

CRIME STATISTICS ADVISORY COMMITTEE

Agenda

**Monday 19th December 2011, Meeting Room 3, Drummond Gate, London,
(Tea/coffee at 14:00 for 14:30 start)**

Attendees:

David Blunt	Home Office
Steve Bond	Home Office
Professor Allan Brimicombe	University of East London
Kathryn Chamberlain	Welsh Government
Giselle Cory	Victim Support
Tricia Dodd (items 5 & 7 only)	Office for National Statistics
Guy Goodwin	Office for National Statistics
Alun Gwilt (Secretariat)	National Statistician's Office
Professor Mike Hough	Institute for Criminal Policy Research, School of Law, Birkbeck
Christine Lawrie	Former Chief Executive, Probation Association
Professor Michael Levi	Cardiff University
Professor Chris G Lewis	University of Portsmouth
Kieron Mahony (Secretariat)	National Statistician's Office
Jil Matheson	National Statistician
Patricia Mayhew	Independent criminological consultant
Sir Denis O'Connor	Her Majesty's Inspectorate of Constabulary
Douglas Paxton	Association of Chief Police Officers
Jaee Samant	Home Office
Professor Stephen Shute (Chair)	University of Sussex
Alison Walker (For Iain Bell)	Ministry of Justice

Agenda Item No.	Timings	Independent Crime Statistics Advisory Committee		
1.	14:30 – 14:50	Welcome		<i>Welcome and Introduction / Tour de table</i> • Stephen Shute
2.	14:50 – 15:00	Item for approval	Paper No. CSAC(11)01	<i>Terms of Reference and Code of Practice</i> • Kieron Mahony
3.	15:00 – 15:10	Items for discussion	Paper No. CSAC(11)02	<i>Technical Working Group</i> • Kieron Mahony
4.	15:10 – 15:45		Paper No. CSAC(11)03	<i>Changes to Police Recorded Crime Classifications and Categories</i> • David Blunt
5.	15:45 – 16:00		Paper No. CSAC(11)04	<i>Future Work Programme</i> • Tricia Dodd
6.	16:00 – 16:10		Paper No. CSAC(11)05	<i>National Crime Registrar Report</i> • Steve Bond
7.	16:10 – 16:20		Item for Information		Verbal update on the transfer of crime statistics from Home Office to Office for National Statistics • Tricia Dodd
8.	16:20 – 16:30	Any other business		<i>i) Biographies for the website</i> <i>ii) Dates for meetings in 2012</i> • Stephen Shute

CRIME STATISTICS ADVISORY COMMITTEE

Proposal for Technical Working Group

Purpose

1. The purpose of this paper is to gain Committee members' views on the proposal for a Technical Working Group to support the Crime Statistics Advisory Committee (CSAC).

Action

2. The Committee is invited to consider the proposal to establish a Technical Working Group to support its work, and, if in favour, to comment on its suggested role.

Background

3. As set out in the (draft) terms of reference (TOR) (CSAC(11)01) the role of the Committee is to advise the Home Secretary, the Office for National Statistics (ONS) and Her Majesty's Inspectorate of Constabulary (HMIC) on how best to ensure that official statistics on crime for England and Wales are accurate, clearly presented, comprehensive, transparent and trustworthy taking into account the needs of users and providers.

4. The role of the Committee includes:

- Advising on changes in the coverage, definitions, classifications or methodologies underpinning crime statistics for England and Wales from both the British Crime Survey (BCS) and police recorded crime;
- Advising the Home Secretary on: the statistical implications of any changes to the Home Office Counting Rules (HOCR) and the National Crime Recording Standard (NCRS); and on any changes to the crime statistics data requirement to feed into the Annual Data Requirement (ADR) on the police;
- Advising ONS on the handling and presentation of changes in published series;
- Advising HMIC on the statistical and quality requirements for police recorded crime in relation to their audit programme;
- Considering new proposals for research on improvements to the coverage and/or methodology of crime statistics.

5. The Committee's draft TOR already specify that the Home Office National Crime Registrar (NCR) has delegated authority to determine whether proposed changes to the HOCR or NCRS are significant enough to require referral to the Committee for consideration prior to implementation. There can be numerous amendments made to the HOCR throughout the year - for example, simple

clarifications, which should not take up Committee time. Similarly there can be small changes made to BCS questions that would not need Committee attention.

Proposed Crime Statistics Technical Working Group

6. A Crime Statistics Technical Working Group (TWG) would:
 - consist of a small focused group of experts;
 - assist the NCR in decisions on changes to the HOCR/NCRS, and ONS in decisions on changes to BCS definitions/questions to bring to the attention of the Committee;
 - filter proposals and recommendations to the Committee in order to support it in its roles listed above;
 - take forward tasks remitted to it by the Committee;
 - be chaired by the ONS Deputy Director with responsibility for compilation and publication of crime statistics.

7. Membership would be for example:
 - ONS – Executive Director with responsibility for compilation and publication of crime statistics; methodological expert as appropriate
 - HO - Programme Director responsible for collection of police recorded crime; the NCR
 - HMIC representative
 - External expert.

8. If the Committee favours this proposal the Secretariat will develop Terms of Reference and membership with a view to establishing a TWG in early 2012.

**CSAC Secretariat
National Statistician's Office
November 2011**

CRIME STATISTICS ADVISORY COMMITTEE

Changes to police recorded crime classifications and categories

Purpose

1. Discussion of possible changes to the way recorded crime data are collected from the police and presented in National Statistics outputs from April 2012.

Action

2. The Committee is invited to:
 - Consider the proposed changes set out in the consultation paper at Annex A;
 - Consider early responses to the consultation paper set out at Annex B¹;
 - Make preliminary recommendations to the Home Secretary (regarding changes to data collection) and to the Office for National Statistics (regarding changes to data presentation) as to whether the proposals should be implemented from April 2012, either in whole, in part or not at all.

Background

3. The Home Secretary commissioned the National Statistician to undertake an independent review of crime statistics for England and Wales in December 2010. The terms of reference included a request for her to consider "*whether or not the categories of notifiable offences for police recorded crime reported in the national statistics can be sensibly rationalised without reducing public trust or damaging transparency*". The backdrop to this was concern that the existing classifications were overly complex and burdensome on the police.
4. The National Statistician concluded that there may be some scope to reduce the number of crime categories used for the reporting and collection of police recorded crime. She also felt there was a need to consider how some offences currently excluded from notifiable crime might be better reflected in published crime statistics. Initial steps were taken to address this second point by the inclusion of non-notifiable crime (based on court statistics) and incidents of ASB (recorded by the police) in the annual crime statistics for 2010/11, produced by the Home Office in July 2011. Further work is on-going as part of the planned transfer of the publication of crime statistics to the ONS from 1 April 2012 and the committee will be asked for views on proposals in this area at a later date.

¹ The committee will be provided with a final report on all responses shortly after the formal consultation period ends on 12 January 2012.

5. The National Statistician also stated that any change must be managed and introduced in a controlled and transparent way and that detailed consideration should be given to it by a new independent committee that she also recommended be established.

Timing

6. If any changes to collection are to be implemented by April 2012, police forces must be notified of changes in good time and no later than the end of January 2012 so that changes to individual police force IT systems can be made. The proposed changes will affect National Statistics series so a 12 week consultation on the proposals was deemed necessary. As the establishment of the advisory committee and calling a first meeting took longer than originally anticipated, it was necessary to start that a public consultation in advance of the issue being considered by the committee to allow any possibility of changes being implemented by April 2012. The consultation is now in progress, with a deadline for responses of 12 January 2012.
7. The committee is invited to consider the proposals and early responses to the user consultation at this first meeting and form preliminary recommendations. The committee will be provided with all responses to the user consultation shortly after it completes, and will then be asked to make final recommendations in advisory notes to both the Home Secretary (regarding collection) and the Office for National Statistics (regarding presentation).

Discussion

8. The consultation paper at Annex A sets out the proposals which fall into two distinct areas, covering changes to data collection and to presentation. Changes to presentation could be made without changes to underlying collection (i.e. the current level of detail could continue to be collected, and made available to interested users, but with the National Statistics classifications revised as proposed).

Changes to collection

9. Changes to data collection will in some cases have implications for the availability of long term time series and some loss of detail in figures for particular crime classifications (where codes have been merged). This should be balanced against any gains in terms of reduced bureaucracy around crime recording and audit. The proposals put forward focus on:
 - grouping offence classifications where little use has historically been made of the distinctions between offences (for example different types of racially/religiously aggravated criminal damage)
 - merging offence classifications where it is recognised that making distinctions between closely related offence types has in practice proven challenging for forces and the apparent improvement in quality by having such fine distinctions comes at a cost of complexity and burden (for example, the distinction between GBH without intent and ABH – see Annex C)
 - grouping offence classifications for crimes generally dealt with by agencies other than the police, and which are for that reason of limited

use as measures of either overall criminality or the extent to which offences are dealt with by the relevant authorities (for example, the changes proposed for various classifications within the 'other offences' category).

10. There have been changes to data collection in the past (as can be seen in the tables at Annex A2), although changes in recent years have largely been towards providing greater detail. In some cases (for instance the distinction between GBH without intent and ABH), the changes proposed would have the effect of restoring previous classifications.
11. The committee is asked to consider whether these proposals, which will entail some limited loss of detail, are justified by accompanying reduction in complexity/bureaucracy associated with data collection and auditing.

Changes to presentation

12. Changes to presentation will only have implications for the make-up of headline crime categories. The proposals aim to:
 - align presentation of crime National Statistics more closely with other presentations of crime data (such as police.uk crime maps) and with common language understanding of terms like 'violent crime'².
 - result in categories of 'victim-based' crimes which are less affected by trends in police activity, and are more similar in scope to equivalent categories on the BCS.
13. In some cases the changes would mean that long term time series are not available for new categories, due to changes in classifications used over time (see annex A2). However, underpinning data would remain available and so any existing time series could continue to be constructed where required.
14. The committee is asked to consider whether these proposals represent an improvement in the presentation of headline crime statistics and should be supported, despite risks associated with any change to long established measures. The committee may consider making additional recommendations regarding data release (for example, providing access to low level data on a more frequent basis) to mitigate any perceived risks.

Annexes

A	Consultation on changes to recorded crime classifications and categories
A2	Data tables showing possible discontinuities in time series resulting from proposed changes.
B	Summary of consultation responses as at 18 November 2011.
C	Extract from User Guide to Crime Statistics 2009/10 regarding ABH/GBH coding issues

Home Office Statistics, 18 November 2011

² For example, the current offence category of 'Violence Against the person' includes a range of public order and possession of weapons offences that do not amount to aggressive behavior targeted at individual victims.

Consultation on changes to recorded crime classifications and categories

Consultation on changes to recorded crime classifications and categories

BACKGROUND TO THE CONSULTATION

Police Recorded Crime is made up of those offences contained on the Notifiable List. These are all offences that must or could be heard in Crown Court (known as 'indictable' or 'triable either way') and a small number of lesser offences heard by Magistrates Courts (known as 'summary'). There are approximately 1,470 offences on the notifiable list (this number is subject to change as new offences come onto the statute book and others are repealed) and these are currently segregated into 148 classifications. The 148 classifications form the basis on which police forces return data to the Home Office and are then reflected in statistical publications.

When the Home Secretary commissioned the National Statistician to undertake an independent review of crime statistics for England and Wales in December 2010, the terms of reference asked her to consider "whether or not the categories of notifiable offences for police recorded crime reported in the National Statistics can be sensibly rationalised without reducing public trust or damaging transparency" (National Statistician, 2011). The National Statistician found that there may be some scope to reduce the number of crime categories used for the reporting and collection of police recorded crime, and to consider how some offences currently excluded from notifiable crime might be reflected in published recorded crime statistics. Some steps have already been taken to provide some further detail in National Crime Statistics publications. For example, the Home Office included figures on non-notifiable crimes and Anti-Social Behaviour (ASB) incidents in their most recent annual crime statistics publication, Crime in England and Wales 2010/11 (Chaplin *et al.*, 2011).

The National Statistician also concluded that any change must be managed and introduced in a controlled and transparent way following consideration by the new Independent Advisory Committee on Crime Statistics that her report also recommended be established. The Home Secretary accepted all the recommendations in the National Statistician's review and the Advisory Committee is currently being constituted¹. In the meantime, to inform the Committee's consideration of the issue, producers and users are invited to comment on the proposals outlined in this paper. This consultation has been initiated ahead of the first meeting of the Independent Advisory Committee in order that the Committee are aware of users' views when they discuss the issues. It is planned to introduce any changes from April 2012.

This paper is divided into two parts. The first considers changes to the classifications used to collect recorded crime data – i.e. the individual offence classifications set out in the Home Office Counting Rules (Home Office, 2011). The second considers changes to the higher level categories used to present crime data within statistical bulletins. The detailed tables at Annex A shows the combined effect of these proposals.

CHANGES TO POLICE RECORDED CRIME COLLECTION

The changes outlined below support the proposals to alter the presentation of recorded crime statistics and to begin to address in part the views expressed by the National Statistician in her report that

Arguments have been made for both reducing and expanding the notifiable list of offences. The principles of the NCRS² remain important, but there may be some scope to rationalise the crime categories within the official statistics, and to consider further whether and how some offences currently excluded from police recorded crime data might be reflected in published crime statistics. While there should be no immediate changes, there is a case for reviewing the notifiable list and categories with a view to simplifying collection and interpretation, and improving quality.

¹ Advertisements to recruit the chair and non-executive members for the new committee were published on 12 October 2011, with a closing date of 1 November 2011: <http://www.statisticsauthority.gov.uk/national-statistician/ns-reports--reviews-and-guidance/national-statistician-s-reviews/national-statistician-s-review-of-crime-statistics.html>

² National Crime Recording Standard. For more information see section 3.2 of the 'User Guide to Home Office Crime Statistics' (Home Office, 2011)

Similar views have been expressed by Her Majesty's Inspectorate of Constabulary (HMIC) and by the Association of Chief Police Officers (ACPO) often linked to arguments that the existing classifications are unnecessarily complex and difficult for the non-expert to understand. In addition, it has been argued that such revisions would deliver reductions in the burden and bureaucracy associated with the detailed information captured by current recording.

When responding to the National Statistician's report, the Home Secretary has noted that the new Committee should have due regard to the burdens imposed by the collections of crime data.

In her report, the National Statistician also emphasised the need for any such changes to be carefully considered and managed, particularly regarding any potential disruption of long term measures of crime:

On the other hand, this review has confirmed the importance to users of consistent time series to give an understanding of long term trends in crime. Changes to the notifiable list, or any other changes in definitions, classifications, or methodologies, will impact on the time series. The handling and presentation of any such changes to the published series must be made in an open and transparent way, and managed in a way which enables the impact to be understood, if trust in the statistics is to be maintained. Changes should be considered and managed transparently so they are seen to be free from political interference, take due regard of any impact on quality and continuity and on burden, and do not undermine public trust in the statistics.

The proposals for consideration under this consultation would alter the collection of recorded crime data by changing the framework of crime classifications contained within the Home Office Counting Rules (HOCR) as set out in Table 1 below.

Table 1 Proposed changes to police recorded crime classifications used for data collection

Current crime classifications		Proposed classification changes	
5A	Wounding or carrying out an act endangering life (wounding offences)	5D	Wounding
5A	Wounding or carrying out an act endangering life (endangering life offences)	5E	Endangering life
5B	Use of substance or object to endanger life		
5C	Possession of items to endanger life		
6	Endangering a railway passenger		
7	Endangering life at sea		
8F	Inflicting grievous bodily harm without intent			8N	Assault with injury
8G	Actual bodily harm and other injury		
8K	Poisoning or female genital mutilation		
8H	Racially or religiously aggravated inflicting GBH without intent	8P	Racially or religiously aggravated assault with injury
8J	Racially or religiously ABH and other injury		
11	Cruelty to and neglect of children	11A	Cruelty to children
12	Abandoning Child under 2 years		
58E	R/R aggravated criminal damage to a dwelling	58J	Racially or religiously aggravated criminal damage
58F	R/R aggravated criminal damage to building non dwelling		
58G	R/R aggravated criminal damage to a vehicle		
58H	R/R aggravated other criminal damage		
62	Treason	62A	Other offences against the State or public order
63	Treason felony		
64	Riot		
65	Violent disorder		
66	Other offences against the State or public order		
68	Libel		
75	Betting, gaming and lotteries	99	Other offences
76	Aiding suicide		
78	Immigration offences		
82	Customs and Revenue offences		
84	Trade descriptions etc		
85	Health and Safety Offences		
87	Protection from eviction		
89	Adulteration of food		
91	Public health offences		
94	Planning laws		
99	Other indictable or triable-either-way offences		

None of the above changes would affect the overall coverage of the Notifiable Offences List nor should they result in any change to the overall numbers of recorded crimes. These revisions maintain the existing baseline of notifiable offences but would result in reduced number of higher level classifications with some finer detail lost. The recorded crime data collection has been subject to many changes over time. For example, in the last decade, changes to legislation, introduction of new classifications around particular areas of interest and changes to the principles and practice of crime recording in general have all had an effect. Such changes vary in their impact on the continuity of time series and care is always needed in interpreting long term trends in recorded crime. The detailed tables at annex A show the effect of these proposed changes and also show other main changes to the series since 2001/02.

As part of their remit the Independent Advisory Committee may commission further reviews to consider other changes in the future as well as considerations as to how offences currently outside the Notifiable List might be reflected in crime statistics.

The proposals presented here would see the abolition of 33 existing classifications and the creation of 7 new ones delivering a net reduction of 26. Refer to the detailed tables in annex A for an illustration of how these changes affect existing time series data. The changes proposed consist of 6 core components:

Violence against the Person

In April 2008 the classifications for wounding offences were disaggregated to support the introduction of Public Service Agreement targets on serious violent crime. This disaggregation saw the creation of the classifications *Inflicting grievous bodily harm (GBH) with intent (5A)*³, *GBH without intent (8F)* and *Actual bodily harm (ABH) and other injury (8G)*.

This change had the effect of splitting offences of GBH into two depending on the levels of injury and intent of the offender. Since 2008 the Police have commented that achieving good levels of data quality in this area is challenging and that it involves higher levels of burden than previously. There is a fine line between offences classified as *GBH without intent* (15 thousand offences in 2010/11) and *ABH* (328 thousand offences in 2010/11) and subjective interpretation has resulted in inconsistent recording in the past⁴. Collecting at a more aggregated level will see a higher level of confidence in the data. This proposal would return the recording of assaults largely to the pre-2008 position and bring all offences that amount to an actual injury to a specific intended victim into either *Wounding* (more serious injury) or *Assault with injury* (less serious injury). It is also proposed that offences amounting to acts endangering life would be amalgamated into one classification. This includes moving a small number of offences in law that should not result in any actual injury out of the Wounding classification.

It is also hoped that moving away from the technical terms of 'GBH' and 'ABH' to the more common language of 'Wounding' and 'Assaults' would aid public understanding of the statistics.

Racially or religiously aggravated assault with injury

To follow the moves outlined above, this proposal would bring the classification of racially or religiously aggravated assaults into line. It would see the merger of two existing classifications for *R/R aggravated GBH without intent* (188 offences in 2010/11) and *ABH* (2,982 offences in 2010/11) into one.

Cruelty to children

This proposal merges two existing classifications (*Cruelty and neglect of children* and *Abandoning a child under 2 years of age*) relating to cruelty and neglect together into one. Whilst around 6,000 such crimes are recorded annually less than 0.25% have related to the abandonment classification in the last two years.

Racially or religiously aggravated criminal damage

This proposal would amalgamate the four current racially or religiously aggravated criminal damage classifications (currently disaggregated according to the type of property damaged) and merge them into one. It is proposed that the disaggregation by property type would remain for the principle offence of criminal damage. In 2010/11 2,578 such crimes were recorded separated fairly evenly between the four disaggregated classifications. A total of over 700,000 crimes of criminal damage were recorded with such aggravated offences accounting for less than 0.5%.

Other offences against the State or public order

This looks to merge five existing classifications dealing with state (non-victim) based offences. Two of these (*Treason* and *Treason Felony*) have seen no crimes recorded for several years with another (*Riot*) with only four crimes between 2008/09 and 2010/11. The general *Other offences against the State and public order* classification has seen between 35,000 and 37,000 crimes recorded annually over the last 5 years.

³ This classification is also labelled '*Wounding or carrying out an act endangering life*' and includes a small number of endangering life offences that should not result in any actual injury.

⁴ See discussion in box 2.1 of Crime in England & Wales 2008/09 ([Walker, et. al](#), 2009) and the HMIC report 'Crime Counts' ([HMIC](#), 2009)

Other offences

This proposes merging eleven existing classifications into the overall *Other offences* classification. These offences cover matters now in the main dealt with by agencies other than the Police (for example immigration offences largely dealt with entirely by the UK Border Agency and planning law offences dealt with by Local Authorities). Where offences are dealt with by other agencies they generally do not come to notice of the Police and thus fall outside Police Recorded Crime.

CHANGES TO PRESENTATION OF POLICE RECORDED CRIME STATISTICS

Currently recorded crime statistics are released quarterly alongside findings from the British Crime Survey (BCS). An extensive annual publication in July includes detailed breakdowns at the level of data collection while the quarterly releases present figures for high level categories only. Commentary in the bulletins also focuses on trends in these categories. This section sets out proposals for how the categories might be revised to better suit the needs of a general audience. It is envisioned that lower level data will continue to be made available at least on an annual basis⁵.

The proposals would introduce a clearer split between 'victim-based' and 'state-based' offences. The resulting high-level categories would have greater coherence as collections of offences that are either mainly recorded as a result of a victim report ('victim-based') or mainly recorded as a result of proactive enforcement by the authorities ('state-based'). For violence, in particular, the changes would also more closely align recorded crime definitions with those used for the BCS. These proposals would also bring consistency with other presentations of official statistics on crime, for example for the monitoring of recorded crime trends by the Home Office⁶ and HMIC⁷.

Table 2 shows those offence classifications which would move to different high level categories under these proposals. The detailed tables at Annex A show these changes in the context of the suite of all recorded crime classifications and categories.

⁵ Future publication arrangements are a matter for the Office of National Statistics which will take over responsibility for publication of crime statistics from April 2012.

⁶ The Home Office 'Impact measure' (see the [Home Office business plan](#)) of crime rates is designed to focus on victim-based crimes and conforms to the summation of the violence, sexual offences, burglary, robbery, vehicle crime, other theft and criminal damage categories as proposed here.

⁷ As part of their routine monitoring work HMIC consider victim-based crime categories distinct from state-based categories associated with enforcement activity. A forthcoming public-facing HMIC website will take a similar approach when presenting recorded crime data.

Table 2 Proposed changes to high level categories used for reporting in of police recorded crime figures National Statistics publications

Victim-based offences		
Offence⁸	Moved from	Moved to
Kidnapping (36)	Other miscellaneous	Violence (without injury)
Blackmail (35)		Other theft

State-based offences		
Offence	Moved from	Moved to
Public order offences: <ul style="list-style-type: none"> ▪ Public fear, alarm or distress (9A) ▪ Racially or religiously aggravated public fear, alarm or distress (9B) 	Violence against the person (without injury)	Other miscellaneous
Possession of weapons offences: <ul style="list-style-type: none"> ▪ Possession of weapons (8B) ▪ Possession of firearms with intent (10A) ▪ Possession of other weapons (10C) ▪ Possession of article with blade or point (10D) 		
Handling stolen goods (54)	Other theft	
Profiting from or concealing knowledge of the proceeds of crime (38)		
Threat or possession with intent to commit criminal damage (59)	Criminal damage	
Prostitution related offences: <ul style="list-style-type: none"> ▪ Exploitation of prostitution (24) ▪ Soliciting for the purpose of prostitution (27) 	Sexual offences (other)	

Kidnapping (36)

To be moved to *Violence (without injury)* from *Other miscellaneous*.

Kidnapping offences include infringement on the personal liberty of an individual. These offences have a closer fit with other victim-based violent crimes than with the variety of state based offences within ‘Other’.

Blackmail (35)

To be moved to *Other theft* from *Other miscellaneous*.

Blackmail is defined in the Theft Act 1968 and involves an individual acting ‘with a view to gain for himself or another or with intent to cause loss to another’. It has a closer fit with other victim-based acquisitive crimes than with the variety of state based offences within ‘Other’.

Public fear, alarm or distress (9A and 9B)

To be moved to *Other miscellaneous* from *Violence against the person (without injury)*.

Classifications 9A and 9B include offences under sections 4, 4A and 5 of the Public Order Act 1986. These offences cover circumstances where an offender is behaving in a way that causes or would be likely to cause harassment, alarm or distress. These classifications would not be used in any circumstances where physical violence is used (or attempted) against a victim. The classification may include some cases where violence is threatened, but the largest proportion will be accounted for by state based crimes recorded where the police have acted to restore public order where no individual victim has been identified.

⁸ Bracketed numbers indicate Home Office Counting Rules offence classification codes.

These offence classifications were created in 2008/09. Previously these public order offences were included in classifications (8C and 8E) that also included victim-based offences of harassment as set out in the Protection From Harassment Act 1997 (now recorded under classifications 8L and 8M). The public order offences are likely to have made up the majority of the old combined classifications, and it is proposed that these too are moved to *Other miscellaneous*.

Moving these classifications will create a break in the time series at 2008/09 for the offence categories of *Violence (without injury)* and *Other miscellaneous*. However, it will be possible to present uninterrupted time series for these categories excluding the affected classifications and for a proxy measure combining both victim-based and public order offences (see tables at annex A).

Possession of weapons offences (8B, 10A, 10C and 10D)

To be moved to *Other miscellaneous* from *Violence against the person (without injury)*.

These classifications only cover state-based offences. Any circumstances in which a weapon has been used against a victim would be covered by other relevant victim-based offences. Moving these offences to 'Other miscellaneous' will also place them alongside other non-violent weapons offences (i.e. offence classifications 10B, 81 and 90).

Note that historic offence code 8B was discontinued in 2008/09, with the relevant offences now coded under one of the classifications 10A, 10C or 10D.

Handling stolen goods (54)

Profiting from or concealing knowledge of the proceeds of crime (38)

To be moved to *Other miscellaneous* from *Other theft*.

These state-based offences are generally recorded through police activity to disrupt criminality. Where a victim of a precursor crime (for example, theft) is identified, that offence will be separately recorded under a victim-based classification.

Threat or possession with intent to commit criminal damage (59)

To be moved to *Other miscellaneous* from *Criminal damage*.

This offence classification will largely be recorded as a result of police activity to disrupt criminality (for example, where an individual is caught with cans of spray paint with intent to spray graffiti). However, the classification will also include some offences where an individual has been threatened that their property would be damaged.

Exploitation of prostitution (24)

Soliciting for the purpose of prostitution (27)

To be moved to *Other miscellaneous* from *Sexual offences*.

These offences are generally recorded as a result of police activity to disrupt criminality. Offences involving exploitation without consent or other more serious sexual offences would continue to be recorded under the relevant victim-based classification (for example, *Trafficking for sexual exploitation* (72) and *Abuse of children through prostitution and pornography* (71) which will remain in the *Most serious sexual offences* category).

Endangering life classifications

If the proposals for changes to data collection set out earlier in this paper are adopted then a range of current endangering life classifications will in future be recorded under a single offence code. Currently some of these are allocated to the *Violence against the person with injury* category while others are within the *without injury* category (see Table 3). A decision needs to be taken as to where the new classification should be allocated. For consistency the historical classifications should also be moved to the same category.

Table 3 Endangering life offence classifications

Further changes within Violence against the person category (to be renamed 'Violence')	
Offence	Current category
Wounding or carrying out an act endangering life (5A) - endangering life offences	Violence against the person (with injury)
Use of substance or object to endanger life (5B)	
Possession of items to endanger life (5C)	
Endangering railway passengers (6)	Violence against the person (without injury)
Endangering life at sea (7)	

Endangering life offences generally do not involve any injury and would not include any incidents where injuries are '*specific and intended*' (offences involving specific and intended injury would be recorded under another relevant classification). As such it's proposed that the new offence classification be allocated to *Violence without injury*.

It will not be possible to recode all historical endangering life offences recorded under the offence classification of *Wounding or carrying out an act endangering life (5A)*. Therefore, these proposals would introduce some discontinuity in the time series for *Violence with/without injury*. In practice the effect of this will be very small, as the endangering life offences will make up only a small minority of the overall classification 5A. It will still be possible to construct an uninterrupted time series for the proxy measure of '*Wounding or endangering life*' (see table at annex A).

Burglary, Robbery, Vehicle crime, Drug offences

No changes are proposed for these categories.

CONSULTATION QUESTIONS

For Data producers (Police)

1. Do you support these proposals either in whole or in part?
2. Subject to a decision being made by 31st January 2012 could you implement them for April 2012?
3. To what extent do you consider they will contribute to reductions in the burden associated with crime recording?
4. Do you have any further suggestions or proposals for consideration by the Independent Advisory Committee?

For Data Users

5. Do you support these proposals either in whole or in part?
6. Do you agree that these proposals would bring greater coherence to official statistics on crimes?
7. Will these proposals aid public understanding of crime statistics?
8. What if any impact will the loss of detailed collection associated with these proposals have on you or your organisation?
9. Do you have any further suggestions or proposals for consideration by the Independent Advisory Committee?

Responses to this consultation should be sent to the address below (by post or email) by 12 January 2012. A paper summarising early responses will be prepared for the first meeting of the Independent Advisory Committee. All responses will be made available to the Committee and individual responses may be published unless respondents request anonymity.

Crime Statistics Programme
Home Office Statistics
5th Floor Peel
2 Marsham Street
London SW1P 4DF

crimestats@homeoffice.gsi.gov.uk

REFERENCES

Chaplin, R., Flatley, J., Smith, K. (2011) *Crime in England and Wales 2010/11*.

London: Home Office.

<http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/hosb1011/>

HMIC (2009) *Crime Counts – A Review of Data Quality for Offences of the Most Serious Violence*.

London: HMIC.

<http://www.hmic.gov.uk/media/crime-counts-20091019.pdf>

Home Office (2011) *Home Office Counting Rules for Recorded Crime*.

London: Home Office.

<http://www.homeoffice.gov.uk/science-research/research-statistics/crime/counting-rules/>

Home Office (2011) *User Guide to Home Office Crime Statistics*.

London: Home Office.

<http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/user-guide-crime-statistics/>

National Statistician (2011) *National Statistician's Review of Crime Statistics: England and Wales*.

<http://www.statisticsauthority.gov.uk/national-statistician/ns-reports--reviews-and-guidance/national-statistician-s-reports/national-statistician-s-review-of-crime-statistics.pdf>

Walker, A., Flatley, J., Kershaw, C., Moon, D. (2009) *Crime in England and Wales 2008/09*.

London: Home Office.

<http://webarchive.nationalarchives.gov.uk/20110220105210/rds.homeoffice.gov.uk/rds/pdfs09/hosb1109vol1.pdf>

Consultation on changes to recorded crime classifications and categories

Introduction

The tables in this file accompany 'Consultation on changes to recorded crime classifications and categories', published by the Home Office on 20 October 2011.

<http://www.homeoffice.gov.uk/science-research/about-home-office-science/consultations/>

Contents

The Tables contained in this file comprise:

[Table A1](#) Proposed new recorded crime classifications & categories

[Table A2](#) Legacy measures available for continuous back series

About the data

The data contained in these tables are from the Police Recorded Crime data series, taken from the database used for the annual National Statistics bulletin on 'Crime in England and Wa

<http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/hosb1011/>

For more information on these data, see the 'User Guide to Home Office Crime Statistics' (Home Office 2011):

www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/user-guide-crime-statistics

Code	Offence	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	Future	Note
92A	Trafficking in controlled drugs	19,686	22,435	24,628	24,190	25,276	26,550	28,323	29,885	33,234	32,069	xxxx	xxxx	
92B	Possession of controlled drugs	100,905	119,896	118,006	..	..	..	..	..	..	..	..	..	=92D+92E
92D	Possession of controlled drugs (excluding cannabis)	..	..	..	32,603	32,685	36,608	42,519	44,578	38,442	38,473	xxxx	xxxx	
92E	Possession of controlled drugs (cannabis)	..	..	..	88,263	119,917	130,395	158,254	167,950	162,798	160,539	xxxx	xxxx	
92C	Other drug offences	802	989	877	781	601	680	817	1,123	1,122	1,135	xxxx	xxxx	
TOTAL DRUG OFFENCES		121,393	143,320	143,511	145,837	178,479	194,233	229,913	243,536	235,596	232,216	xxxx	xxxx	
8B	Possession of weapons	28,787	32,816	35,669	36,374	35,590	34,689	32,513	..	..	..	..	..	=10A+10C+10D (excl. offences introduced by VCRA 2006)
10A	Possession of firearms with intent	..	..	..	..	..	..	..	1,973	1,586	1,381	xxxx	xxxx	
10C	Possession of other weapons	..	..	..	..	..	..	..	14,944	11,953	10,536	xxxx	xxxx	
10D	Possession of article with blade or point	..	..	..	..	..	..	..	13,985	10,888	10,450	xxxx	xxxx	
<i>Possession of weapons (excl. 10B offences)</i>		28,787	32,816	35,669	36,374	35,590	34,689	32,513	30,902	24,427	22,367	xxxx	xxxx	
81	Other firearms offences	3,199	3,522	3,322	4,210	4,106	4,239	4,560	293	252	251	xxxx	xxxx	
10B	Possession of firearms offences	..	..	..	..	..	..	..	4,460	4,072	3,610	xxxx	xxxx	
<i>Other firearms offences</i>		3,199	3,522	3,322	4,210	4,106	4,239	4,560	4,753	4,324	3,861	xxxx	xxxx	
90	Other knives offences	59	41	30	21	15	9	6	7	13	0	xxxx	xxxx	
62	Treason	1	0	1	0	0	0	0	0	0	0	xxxx	..	
63	Treason Felony	0	0	0	0	0	0	0	0	0	0	xxxx	..	
64	Riot	12	8	8	4	7	4	2	3	0	1	xxxx	..	
65	Violent disorder	2,602	2,856	2,790	2,636	2,457	1,742	1,180	1,022	859	702	xxxx	..	
66	Other offences against the State and public order	18,871	19,935	19,926	20,370	31,999	35,935	35,067	37,663	37,574	36,583	xxxx	..	
62A	Other offences against the State or public order	..	..	..	..	..	..	..	..	..	..	..	xxxx	=62+63+64+65+66
<i>Other offences against the State or public order</i>		21,486	22,799	22,725	23,010	34,463	37,681	36,249	38,688	38,433	37,286	xxxx	xxxx	
8C	Harassment/Public fear, alarm or distress	96,784	122,810	155,000	197,616	218,705	228,645	210,152	..	..	..	..	..	=8L+9A
9A	Public fear, alarm or distress	..	..	..	..	..	..	..	142,246	126,604	114,753	xxxx	xxxx	
8E	Racially or religiously aggravated harassment/public fear etc	14,975	16,910	20,975	23,363	26,605	28,485	26,510	..	..	..	..	..	=8M+9B
9B	Racially or religiously aggravated public fear, alarm or distress	..	..	..	..	..	..	..	23,355	23,227	20,958	xxxx	xxxx	
54	Handling stolen goods	18,775	18,817	17,308	14,157	12,714	11,826	11,335	10,766	9,454	9,129	xxxx	xxxx	
59	Threat etc. to commit criminal damage	4,334	6,138	8,612	10,066	10,501	7,889	6,318	6,034	5,996	5,913	xxxx	xxxx	
33	Going equipped for stealing, etc.	5,081	5,792	5,706	4,567	4,382	4,253	3,781	3,791	3,655	4,113	xxxx	xxxx	
38	Profiting from or concealing knowledge of the proceeds of crime	..	0	69	438	1,548	1,961	2,382	2,505	2,609	2,312	xxxx	xxxx	
24	Exploitation of prostitution	129	127	186	117	153	190	184	173	148	153	xxxx	xxxx	
27	Soliciting for the purpose of prostitution	1,655	2,111	1,944	1,821	1,640	1,290	1,216	1,071	1,190	826	xxxx	xxxx	
86	Obscene publications, etc. and protected sexual material	852	2,106	2,881	2,861	2,592	2,378	2,672	2,775	3,211	3,291	xxxx	xxxx	
26	Bigamy	74	88	71	104	101	61	74	64	60	44	xxxx	xxxx	
15	Concealing an infant death close to birth	4	7	6	6	8	4	8	8	6	9	xxxx	xxxx	
802	Dangerous driving	6,126	7,624	7,567	6,669	5,923	5,353	4,725	4,240	3,939	3,465	xxxx	xxxx	
80	Absconding from lawful custody	1,357	1,553	1,721	1,362	1,272	979	828	651	557	498	xxxx	xxxx	
83	Bail offences	133	252	212	202	177	83	25	3	4	6	xxxx	xxxx	
67	Perjury	143	186	206	265	245	197	193	177	184	338	xxxx	xxxx	
79	Perverting the course of justice	10,282	11,346	11,894	11,567	12,712	11,114	9,131	8,396	7,997	6,895	xxxx	xxxx	
95	Disclosure, obstruction, false or misleading statements etc.	0	16	22	144	368	266	425	506	426	341	xxxx	xxxx	
69	Offender Management Act offences	..	..	..	..	..	..	..	..	533	516	xxxx	xxxx	Introduced by Offender Management Act 2007
68	Libel	3	2	0	0	1	1	0	1	0	4	xxxx	..	
75	Betting, gaming and lotteries	17	5	1	12	6	13	11	22	21	13	xxxx	..	
76	Aiding suicide	4	8	11	6	11	13	9	7	17	7	xxxx	..	
78	Immigration offences	329	433	451	550	935	792	661	573	411	444	xxxx	..	
82	Customs and Revenue offences	124	117	49	30	49	27	10	13	10	3	xxxx	..	
84	Trade descriptions, etc.	173	195	513	1,344	1,360	1,353	1,321	1,143	809	481	xxxx	..	
85	Health and Safety offences	5	3	4	15	8	9	8	15	6	2	xxxx	..	
87	Protection from eviction	56	63	75	70	75	69	81	71	81	73	xxxx	..	
89	Adulteration of food	117	80	34	29	45	32	44	13	4	8	xxxx	..	
91	Public health offences	17	20	86	112	128	50	44	115	488	397	xxxx	..	
94	Planning laws	3	1	3	4	5	0	0	1	0	1	xxxx	..	
99	Other indictable or triable-either-way offences	4,034	3,223	3,440	2,577	2,197	1,915	1,391	1,735	1,629	1,561	xxxx	..	
99new	Other Offences	..	..	..	..	..	..	..	..	..	..	..	xxxx	=68+75+76+82+85+87+89+91+94+99
<i>Other miscellaneous offences</i>		4,882	4,150	4,667	4,749	4,820	4,274	3,580	3,709	3,476	2,994	xxxx	xxxx	
TOTAL OTHER OFFENCES		219,117	259,211	300,793	343,689	378,640	385,866	356,867	284,820	260,473	240,068	xxxx	xxxx	
<i>TOTAL OTHER OFFENCES (excl. Harassment/Public fear)</i>		<i>107,358</i>	<i>119,491</i>	<i>124,818</i>	<i>122,710</i>	<i>133,330</i>	<i>128,736</i>	<i>120,205</i>	<i>119,219</i>	<i>110,642</i>	<i>104,357</i>	<i>xxxx</i>	<i>xxxx</i>	
TOTAL RECORDED CRIME		5,524,168	5,974,138	6,012,871	5,636,771	5,554,252	5,426,925	4,951,654	4,702,124	4,337,781	4,149,572	xxxx	xxxx	

TABLE A2 - LEGACY MEASURES AVAILABLE FOR CONTINUOUS BACK SERIES

Code	Offence	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	Future	Note
8C	Harassment/Public fear, alarm or distress	96,784	122,810	155,000	197,616	218,705	228,645	210,152	..	..	..	..	..	=8L+9A
8L	Harassment	..	..	..	..	..	..	..	48,363	52,962	51,200	xxxx	xxxx	
9A	Public fear, alarm or distress	..	..	..	..	..	..	..	142,246	126,604	114,753	xxxx	xxxx	
	<i>Harassment/Public fear, alarm or distress</i>	<i>96,784</i>	<i>122,810</i>	<i>155,000</i>	<i>197,616</i>	<i>218,705</i>	<i>228,645</i>	<i>210,152</i>	<i>190,609</i>	<i>179,566</i>	<i>165,953</i>	<i>xxxx</i>	<i>xxxx</i>	
8E	Racially or religiously aggravated harassment/public fear etc	14,975	16,910	20,975	23,363	26,605	28,485	26,510	..	..	..	..	..	=8M+9B
8M	Racially or religiously aggravated harassment	..	..	..	..	..	..	..	2,395	2,370	1,968	xxxx	xxxx	
9B	Racially or religiously aggravated public fear, alarm or distress	..	..	..	..	..	..	..	23,355	23,227	20,958	xxxx	xxxx	
	<i>Racially or religiously aggravated harassment/public fear etc</i>	<i>14,975</i>	<i>16,910</i>	<i>20,975</i>	<i>23,363</i>	<i>26,605</i>	<i>28,485</i>	<i>26,510</i>	<i>25,750</i>	<i>25,597</i>	<i>22,926</i>	<i>xxxx</i>	<i>xxxx</i>	
5	More serious wounding or other act endangering life	16,547	18,016	19,528	19,612	18,825	17,276	15,118	..	..	..	..	..	=5A+5B+5C
5A	Inflicting grievous bodily harm (GBH) with intent	..	..	..	..	..	..	..	22,663	22,792	19,474	xxxx	..	
5B	Use of substance or object to endanger life	..	..	..	..	..	..	..	462	416	372	xxxx	..	
5C	Possession of items to endanger life	..	..	..	..	..	..	..	266	331	328	xxxx	..	
6	Endangering railway passengers	16	1,164	811	718	646	484	402	320	231	257	xxxx	..	
7	Endangering life at sea	4	2	2	3	13	5	10	8	6	4	xxxx	..	
5D	Wounding	..	..	..	..	..	..	..	..	..	..	..	..	xxxx =parts of 5A involving wounding
5E	Endangering life	..	..	..	..	..	..	..	..	..	..	..	..	xxxx =5A(where not wounding)+5B+5C+
	<i>Wounding or endangering life</i>	<i>16,567</i>	<i>19,182</i>	<i>20,341</i>	<i>20,333</i>	<i>19,484</i>	<i>17,765</i>	<i>15,530</i>	<i>23,719</i>	<i>23,776</i>	<i>20,435</i>	<i>xxxx</i>	<i>xxxx</i>	

Initial responses to consultation on changes to recorded crime classification

Introduction

1. Home Office Statistics launched a 12 week consultation alongside the publication of the Quarterly Update to June 2011 publication on 20th October 2011 on possible changes to recorded crime classifications and presentation of recorded crime statistics.
2. Users were invited to consider the proposals outlined in the associated consultation papers. The consultation period will end on 12th January 2012 and this document provides a summary of the responses received.

Background

3. The Home Secretary commissioned the National Statistician to undertake an independent review of crime statistics for England and Wales in December 2010, the terms of reference asked her to consider “whether or not the categories of notifiable offences for police recorded crime reported in the national statistics can be sensibly rationalised without reducing public trust or damaging transparency”.
4. The National Statistician found that there may be some scope to reduce the number of crime categories used for the reporting and collection of police recorded crime, and to consider how some offences currently excluded from notifiable crime might be reflected in published crime statistics.
5. The National Statistician also stated that any change must be managed and introduced in a controlled and transparent way. She recommended that the issue should be considered by the new independent Advisory Committee on crime statistics that her Report also recommended be established. To inform the Committee’s consideration of these proposals, which will have an impact on the collection and presentation of crime statistics, producers and users were invited to comment on the proposals outlined in the consultation paper.

Responses to date

6. Users were invited to consider the proposals outlined in the associated consultation papers. Questions for consideration were-

- *For Data producers (Police)*

- *Do you support these proposals either in whole or in part?*

All three forces responding supported the proposals, with two expressing full support and the third stating support if the benefits to data users outweighed the costs of the change.

- *Subject to a decision being made by 31st January 2012 could you implement them for April 2012?*

It was generally accepted that changes could be implemented by the required timeframes, however as much notice as possible would be appreciated.

- *To what extent do you consider they will contribute to reductions in the burden associated with crime recording?*

Some benefits to the public by reducing the number of crime categories were highlighted, as well as it being easier for officers to record and understand the categorisation, however minimal or no change to reductions in burdens to the police were anticipated by the forces responding, with one force suggesting a temporary increase in burden with the bureaucratic cost to reflect the changes.

- *Do you have any further suggestions or proposals for consideration by the Independent Advisory Committee?*

It was suggested that further work was needed on reducing the number of notifiable offence categories as well as clarifying definitions for Violence against the person by two forces.

- *For Data Users*

- *Do you support these proposals either in whole or in part?*

Both respondents to this question wholly supported the proposals (one academic and one police force)

- *Do you agree that these proposals would bring greater coherence to official statistics on crimes?*

Again both respondents agreed.

- *Will these proposals aid public understanding of crime statistics?*

In general there was acceptance that the proposals would aid public understanding but to differing degrees.

- *What if any impact will the loss of detailed collection associated with these proposals have on you or your organisation?*

No major impact was anticipated but it was suggested that special interest groups may present objections to some removals planned.

- *Do you have any further suggestions or proposals for consideration by the Independent Advisory Committee?*

Consideration of the difference between under –reported crime (e.g. sexual offences, domestic abuse) and crimes where the purpose of the police should be a reduction was seen as important. In addition it was proposed that a general longer term need to develop crime statistics to make them more comparable with international statistics was needed, as well as devising realistic counts for “modern “ crimes (e.g. fraud, computer based crime, identity theft etc.)

Consultation on changes to recorded crime classifications			
1	Academia	Institute of Criminal Justice Studies, University of Portsmouth (Chris Lewis)	<p>Q5) wholly supportive of proposals</p> <p>Q6) Agree with proposals</p> <p>Q7) Public understanding of statistics could improve a little.</p> <p>Q8) Little impact on the use of data by students at the university, but some special interest groups might object to certain removals.</p> <p>Q9) Suggestion made that more development on making statistics comparable with international statistics; and realistic counts for modern crimes should be devised.</p>
3	Police Forces	Lincolnshire	<p>Q1) Fully supportive of proposals</p> <p>Q2) Changes could be implemented by April 2012</p> <p>Q3) Minimal reduction in burdens expected</p>
		Staffordshire Police	<p>Q1) Supportive of changes if benefits outweighed costs</p> <p>Q2) Changes could be implemented by April 2012</p> <p>Q3) No reductions in burdens expected, with temporary increase</p> <p>Q4) Reduction in number of notifiable offence categories would reduce burdens.</p>
		Suffolk Police	<p>Q1) wholly supportive of proposals</p> <p>Q2) Changes could be implemented by April 2012</p> <p>Q3) No huge reduction in burden</p>

			<p>expected, but changes seem more logical and will make recording easier</p> <p>Q4) Clarification of definitions for GBH and ABH, and apprehension when comparisons with previous statistical returns cannot be made.</p> <p>Q5) wholly supportive of changes</p> <p>Q6) Agreement</p> <p>Q7) Proposals will aid public understanding</p> <p>Q8) No impact if detailed collections removed</p> <p>Q9) Consideration of difference between underreported crime and crimes where the purpose of the police should be a reduction.</p>
--	--	--	--

EXTRACT FROM CRIME IN ENGLAND & WALES 2008/09 (VOL. 2)

3.3 GBH OFFENCES

An example of where ongoing work on crime recording has raised an issue is for the offences of GBH. The quarterly Home Office statistical bulletins on crime issued during 2008/09 reported that some forces were finding that a clarification in the Home Office Counting Rules for GBH with intent, issued in April 2008, was having some significant upward impact in their recording of these crimes. This clarification does not affect the overall count of police recorded violence against the person.

The NCRSG, including force crime registrars, had, agreed the clarification was necessary as there was some scope for misinterpretation of the previous guidance. Some forces were recording on the basis of the injury inflicted rather than the intent. Thus the clarification had the effect that in some forces offences are now being classified as GBH with intent which would have been previously categorised as a less serious violent offence against the person. In some instances, offences were being classified solely on levels of injury sustained by the victim and not intent and in other cases there was a lack of a clear enough appreciation as to how the injuries should be categorised. The principal aim of the clarification was to ensure that offences of GBH with intent were recorded on the basis of evidence of *clear* intent to commit serious injury, irrespective of the degree of injury sustained.

A great deal of work has been undertaken in forces to implement this clarification, leading to ongoing revisions of figures during 2008/09. Following advice in January 2009 from the National Statistician, a decision was made to not report the provisional figures available for GBH with intent, but instead to provide a full breakdown in this annual bulletin. A breakdown at police force level of changes in the recording of GBH with intent and violence with injury overall are shown in Table 3a in this Section (figures for all violent crime categories are shown in Table 2.04 in Volume 1). Feedback from forces has indicated that a large part of the overall increase in GBH with intent was due to forces' implementation of the clarification and should not simply be interpreted as a rise in serious violent crime.

The Home Office then commissioned Her Majesty's Inspectorate of Constabulary to conduct an independent quality assurance inspection that would focus on the recording of most serious violence in all forces in England and Wales. This inspection is still ongoing and it is expected that HMIC will publish its report later in 2009.

Although the results of the inspection may give rise to further revisions of force data, in the interests of transparency comparative latest data for 2007/08 and 2008/09 is presented in Table 3a. The table also contains other violence with injury offences for those years. The overall increase for GBH with intent includes the effects of the clarification and any other steps forces have taken to improve compliance of their recording with Home Office Counting Rules.

Table 3a Offences of violence against the person with injury, showing figures for GBH with intent

Figures for GBH with intent are not comparable between 2007/08 and 2008/09 due to a clarification in Counting Rules. For 2008/09, GBH with intent figures are also subject to revision once an on-going HMIC quality assurance inspection is completed.

Numbers	2007/08			Recorded Crime				
	Police force area	GBH with intent ¹	Other violence with injury	Total violence with injury	2008/09	GBH with intent ^{1,2}	Other violence with injury	Total violence with injury
Avon & Somerset	339	12,722	13,061	525	10,967	11,492		
Bedfordshire	182	4,264	4,446	192	3,893	4,085		
British Transport Police	64	2,498	2,562	72	2,457	2,529		
Cambridgeshire	174	4,349	4,523	387	4,305	4,692		
Cheshire	210	7,466	7,676	213	6,712	6,925		
Cleveland	206	5,262	5,468	128	4,794	4,922		
Cumbria	57	3,779	3,836	98	3,172	3,270		
Derbyshire	161	10,772	10,933	297	8,437	8,734		
Devon & Cornwall	286	11,960	12,246	462	10,626	11,088		
Dorset	81	4,611	4,692	127	4,883	5,010		
Durham	214	4,561	4,775	215	3,464	3,679		
Dyfed-Powys	87	2,793	2,880	152	2,520	2,672		
Essex	303	10,558	10,861	514	9,114	9,628		
Gloucestershire	96	3,638	3,734	80	3,391	3,471		
Greater Manchester	1,447	22,411	23,858	1,816	20,591	22,407		
Gwent	355	5,658	6,013	281	5,544	5,825		
Hampshire	256	15,137	15,393	417	14,735	15,152		
Hertfordshire	183	5,313	5,496	153	4,810	4,963		
Humberside	248	8,841	9,089	363	8,364	8,727		
Kent	455	12,266	12,721	682	11,279	11,961		
Lancashire	528	12,700	13,228	834	11,271	12,105		
Leicestershire	329	8,288	8,617	333	7,503	7,836		
Lincolnshire	156	3,802	3,958	205	3,651	3,856		
London, City of	13	338	351	28	315	343		
Merseyside	886	8,912	9,798	881	7,333	8,214		
Metropolitan Police ³	2,100	71,202	73,302	6,491	65,068	71,559		
Norfolk	146	4,431	4,577	142	3,631	3,773		
Northamptonshire	232	5,186	5,418	245	4,612	4,857		
Northumbria	336	10,697	11,033	373	10,115	10,488		
North Wales	135	4,069	4,204	196	4,119	4,315		
North Yorkshire	139	4,345	4,484	230	4,218	4,448		
Nottinghamshire	241	10,744	10,985	418	11,396	11,814		
South Wales	884	9,558	10,442	772	9,332	10,104		
South Yorkshire	352	14,347	14,699	596	12,047	12,643		
Staffordshire	68	9,663	9,731	224	9,509	9,733		
Suffolk	76	3,826	3,902	160	3,848	4,008		
Surrey	107	5,021	5,128	93	4,493	4,586		
Sussex	138	9,724	9,862	260	8,095	8,355		
Thames Valley	236	13,944	14,180	271	14,276	14,547		
Warwickshire	117	3,629	3,746	153	2,891	3,044		
West Mercia	173	8,365	8,538	429	7,293	7,722		
West Midlands	1,350	31,866	33,216	1,452	28,123	29,575		
West Yorkshire	882	19,342	20,224	850	17,353	18,203		
Wiltshire	94	4,384	4,478	105	3,692	3,797		
England and Wales	15,122	437,242	452,364	22,915	398,242	421,157		

1. Figures for 2007/08 relate to crime code 5, which contains a small proportion of offences of using a substance/object to endanger life (now code 5B) and possession of items to endanger life (now code 5C). For 2008/09 this code is split into new codes 5A, 5B and 5C.

2. Includes 22,187 offences of inflicting GBH with intent (5A), 460 offences of using a substance or object to endanger life (5B) and 268 offences of possession of items to endanger (5C).

3. The Metropolitan Police Service are conducting a review of most serious violence for Quarter 1 of 2008/09 which may lead to further revisions for this force.

Although there has clearly been an effect of the clarification, it is not consistent between forces and therefore it has not been possible to make a definitive assessment of the effects of the clarification. Even within forces the recording of GBH with intent prior to the clarification could be inconsistent (i.e. not allowing an overall assessment how these offences would have been recorded within a force prior to the clarification in the rules). Feedback from forces has indicated that a large part of the overall increase in GBH with intent was due to forces' implementation of the clarification and should not simply be interpreted as a rise in serious violent crime.

The independent HMIC quality assurance inspection has not yet been completed. Home Office Statisticians have been aware of extensive work taking place in forces to move local recording practice into line with Home Office Counting Rules but cannot pre-judge the outcome of the HMIC inspection. In Table 2.04 of the annual bulletin some lines are given a grey shading to indicate categories where we do not consider figures for 2007/08 and 2008/09 are comparable and where the results of the HMIC inspection work may potentially lead to further revisions.

The referenced HMIC reports have subsequently been published:

<http://www.hmic.gov.uk/publication/crime-counts/>

www.hmic.gov.uk/publication/crime-counts-technical-report/

CRIME STATISTICS ADVISORY COMMITTEE

Developing the work programme for crime statistics

Purpose

1. The purpose of this paper is to seek the views of the committee on areas of research and development for crime statistics. These views will inform ONS and Home Office in developing their future work programmes to fit with available resources.

Action

2. The Committee is invited to note the contents of this paper and provide views on relative priorities.

Background

3. The National Statistician's Review of Crime Statistics: England and Wales identified a number of areas where further research could deliver benefits in terms of filling gaps, tackling measurement issues or improving presentation. Subject to identifying available resource ONS and Home Office wish to develop a work programme in these areas.

4. Some of the areas have already been the subject of development work and details of progress to date are included in Annex 1. Once further developed, the work programme will be shared with the Committee, and an annual report provided in order that the Committee can monitor the progress made.

Discussion

5. The areas for development outlined in the Review of Crime Statistics are:

- Developing the publications framework;
- Incorporating information on crimes against 10-15 year olds
- Instigating a further collection of data on crime against businesses
- Incorporating new data streams on fraud into the National Statistics picture and considering measurement issues in relation to e-Crime or cyber crime;
- Publishing recorded incidents of Anti-Social Behaviour (ASB) alongside crime statistics;
- Publishing Ministry of Justice National Statistics on non-notifiable summary offences alongside crime statistics;
- Considering the potential use of baskets or indices of crime; and
- Investigating the feasibility of improving the availability of data on repeat victimisation.

Annex 1 provides further information on these options and includes details of progress already made since the publication of the Review's report.

6. The programme of developments will be dependent on relevant resources being identified in ONS and Home Office and, when resources are scarce, it is important that they are used to the best purpose. The Committee's views on priorities are therefore key to making informed decisions. Ultimately, however, the responsibility of setting and delivering the work programme rests with the relevant departments.

Tricia Dodd/John Flatley
ONS/Home Office
November 2011

Areas for development

Developing the publications framework

The Review recommended that the presentation of the crime figures should be examined to give a clearer picture of total crime, and two illustrations of the total crime framework were presented (illustrated below)

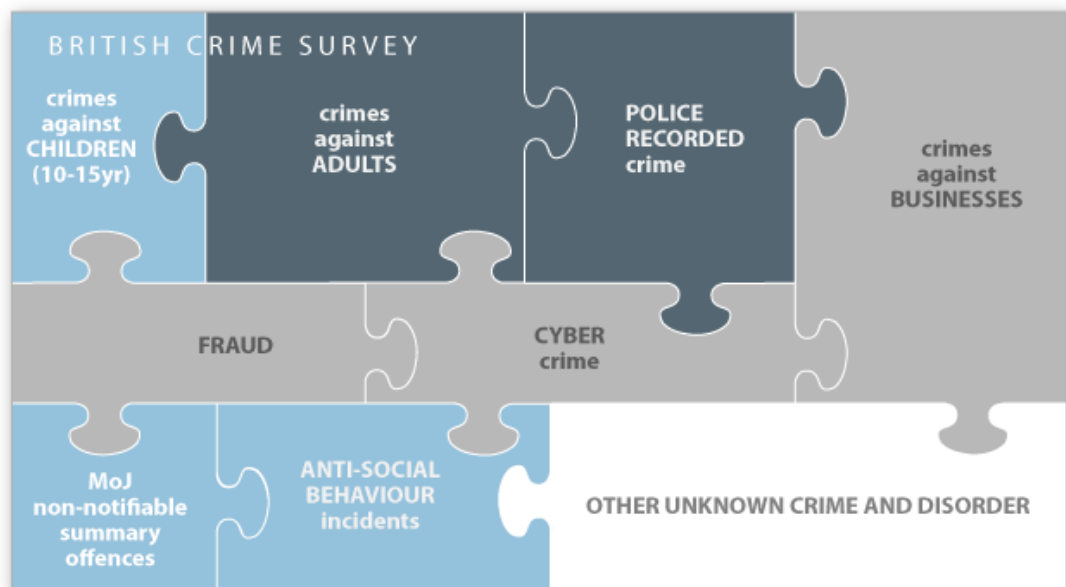
Developments in this area focus on two areas:

- Making clearer the data that is already collected
- Filling the gaps (represented by the grey areas in the diagrams) where possible

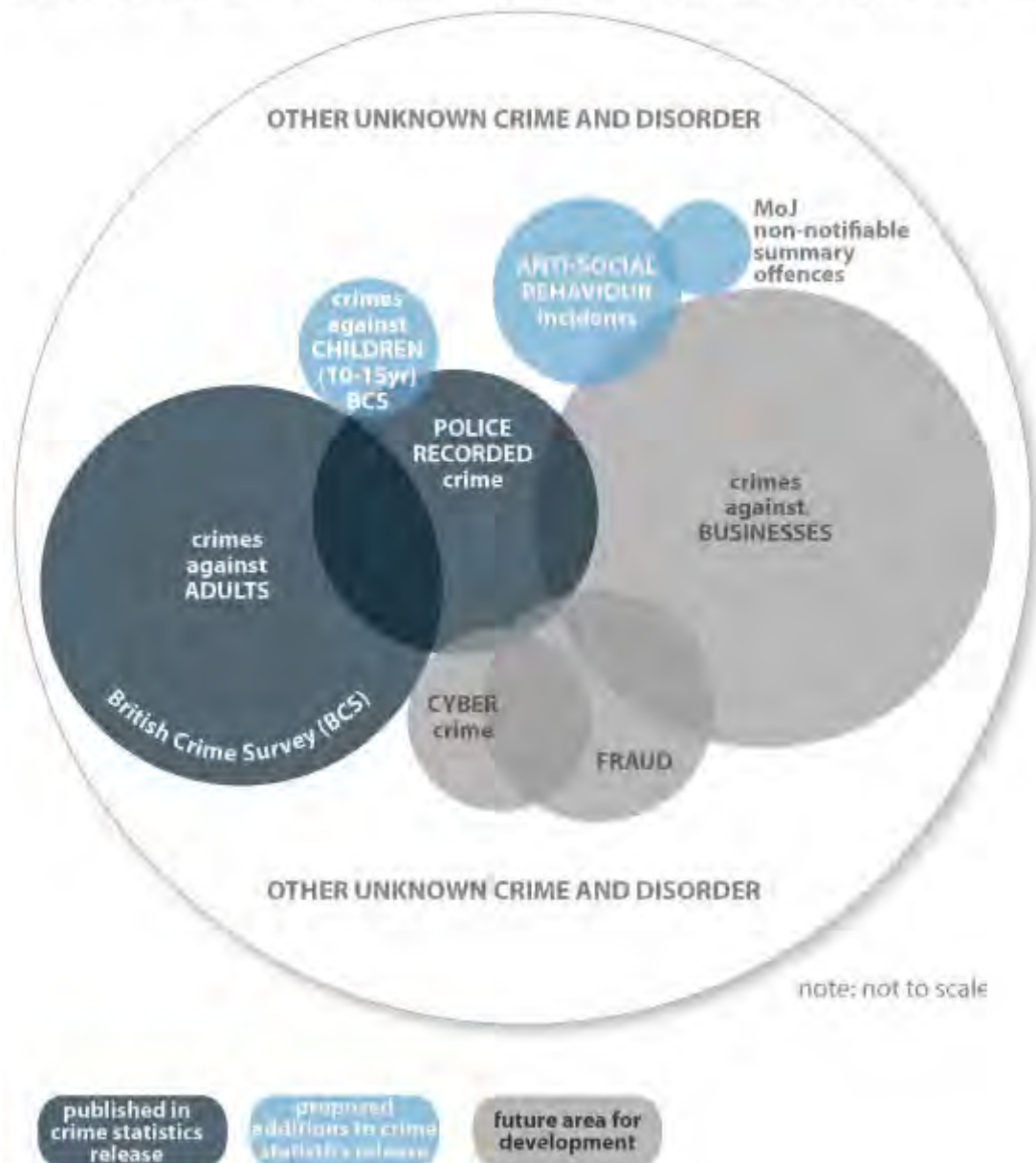
The second issue is covered under the individual headings below.

The reorganisation of responsibilities between the Home Office and ONS will allow for a re-examination of current publications, but views are sought as to how much the presentation of the current figures should change, prior to a more complete picture becoming available

Total Crime in England and Wales



Conceptual Publication Framework for Crime Statistics: England & Wales



Incorporating information on crimes against 10-15 year olds (*in progress*)

Information on crimes against young people is now routinely collected as part of the BCS and was published alongside the annual data as experimental statistics in July 2010 and July 2011. It is therefore proposed that further work in this area would be on presentational issues, and on achieving full National Statistics status for these figures.

Instigating a further collection of data on crime against businesses (*in progress*)

This work is already in the Home Office Business Plan and will be taken forward either as a free standing survey or as part of existing surveys of businesses. Early commissioning work is underway in the Home Office to establish a distinct survey of business crime and it is planned to start a procurement process early in 2012.

Future work will be on the presentational issues of incorporating this into a full picture of crime, and on work to assess the optimum frequency and design for this data collection.

Incorporating new data streams on fraud into the National Statistics picture and considering measurement issues in relation to e-Crime or cyber crime (*new reporting processes being rolled out*)

The launch of 'Action Fraud' and a central point for the public to report fraud is leading to a transfer of reporting fraud offences from the police to the National Fraud Intelligence Bureau (NFIB). The police will supply data through this channel, rather than via police recorded crime. The National Fraud Authority is also collecting an increasingly rich set of data on fraud from banks and other financial institutions.

Cyber crime is a particular type of fraud, relatively recent in nature, where only limited statistics are currently available.

Both fraud and cyber crime are areas of expanding interest, but a number of methodological issues will need resolution, so this could be a significant piece of work to incorporate fully into the crime picture.

Since the Review reported the Home Office has discussed with the NFA how the data that is available through the NFIB might be incorporated into PCR figures. During 2011/12 these new fraud reporting processes are being rolled out across all forces. The NFIB can make data available on fraud reported to it at the end of the reporting year.

Publishing recorded incidents of Anti-Social Behaviour (ASB) alongside crime statistics (*presentation needs consideration*)

The Review concluded that incidents of anti-social behaviour should not be added to the published crime count, but that ways of presenting these incidents alongside the crime counts should be considered.

Some consideration is required before this can be done, because of the known variability between areas in the recording of these types of incidents, although the publication of these data on the crime maps may, in the longer term, lead to increased data quality and consistency of recording.

Since the publication of the Review's report Home Office Ministers have agreed that ASB incident data should continue to be collected quarterly from all forces. A summary of ASB incident data was published by the Home Office alongside crime statistics in the July 2011 annual volume. ASB incident data will be available to ONS who should consider how they will be presented in future.

Publishing Ministry of Justice National Statistics on non-notifiable summary offences alongside crime statistics (*presentation needs further consideration*)

A further move towards a measure of all crime would be to include data on non-notifiable offences proceeded against in court (available from the Ministry of Justice). This would include largely driving offences, and some consideration would be required about the presentation of these alongside the police recorded crime National Statistics because, of course, not all of the crimes recorded by police will have been preceded against in court.

Since the publication of the Review's report these data have been included in the most recent annual crime statistics publication. However MoJ statistics are reported on a different time basis and are offender rather than offence based so consideration as to future handling in national statistics bulletins is necessary for ONS.

Considering the potential use of baskets or indices of crime (*longer term*)

A suggestion for an easily understood method of representing crime is to develop an index or indices of crime. Some exploratory work has already been carried out on this by the Home Office but, at the moment, only one country in the world (Canada) has produced such an index. The production of such an index would be technically complex and resource intensive, so a marked improvement in clarity would need to be achieved to merit this work taking high priority.

Investigating the feasibility of improving the availability of data on repeat victimisation (*longer term*)

Police recorded crime is not victim-based so that ten crimes may represent one crime committed individually against ten people, or one person being the victim of crime ten times. As such it does not necessarily allow the identification of repeat victims. It is believed that repeat victims lose confidence in reporting crime and are most at need of support.

The BCS includes some detail of repeat victimisation that could be exploited further. A major change would be required to recorded crime to measure repeat victimisation, and the resource and extra burden on reporting would need to be justified.

CRIME STATISTICS ADVISORY COMMITTEE

Report of National Crime Registrar

Purpose

1. To provide a brief to members outlining changes proposed to the Home Office Counting Rules (HOCR) which, in accordance with the (draft) terms of reference of the Committee, I consider do not require full consideration. Any changes which require full consideration will always be subject of individual papers.

Action

2. The Committee is invited to note the contents of this paper and the changes to the provisions for Police Recorded Crime outlined.

Background

3. As set out in the (draft) terms of reference, the National Crime Registrar (NCR) has delegated authority to determine as an ex officio member of the Committee whether proposed changes to the HOCR or NCRS require referral to it for consideration prior to implementation. There are two such substantive changes that have been agreed through the HOCR consultation process and which are scheduled for implementation in April 2012. These relate to the recording of non-permanent criminal damage and to the recording of allegations of crime made against police staff whilst on duty.

Non-Permanent Criminal Damage

4. This relates to incidents reported to Police where some damage has been caused but which can easily be rectified by no more than simple cleaning involving very little, if any, effort. A useful example would be the throwing of eggs at the front door of a house such as tends to happen around the time of Halloween. In law such acts constitute criminal damage despite there being no permanent such damage. The HOCR has for some years provided that these cases should not be formally recorded as crimes but rather as crime related incidents (CRI). CRI is a recognised term within HOCR subject of a formal definition. That definition is attached at Annex 1.

5. CRIs fall outside of any collection of data for statistical purposes. They are not reported on or presented in crime statistics. Nor do they feature in the data presented to the public through crime maps. This has not presented any difficulty in the past however the continued exclusion from crime maps of such incidents is far from transparent.

6. To overcome this it has been agreed that in future incidents amounting to non permanent criminal damage should be recorded by the Police as Anti Social Behaviour (ASB). This should not involve any greater burden than that already required to record the CRI and in some cases would produce some small reduction in burden.

7. This has no effect on crime statistics. It would improve the transparency of ASB. ASB incidents are included on crime maps and are now published alongside crime statistics in annual bulletins.

Allegations Against Police Staff

8. Police Staff means employees of forces who are not Police Officers. There is now a growing number of such staff within the wide policing family who carry out a variety of duties, some with delegated powers. This proposal relates specifically to Police Community Support Officers (PCSO) and Dedicated Detention Officers (DDO).

9. Police Officers will face regular allegations of crime (most frequently assault) as a result of their interactions with suspects and detained persons, the vast majority being unfounded or being deemed to be reasonable use of force or powers as allowed for. HOCA has long recognised this and set out that a crime need only be recorded once internal disciplinary processes have concluded that a prosecution should be made. This provision is now to be extended to include similar allegations made against PCSO and DDO as these officers now increasingly deal with persons in custody or others subject of Police activity or investigations. The IPCC has raised no concerns with this.

10. This change will have an extremely small (and unquantifiable) effect on crime statistics seeing some reduction in crimes recorded in these cases.

Steve Bond
National Crime Registrar

Crime related incidents

This term is used to describe a record of an incident where a report of an incident has come to police attention which, on the Balance of Probabilities, would amount to a notifiable crime, but a resultant crime has not been recorded. The specific circumstances where this would happen are:-

- The incident is reported by a party other than the alleged victim (or person reasonably assumed to be acting on behalf of the victim) **and either:**
 - the alleged victim (or person reasonably assumed to be acting on behalf of the victim) declines to confirm the crime **or**
 - the alleged victim (or person reasonably assumed to be acting on behalf of the victim) cannot be traced.

Or

- The incident is being dealt with and recorded by another police force

Or

The NCRS or a specific rule within HOCR, or appendix thereto directs that a crime should not be recorded (eg DCSF Crime Recording by Police Officers Working in Schools).

**MINUTES OF
CRIME STATISTICS ADVISORY COMMITTEE
MEETING ON 19 DECEMBER 2011**

**BOARDROOM, UK STATISTICS AUTHORITY, DRUMMOND GATE
LONDON, SW1**

PRESENT

David Blunt	Home Office
Steve Bond	Home Office
Allan Brimicombe	University of East London
Kathryn Chamberlain	Welsh Government
Giselle Cory	Victim Support
Tricia Dodd (items 5 & 7 only)	Office for National Statistics
Guy Goodwin	Office for National Statistics
Alun Gwilt	National Statistician's Office (Secretariat)
Mike Hough	Institute for Criminal Policy Research
Christine Lawrie	Former Chief Executive, Probation Association
Mike Levi	Cardiff University
Chris G Lewis	University of Portsmouth
Kieron Mahony	National Statistician's Office (Secretariat)
Jil Matheson	National Statistician
Patricia Mayhew	Independent Criminological Consultant
Denis O'Connor	Her Majesty's Inspectorate of Constabulary
Douglas Paxton	Association of Chief Police Officers
Jae Samant	Home Office
Stephen Shute	University of Sussex (Chair)
Alison Walker (for Iain Bell)	Ministry of Justice

1.0 Welcome

- 1.1 The Chair welcomed everyone to the meeting and informed the Committee that the National Statistician had invited him to take on this role which he had been pleased to accept. The Chair reminded attendees that CSAC should be strategic and high level in discharging its business and should guard against becoming embroiled in operational issues wherever possible. During the first year of its existence, the committee would likely meet four times, but in subsequent years only two or three meetings would need to be held.
- 1.2 Members were then invited to introduce themselves and give an insight into their interest/involvement in crime statistics. The Chair concluded that he was pleased to be working with members with a variety of relevant skills and experience and that he looked forward to a wide range of views being represented in discussions.

2.0 Terms of Reference and Code of Practice – CSAC(11)01

- 2.1 The Chair noted that some important issues were not covered by the draft ToR:

- For the purposes of this meeting – what constitutes a quorum? The Chair felt that for the Committee to function, the Chair and four non-executive members need to be present as a minimum;
- How do we resolve issues when there is not a consensus opinion?

ACTION 1: Secretariat to draft procedures for resolving issues where a consensus cannot be reached and circulate to members for consideration prior to next meeting.

2.2 The committee is expected to produce and publish an annual report for the Home Secretary's consideration. It was suggested that this report should span a financial rather than a calendar year, and that the committee would need to meet in May each year to ratify the report prior to sending to the Home Secretary.

ACTION 2: Secretariat to amend ToR to incorporate the requirement to produce an annual report for the Home Secretary covering the financial year.

ACTION 3: Secretariat to ensure that a meeting is scheduled for May each year to consider the content of the Annual Report.

2.3 The following points were made in discussion:

- Minutes should reflect broad arguments and the conclusions reached rather than highlighting individual views
- Once agreed, minutes of meetings will appear on the Committee's own web pages
- Presumption should be that all papers for the Committee should be available; a case will need to be made to the Chair if there are contrary views
- the ToR should be fleshed out to include some working principles for the Committee
- Any member should be able to raise issues for consideration by the Committee
- the ToR should reflect a commitment to 'advise on how the public understanding and confidence in crime statistics can be enhanced'
- the Committee has a remit to take due regard of how crime information is presented on websites and other formats
- the ToR should reflect the overall legal framework for crime
- It was agreed to adopt the Committee's Code of Practice without revision.

ACTION 4: Secretariat to amend draft ToR to reflect points raised by members and then circulate for ratification by correspondence.

ACTION 5: Secretariat to finalise minutes by correspondence, and make available via the National Statistician's Web Pages within a month of the date of the meeting.

3.0 Technical Working Group – CSAC(11)02

3.1 The Chair introduced this paper by outlining the proposed role of a Technical Working Group (TWG) responsible to the Committee. The principal benefit of its creation would be to stop CSAC getting bogged down with operational issues. The paper does not map existing Home Office arrangements for providing technical support nor does it explore how the proposed TWG might impact on them.

3.2. The following points were raised in discussion:

- The remit of the TWG as defined in the paper was too vague and focused on ‘changes’;
- More clarity was needed on the demarcation between responsibilities of the Committee and TWG
- If CSAC is to be truly strategic, there is a need for advice to flow through to it;
- It is important to avoid any risk of a group of mainly government officials being seen to be driving the work of the Committee;
- It may be better if the TWG had a fluctuating membership
- It was agreed that the Committee required more clarity on the relationship between the proposed TWG and CSAC.

ACTION 6: Secretariat to provide a paper for the next meeting exploring the issues raised by members in relation to the Technical Working Group.

4.0 Changes to Police Recorded Crime Classifications and Categories – CSAC(11)03

4.1 David Blunt introduced this paper that highlights proposed changes to police recorded crime classifications that will impact upon both data collection and presentation in National Statistics outputs. This review of crime classifications was commissioned by the Home Secretary before the National Statistician’s Review due to concerns that current data were ‘incomplete’. The paper particularly notes the importance of reaching conclusions and providing advice to the Home Secretary and ONS by end January 2012.

4.2 The following points were raised in discussion:

- The Committee would need to meet in January after the full results of the consultation are available;
- The dichotomy between victim-based and state-based crimes might confuse the public;
- Presentation issues are a concern. Nothing proposed on key areas such as corruption, bribery, money laundering etc, all of which are on the public’s radar;

- If any measures will impact on time series, there is an expectation that an article should be published beforehand explaining the rationale;
- There is a risk that some data may no longer be available;
- There needs to be more information in the paper explaining the impact on quality, cost, public understanding etc;
- On the presentation front, there will be a divergence from other sources of data if the proposed measures are not adopted;
- The benefits from making the proposed changes need to be more explicit
- Members should consider whether these changes might be presented as a first phase rather than a final solution.

ACTION 7: Secretariat to arrange meeting before 31 January 2012 for the Committee to consider proposals after consultation ends on 12 January.

5.0 Future Work Programme – CSAC(11) 04

5.1 Tricia Dodd joined the meeting to introduce this paper that updated the Committee on areas of research and development for crime statistics. ONS has been working closely with the Home Office to establish priorities going forward.

5.2 The following points were made in discussion:

- The proposed annual report to the Committee on the work programme should coincide with the timing of the Annual Report to the Home Secretary
- Fraud is an area that could be developed
- Looking at repeat victimisation is important and feasible
- Indices of crime may not easily be understood by the public and therefore their production ought not to be a priority at this stage
- Anti-social behaviour should be a priority area as it generates great public interest
- Crimes against children is also an area which attracts interest particularly in light of recent cases
- Non-notifiable offences could be further explored
- Cyber crime is becoming increasingly prevalent and cannot be ignored as a topic area
- Crimes against consumers is also an area where the public take a keen interest.

ACTION 8: Secretariat to ensure that there are regular reports about the work programme presented to the Committee.

6.0 National Crime Registrar Report – CSAC(11)05

- 6.1 This paper, introduced by Steve Bond, outlined proposed minor changes to the Home Office Counting Rules (HOCR) in accordance with paragraph 4 of the draft ToR.
- 6.2 The Committee noted that, from a public interest perspective, it was a good idea to record allegations against police staff whilst on duty, as is currently the case with police officers, as outlined in the report.

7.0 Verbal Update on the Transfer of Crime Statistics from Home Office to Office for National Statistics

- 7.1 Tricia Dodd advised the Committee that the management of the British Crime Survey and the publication of National Statistics would be moving to ONS, whilst oversight of Police Recorded Crime would remain at the Home Office. Tricia emphasised the high level of collaboration between the departments and the commitment of both sides to ensuring that the transition went smoothly with user needs at the forefront of considerations.
- 7.2 In April 2012, some Home Office staff will be joining ONS – either permanently or on loan – to ensure continuity in the production of outputs. Similarly, there are ONS staff that are seconded to the Home Office currently involved in the production of quarterly data, prior to moving back to ONS in time for the transition of the statistics in April. ONS is in the process of working through a list of tasks which need to be resolved prior to the transfer taking place e.g. transparency, dealing with PQs etc. There are no major tasks still to be resolved which are deemed 'high risk'.
- 7.3 As the British Crime Survey does not cover Scotland, it will be re-branded as the National Crime Survey for England & Wales from April 2012.
- 7.4 Tricia confirmed that ONS will publish both sources together, and that the quarterly output will be more comprehensive than previously.

8.0 Any Other Business

- 8.1 Papers would be made available on the Committee's web pages. It was agreed that biographies of committee members should also be made publicly available.

ACTION 9: Secretariat to design, and circulate, a template for completion by members, that will collate biographical details in a consistent format.

- 8.2 The Committee will meet again in January 2012.