> • Following discussion at May 2016 NSCSAC meeting, ONS published a research report on the development of a Crime Severity Score² in November 2016 to seek user feedback. 	<ul style="list-style-type: none"> • ONS holding a workshop in February 2017 with police force analysts (currently 60 people registered an interest in attending). • ONS will be compiling feedback from users in February and bringing the issue back to NSCSAC in due course.
Extending the official statistics on police recorded crime to cover more detail of the nature/circumstances of the offences	<ul style="list-style-type: none"> • User demand for more detailed breakdowns of police recorded crime. This was highlighted as weaknesses in relation to both domestic violence and child abuse. • Official statistics are currently restricted to aggregate counts 	Short term	<ul style="list-style-type: none"> • 35 forces now live on the Home Office Data Hub (HODH) and work being undertaken to resolve known issues with the others. • This will provide valuable breakdowns such as age/sex of victim and victim/offender relationships. 	<ul style="list-style-type: none"> • Work continuing to resolve problems with non-live forces and to improve data quality. • ONS and HO statisticians continue to explore opportunities to make use of available data to improve the official statistics.

²<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/researchoutputsdevelopingacrimeseverityscoreforenglandandwalesusingdataoncrimerecordedbythepolice/2016-11-29>

Issue	Key Points	Timeframe	Latest Developments	Next Steps
	<p>of offences and necessary for users to make Fof requests to forces in order to obtain basic information.</p>			
<p>Improve communication and presentation of crime statistics</p>	<ul style="list-style-type: none"> • ONS are working to improve the presentation and communication of their quarterly crime statistics. 	<p>Ongoing</p>	<ul style="list-style-type: none"> • As a first step the statistical bulletin has been shortened from 100 to 40 pages to make the main findings more accessible. • ONS made proposals to move away from simple focus on volumes of crimes to include more reference to rates and describing the distribution of crime victimisation to better inform the public and decision makers. 	<ul style="list-style-type: none"> • Issue to be discussed at the January 2017 NSCSAC meeting.
<p>Improved measures of police performance</p>	<ul style="list-style-type: none"> • Recorded crime an inadequate measure of broader demand on the police. • The National Standard for Incident Recording (NSIR) could be incorporated within a common framework alongside the National Crime Recording Standard (NCRS). 	<p>Medium term</p>	<ul style="list-style-type: none"> • Discussions being held within the Police Service/College of Policing about developing better metrics. • Letter sent from Chair of NSCSAC to National Statistician (March 2016) supporting proposal in Curtis review that HO should take back ownership of NSIR, review it and incorporate alongside NCRS. In turn, National Statistician advised the Home Secretary on the benefits of this recommendation. • Home Secretary responded to National Statistician and work ongoing to address this issue. 	<ul style="list-style-type: none"> • NSCSAC to maintain a watching brief.
<p>Perceived tension between crime recording standards relating to sexual offences (e.g.</p>	<ul style="list-style-type: none"> • There has been recent revived media interest in the perceived tension between the crime recording rules and the 	<p>Medium term</p>	<ul style="list-style-type: none"> • The National Police Chiefs Council was reported, in the media, to be developing new guidelines on how to handle this issue. The existing NPCC 	<ul style="list-style-type: none"> • Issue to be added to the agenda for discussion at a future NSCSAC meeting.

Issue	Key Points	Timeframe	Latest Developments	Next Steps
sexting) and “criminalising” of children	<p>possible “criminalising” of children engaged in sexting (i.e. the sending and receiving sexually explicit messages, primarily between mobile phones). Some of the media reporting could serve to undermine public trust in crime statistics.</p> <ul style="list-style-type: none"> In part, this is due to a misunderstanding of the difference between the requirement within the Home Office Counting Rules to record an offence (committed under Protection of Children Act 1978) and guidance around possible future disclosure of the offence (e.g. during a criminal record check). There is also misunderstanding as to what “criminalising” means. There is an absence of hard evidence as to the reality of this in practice, for example there is no data that shows how many, if any, children, have been subject of formal criminal action (charge/caution) as a consequence. 		position was set out by the lead, CC Olivia Pinkney, in September 2015. ³	
Joining up crime and	<ul style="list-style-type: none"> There was also criticism that a 	Longer term	<ul style="list-style-type: none"> HO, MoJ and ONS have collaborated 	<ul style="list-style-type: none"> Longer term ambition could be to

³ <http://news.npcc.police.uk/releases/sexting-and-social-media-police-will-always-try-to-avoid-criminalising-young-people>

Issue	Key Points	Timeframe	Latest Developments	Next Steps
criminal justice statistics	lack of a common definitional framework across the crime and the criminal justice system makes it difficult for users.		<p>successfully in the past in production of compendium publications which join up their statistics, e.g. Sexual Offending, Race and the CJS.</p> <ul style="list-style-type: none"> • Work ongoing to develop a systems diagram helping guide users through the labyrinth of crime and justice statistics. 	use linked up data sets to enhance or replace existing official statistics outputs.
Utilizing new sources of data (e.g. from other crime agencies, private sector & Big Data)	<ul style="list-style-type: none"> • The official statistics on crime published by ONS do not include crimes dealt with by agencies other than the territorial police forces (e.g. National Crime Agency and the UK Border Force) • Private sector could provide much more data on crime (e.g. private security firms may help with cyber-time). • Big Data may have the potential to improve crime statistics. 	Longer term	<ul style="list-style-type: none"> • Work not actively being progressed at this time. 	<ul style="list-style-type: none"> • NSCSAC to establish a Task & Finish Group in 2017 to scope out possible work.