



Home Office

# Hate Crime, England and Wales, 2015/16

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## Important information

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

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

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

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# Conventions used in figures and tables

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## Table abbreviations

'0' indicates no response in that particular category or less than 0.5% (this does not apply when percentages are presented to one decimal point).

'-' indicates that for police recorded crime percentage changes are not reported because the base number of offences is less than 50.

'..' indicates that for police recorded crime that data are not available.

## Percentages

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

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

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# Key points

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## Police recorded crime

- In 2015/16, there were 62,518 offences recorded by the police in which one or more hate crime strands were deemed to be a motivating factor. This was an increase of 19 per cent compared with the 52,465<sup>1</sup> hate crimes recorded in 2014/15.
- The number of hate crime offences in 2015/16 for the five centrally monitored strands were as follows:
  - 49,419 (79%) were race hate crimes;
  - 7,194 (12%) were sexual orientation hate crimes;
  - 4,400 (7%) were religious hate crimes;
  - 3,629 (6%) were disability hate crimes; and
  - 858 (1%) were transgender hate crimes.

It is possible for a hate crime offence to have more than one motivating factor which is why the above numbers sum to more than 62,518 and 100 per cent.

- There were increases in offences recorded for all five of the monitored hate crime strands between 2014/15 and 2015/16.
- As stated by the Office for National Statistics (ONS), action taken by police forces to improve their compliance with the National Crime Recording Standard (NCRS) has led to improved recording of crime over the last year, especially for violence against the person offences. Together with a greater awareness of hate crime, and improved willingness of victims to come forward, this is likely to be a factor in the increase in hate crimes recorded by the police in 2015/16 compared with the previous year.
- As this publication covers hate crimes recorded by the police between 1 April 2015 and 31 March 2016, the number of offences will not be affected by any increase in hate crime following the EU Referendum which took place on 23 June 2016. However, an Annex is provided in this publication, which examines levels of hate crime (specifically racially or religiously aggravated offences) around the EU Referendum.
- There was a sharp increase in the number of racially or religiously aggravated offences recorded by the police following the EU Referendum. The number of racially or religiously aggravated offences recorded by the police in July 2016 was 41% higher than in July 2015.

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<sup>1</sup> Figure differs to that previously published (52,528) due to small changes in the volume of crimes identified by forces as hate crimes.

# 1 Introduction

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## 1.1 OVERVIEW

This publication provides information on the number of hate crimes recorded by the police in England and Wales in 2015/16. Additionally, information on levels of hate crime around the time of the EU Referendum which took place on the 23 June 2016 is presented in Annex A. This includes data that have not been reconciled with police forces.

Additional information on the number of hate crimes reported by respondents to the Crime Survey for England and Wales (CSEW) was last published in [Hate crime, England and Wales, 2014/15](#) for combined survey years 2012/13, 2013/14 and 2014/15. Due to the low volume of hate crime incidents in the sample survey, the figures are not sufficiently robust to report for a single year of the CSEW. The analysis has not been updated this year to avoid an overlap in the years included in the three-year dataset.

### **Hate crimes recorded by the police**

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

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

Hate crimes are a subset of notifiable crimes that are recorded by the police and make up around two per cent of such crimes (excluding fraud, based on police recorded crime figures for 2015/16, see [Crime in England and Wales, Year Ending March 2016](#)).

In the process of recording a crime, police can flag an offence as being motivated by one or more of the five monitored strands<sup>2</sup> listed above (for example, an offence can be motivated by hostility towards the victim’s race and religion). Figures in this bulletin show both how many hate crime offences the police recorded, and how many motivating factors these offences covered (for more information see Annex B).

Further information on how the police record hate crime can be found in the Hate Crime Operational Guidance<sup>3</sup> publication. Around five per cent of hate crime offences in 2015/16 are estimated to have involved more than one motivating factor, the majority of these were hate crimes related to both race and religion.<sup>4</sup>

### **Hate crimes and racially or religiously aggravated offences**

There are some offences in the main police recorded crime collection which have a specific racially or religiously motivated element. These are defined by statute and constitute a set of offences which are distinct from their non-racially or religiously aggravated equivalents (the full list of these is shown in

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<sup>2</sup> Forces may collect wider hate crime data; these are not centrally monitored by the Home Office.

<sup>3</sup> [http://www.report-it.org.uk/files/hate\\_crime\\_operational\\_guidance.pdf](http://www.report-it.org.uk/files/hate_crime_operational_guidance.pdf)

<sup>4</sup> Estimation based upon data from 24 forces who supplied data to the Home Office Data Hub.

Table 1). These racially or religiously aggravated offences are by definition hate crimes. However, the hate crime collection on which the majority of the bulletin is based has a wider coverage of race and religious hate crime. This is because the police can identify other offences as hate crimes, not just those for which there is a separate specific racially or religiously aggravated offence for the police to record against. Therefore, the number of race or religious hate crimes in this bulletin will be greater than the total number of police recorded racially or religiously aggravated offences.

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

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

Source: Home Office Counting Rules.

### Racist incidents recorded by the police

This release contains figures on the number of racist incidents reported to police forces in England and Wales (excluding British Transport Police). A 'racist incident' is any incident, including any crime, which is perceived by the victim or any other person to be motivated by a hostility or prejudice based on a person's race or perceived race.

Racist incidents can include notifiable offences, non-notifiable offences (e.g. some types of anti-social behaviour), incidents that were not subsequently recorded as crimes and 'cancelled or transferred records' (formerly referred to as no crimes).<sup>5</sup> Conversely, certain race hate crimes may not have been initially recorded as racist incidents if the racial motivation was not immediately apparent and the hate motivation was therefore added after the crime was recorded. For these reasons, the racist incidents total does not match the race hate crimes total.

Since April 2016, the Home Office has ceased collecting racist incident data from the police. The collection was stopped as the hate crime time series is now sufficiently established, with data for five years included in this publication. Furthermore, from April 2016 the police forces of England and Wales have begun supplying additional data around the religion of victims of religious hate crimes. Ending the racist incident collection manages the burden on the police in supplying data to the Home Office. Therefore this is the last year in which official statistics will be published on racist incidents.

<sup>5</sup> A cancelled or transferred record occurs when the police have originally recorded an offence, but have subsequently determined that the crime did not take place, or was recorded in error.



# 2 Police recorded hate crime

## 2.1 PREVALENCE AND TRENDS

There were 62,518 hate crimes recorded by the police in England and Wales in 2015/16, an increase of 19 per cent compared with 2014/15 (52,465 offences; see Table 2).

**Table 2: Hate crimes recorded by the police by monitored strand, 2011/12 to 2015/16**

<i>Numbers and percentages</i>	<b>England and Wales, recorded crime</b>					
						<b>% change 2014/15 to 2015/16</b>
<b>Hate crime strand</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	
Race	35,944	35,845	37,575	42,862	49,419	<b>15</b>
Religion	1,618	1,572	2,264	3,293	4,400	<b>34</b>
Sexual orientation	4,345	4,241	4,588	5,591	7,194	<b>29</b>
Disability	1,748	1,911	2,020	2,515	3,629	<b>44</b>
Transgender	313	364	559	607	858	<b>41</b>
Total number of motivating factors	43,968	43,933	47,006	54,868	65,500	<b>19</b>
<b>Total number of offences</b>	<b>N/A</b>	<b>42,255</b>	<b>44,577</b>	<b>52,465</b>	<b>62,518</b>	<b>19</b>

Source: Police recorded crime, Home Office.  
See Bulletin Table 2 for detailed footnotes.

Table 2 also shows the number of hate crimes broken down by monitored strand. It is possible for a crime to have more than one motivating factor (for example an offence may be motivated by hostility towards the victim’s race and religion). Thus, as well as recording the overall number of hate crimes, the police also collect data on the number of motivating factors by strand as shown in Table 2. For this reason, the sum of the five motivating factors in the above exceed the 62,518 offences (and the percentages exceed 100%).

The number of hate crime offences in 2015/16 for the five centrally monitored strands were as follows:

- 49,419 (79%) were race hate crimes;
- 7,194 (12%) were sexual orientation hate crimes;
- 4,400 (7%) were religious hate crimes;
- 3,629 (6%) were disability hate crimes; and
- 858 (1%) were transgender hate crimes.

There were increases in all five of the centrally monitored strands between 2014/15 and 2015/16 (Table 2) and there has been an upward trend in all strands of hate crime since 2012/13.

The Office for National Statistics (ONS) has attributed recent increases in some categories of police recorded crime to improvements in police recording rather than a real increase in offences.<sup>6</sup> For example, there was a 27 per cent increase in the overall number of police recorded violence against the person offences between 2014/15 and 2015/16 while the Crime Survey for England and Wales estimates for violent crime showed no significant change in levels of violence compared with the previous survey year.

Additionally, work undertaken by the [National Police Chiefs' Council](#) and published in July 2015 indicated little change in the level of violent incidents coming to the attention of the police at the same time that the number of recorded offences was increasing. As a third (33%) of police recorded hate crime is for violence against the person offences, any changes in recording practices affecting levels of overall violence may be a factor in the trend in overall hate crime. An additional cause of the rise in hate crime may be an improved identification of motivating factors behind an offence, with police forces more robustly monitoring and recording hate crime since the Paris attacks in 2015.

There has been some evidence and anecdotal reports<sup>7</sup> to suggest that the increases in race and religious hate crimes may be partly due to higher levels of hate crime following specific highly publicised incidents (or trigger events<sup>8,9</sup>). These are discussed in more detail below.

### Race and religious hate crimes

The number of race hate crimes increased by 15 per cent (up 6,557, to 49,419 offences; Table 2) between 2014/15 and 2015/16. Over the same period, religious hate crime increased by 34 per cent (up 1,107 to 4,400 offences; Table 2).

As mentioned in the Introduction, the police have the option to record some offences as racially or religiously aggravated. While not covering all hate crime offences, in practice the majority of race or religious hate crimes that the police record will come under one of the aggravated offence codes shown in Table 1.

The data the Home Office receives from the police in the main police recorded crime return for these racially or religiously aggravated offences are available on a monthly basis<sup>10</sup>, allowing the in-year trend in these offences to be seen around the time of particular incidents. Figure 2.1 shows, for example:

- a peak in July 2013 in racially or religiously aggravated offences following the Lee Rigby murder,
- a rise in racially or religiously aggravated offences in July 2014 followed by a fall in August, suggesting little effect of the conflict in Israel and Gaza in July/August 2014,
- an apparent rise in hate crime following the Charlie Hebdo shooting in January 2015 (see below for further information),
- that despite reports claiming an increase in hate crime following incidents such as the release of the [Independent Inquiry into Child Sexual Exploitation in Rotherham](#) (referred to as the Jay report) in August 2014 or the Paris attacks in November 2015, there is no clear spike around these times.

Other factors may influence the short-term movements in the number of offences recorded by the police, such as improvements in police recording, so trends should be considered with caution.

<sup>6</sup> <http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2016>

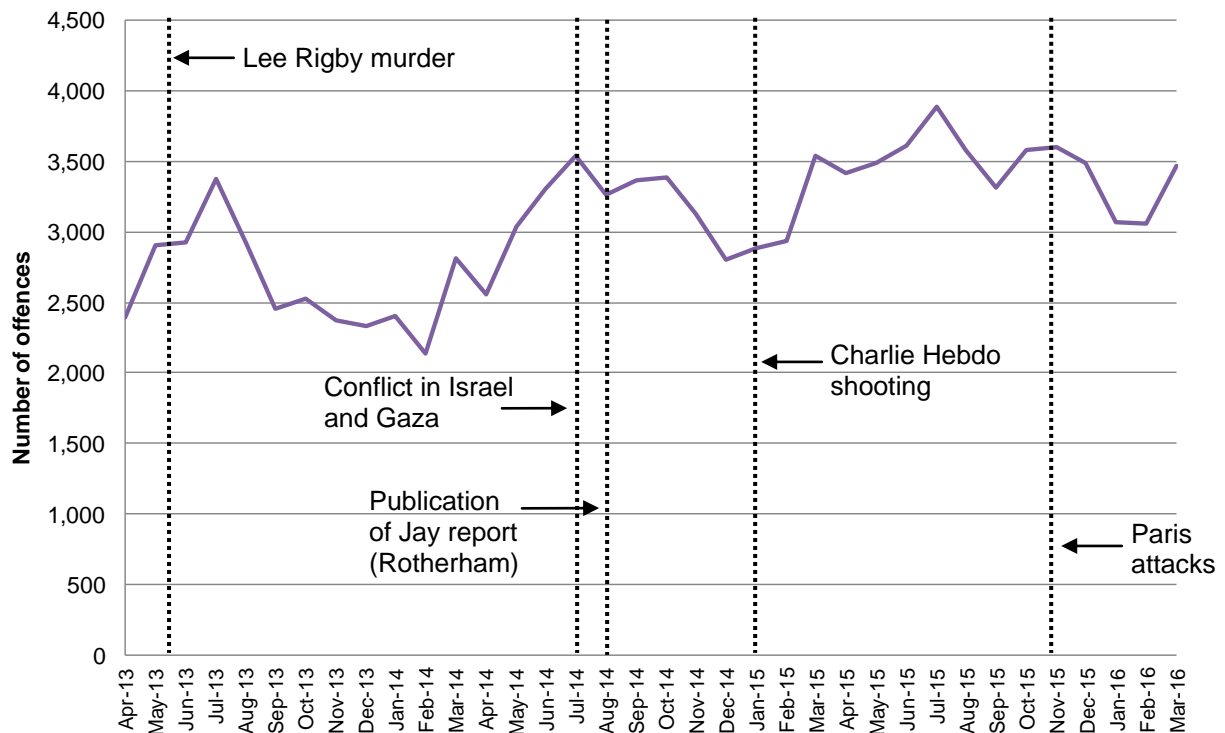
<sup>7</sup> For example, there was a rise in racially and religiously aggravated offences following the murder of Lee Rigby in May 2013 – see <https://www.gov.uk/government/statistics/hate-crimes-england-and-wales-2013-to-2014>

<sup>8</sup> <https://cst.org.uk/news/blog/2015/02/05/antisemitic-incidents-report-shows-record-uk-high-in-2014>

<sup>9</sup> <http://news.met.police.uk/news/met-s-response-to-rise-in-islamophobic-hate-crime-in-london-128144>

<sup>10</sup> Although data from the main police recorded crime collection are sent to the Home Office broken down by month, the data are only quality assured with police forces on a quarterly basis.

Figure 2.1: Number of racially or religiously aggravated offences recorded by the police by month, April 2013 to March 2016

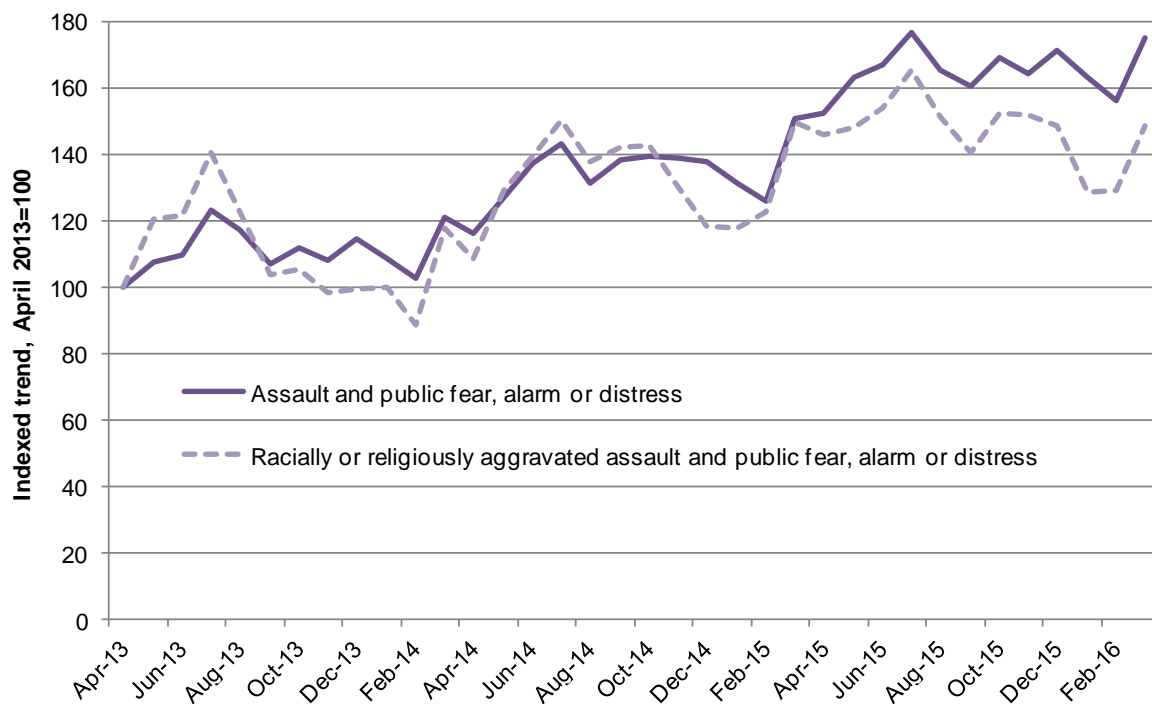


Source: Police recorded crime, Home Office

The improvement in the recording of offences by the police was mentioned above as a possible factor for the increase in police recorded hate crime. The increase in racially or religiously aggravated offences between February and July 2015 seen in Figure 2.1 matches the general trends seen in police recorded violence and public fear, alarm or distress offences over the same time period. Furthermore, there is an increase in both aggravated and non-aggravated offences at the beginning of 2015. It is therefore possible that improvements in police recording may have been a more important factor in the increase in racially or religiously aggravated offences following the Charlie Hebdo shooting, rather than the actual incident.

These trends can be seen in Figure 2.2, where an indexed chart shows assault with/without injury, public fear, alarm or distress and their racially or religiously aggravated equivalent offences. As can be seen, aggravated and non-aggravated offences have tracked each other relatively well over the last three years. As shown later in Section 2.2, 89 per cent of overall hate crimes are for violence against the person (which includes assault with/without injury) and public fear, alarm or distress offences.

**Figure 2.2: Indexed trends in the number of assaults with/without injury, public fear, alarm or distress (racially or religiously aggravated and non-aggravated equivalents) offences, April 2013 to March 2016**



Source: Police recorded crime, Home Office

In the last Crime Statistics [quarterly release](#), ONS stated “Action taken by police forces to improve their compliance with the National Crime Recording Standard (NCRS) is likely to have resulted in the increase in the number of offences recorded. It is thought that recording improvements are more likely to affect relatively less serious violent offences and explains the larger increase in the sub-category “violence without injury” compared with “violence with injury”. ONS has also been informed there has generally been little change in the volume of “calls for service” related to violent crime compared with the previous year. Data from the [Metropolitan Police Service](#) showed that while police recorded violence against the person increased by 14% in the year to March 2016 compared with the previous year, the number of “calls for service” relating to violent crime decreased by 4% over the same period. Calls for service refer to emergency and non-emergency calls from members of the public and referrals from partner agencies (such as education, health, and social services) for police to attend an incident or investigate a case. This, along with the evidence from the CSEW, suggests the rise in recorded violence against the person is largely due to process improvements rather than a genuine rise in violent crime.

The trends seen in Figure 2.2 fit with the improvements in crime recording as being the main factor for the increase in police recorded hate crimes over the last year. However, it is important to recognise that improved recording may not be the only reason, and there could be an element of a real increase in hate crime.

Race hate crime was the most commonly recorded strand of hate crime in all 44 police forces. For 43 forces, religious hate crime was either the third or fourth most commonly recorded strand, after either sexual orientation or disability (Appendix Table 2.01). Hate crime data by police force area for 2011/12 to 2015/16 can be found on the [Home Office Open Data tables](#).

## Sexual orientation, disability and transgender identity

In 2015/16, there were 7,194 sexual orientation hate crimes, 3,629 disability hate crimes and 858 transgender identity hate crimes.

As mentioned above for race or religiously aggravated offences, recording improvements are likely to be a factor in the increase in offences recorded by the police. This is also the case for increases in disability, sexual orientation and transgender identity hate crime. In addition to ONS's statement previously given, anecdotal evidence provided by some forces have mentioned there have been drives to improve the reporting and the recording of hate crime, as well as further training of staff. The increase across all three strands since 2014/15 (44% for disability, 29% for sexual orientation and 41% for transgender) may suggest improved identification of hate crime as a factor, but it is possible that some of the increase may be due to an increase in actual criminal hate behaviour. These could be genuine increases in hate crimes or increases in the numbers of victims coming forward to report a hate crime.

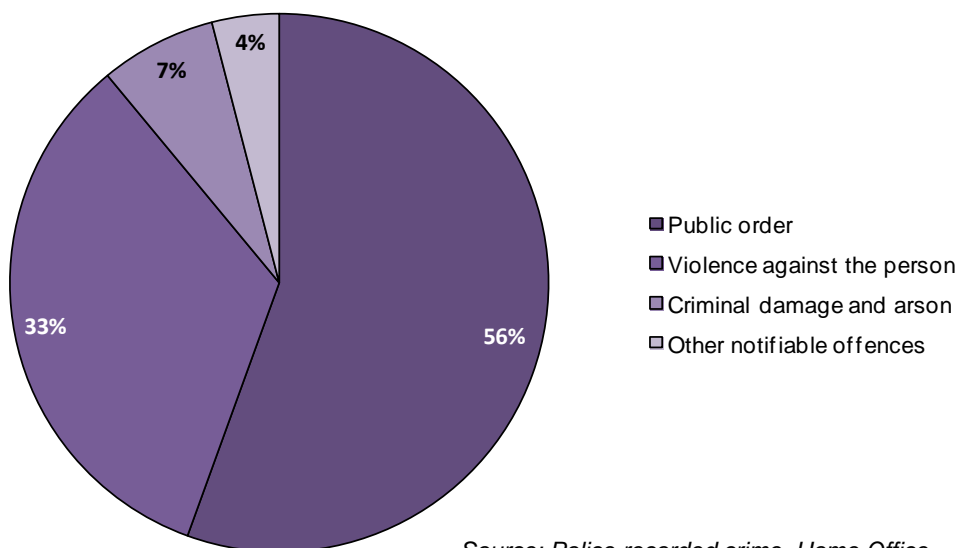
For 40 police forces, sexual orientation hate crime was the second most commonly recorded hate crime. In the majority (41) of forces transgender identity hate crime was the least commonly recorded hate crime (Appendix Table 2.01).

## 2.2 HATE CRIMES BY TYPE OF OFFENCE

Figure 2.3 and Appendix Table 2.02 shows the types of offences recorded as hate crimes:

- fifty-six per cent of hate crimes were public order offences<sup>11</sup>;
- thirty-three per cent were violence against the person offences, of which around a quarter (26%) were violence with injury with the remaining three-quarters (74%) being violence without injury offences; and
- seven per cent were criminal damage/arson offences, while the remaining four per cent were other notifiable offences (Figure 2.3).

Figure 2.3: Distribution of offences flagged as hate crimes, 2015/16

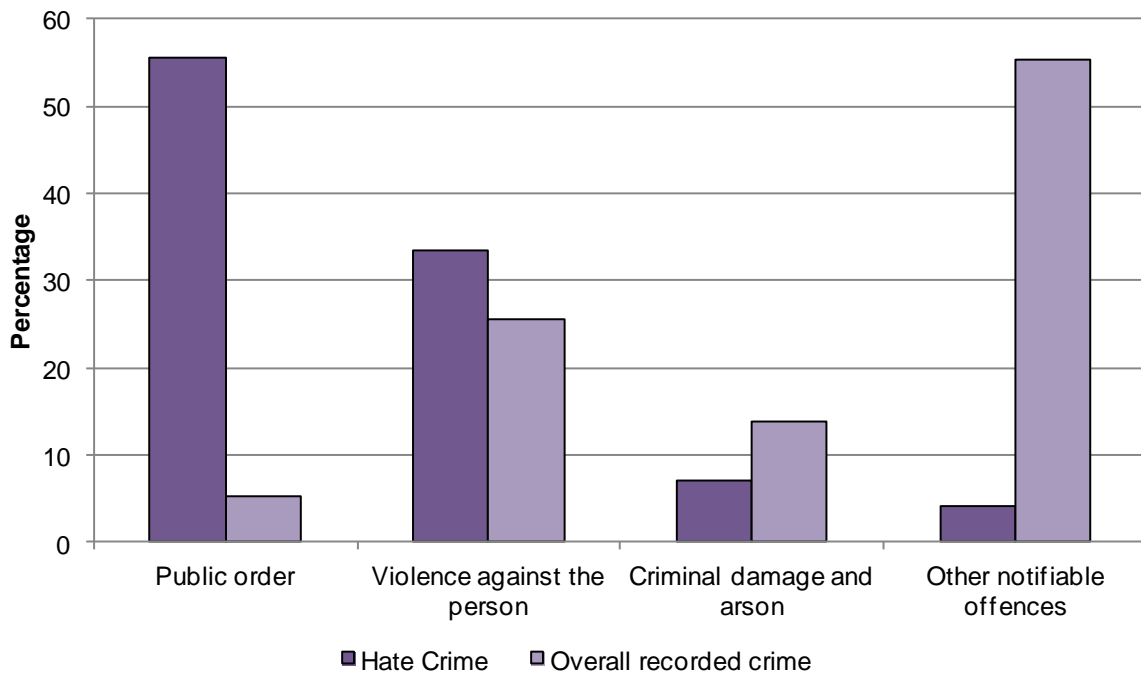


<sup>11</sup> Includes: public fear, alarm or distress, violent disorder and other offences against the State or public order.

By way of comparison, Figure 2.4 shows that in 2015/16, the proportion of overall crime recorded by the police accounted for by these categories was very different:

- public order offences accounted for five per cent of all notifiable offences compared with 56 per cent of hate crime; and
- violence against the person accounted for 26 per cent of all offences compared with a third of hate crimes.

**Figure 2.4: Breakdown of hate crimes and overall recorded crime by selected offence types, 2015/16**

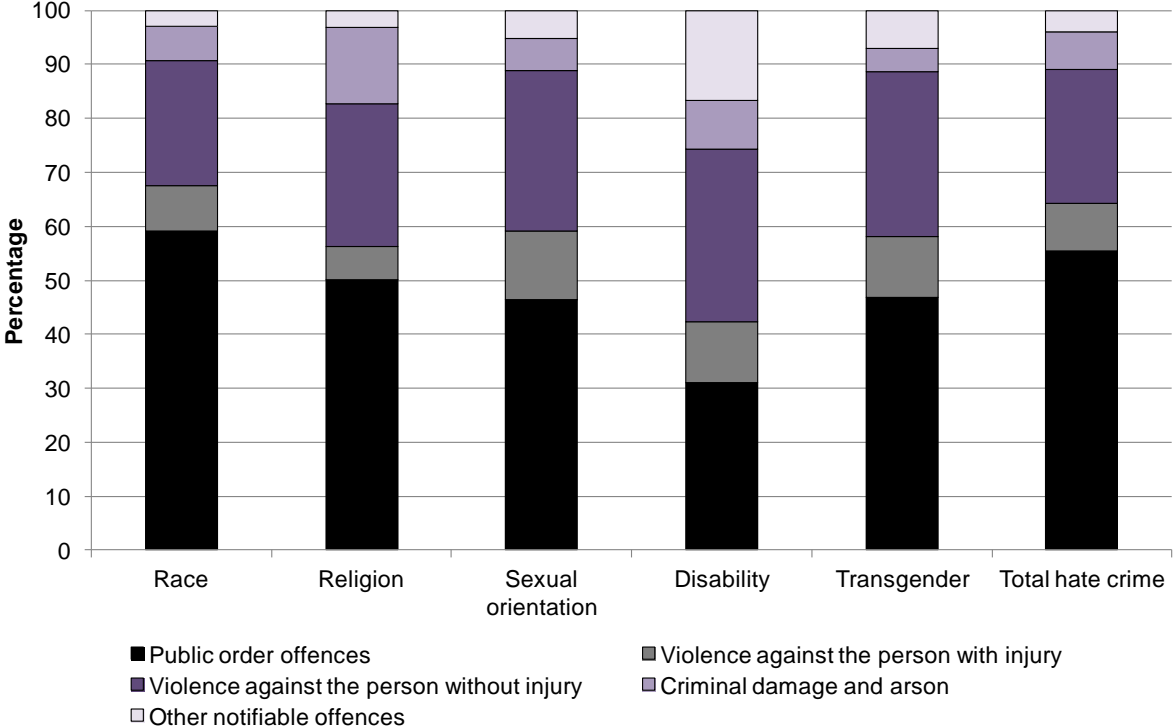


Source: Police recorded crime, Home Office

A smaller proportion of violent hate crimes tend to result in injury compared with overall violent crime: around a quarter (26%) of police recorded violence hate crimes were violence with injury (Appendix Table 2.02) compared with 43 per cent of overall violent offences (Table A4 in [Crime in England and Wales, Year ending March 2016](#)).

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

Figure 2.5: Breakdown of hate crime by selected offence types and monitored strand, 2015/16



Source: Police recorded crime, Home Office

### 2.3 HATE CRIME OUTCOMES

The Home Office collects information on the outcomes of police recorded offences, including those that are flagged as hate crimes. For more information on outcomes see [Crime Outcomes in England and Wales 2015/16](#).

Crime outcomes presented in previous hate crime bulletins focused on the number of outcomes assigned in a particular year (irrespective of when the crime was recorded). This year, the analysis is based on how offences recorded in 2015/16 have been dealt with. A number of outcomes included in the analysis will have been assigned after the end of the 2015/16 financial year. Some offences will not yet have been assigned an outcome and so these figures are subject to change over time.

#### Racially or religiously aggravated offence outcomes

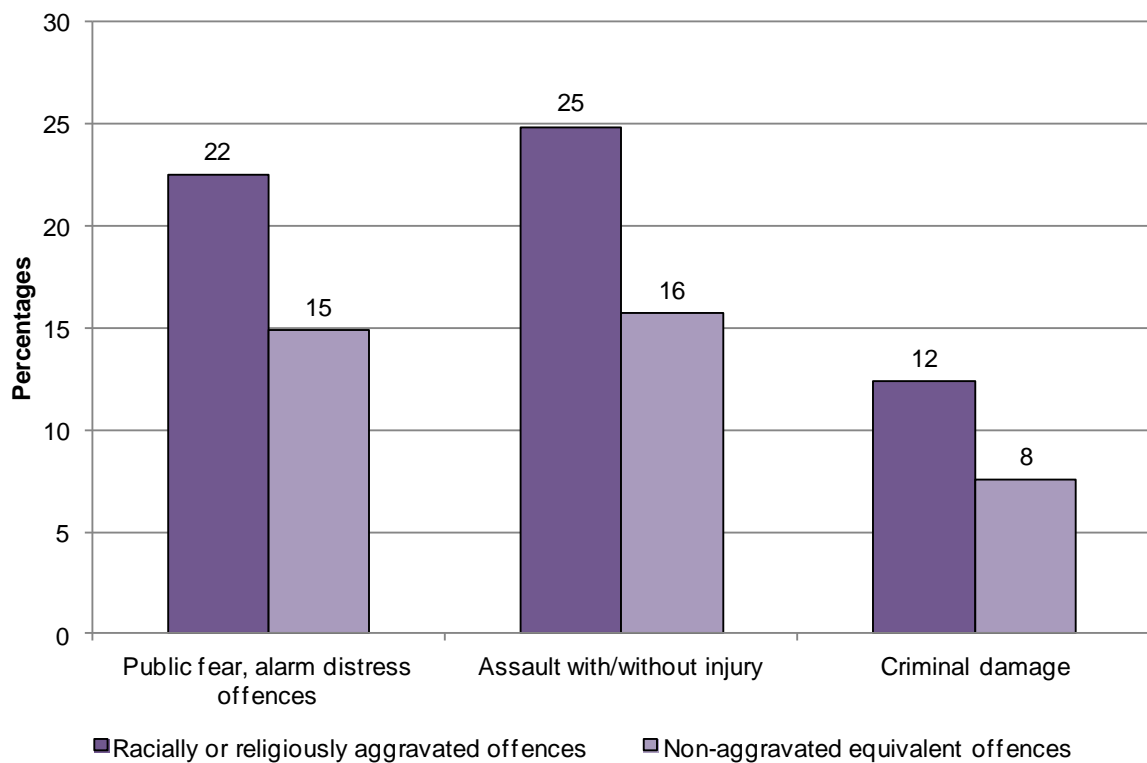
At the time these data were analysed by the Home Office<sup>12</sup>, 91 per cent of racially or religiously aggravated offences had been assigned an outcome compared with 94 per cent of their non-aggravated counterparts (data not shown).

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

<sup>12</sup> June 2016.

- twenty-two per cent of racially or religiously aggravated public fear, alarm and distress offences had been dealt with by charge/summons compared with 15 per cent of the non-aggravated equivalent offences,
- a quarter (25%) of racially or religiously aggravated assault offences had been dealt with by charge/summons compared with 16 per cent of non-aggravated assaults,
- twelve per cent of racially or religiously aggravated criminal damage offences resulted in charge/summons, while eight per cent of non-aggravated criminal damage offences had been dealt with in this way.

**Figure 2.6: Percentage of racially or religiously aggravated offences and their non-aggravated equivalents recorded in 2015/16 resulting in charge/summons, by offence type**



Source: *Police recorded crime, Home Office*

Racially or religiously aggravated offences were less likely to be dealt with by a formal caution (6%) than non-aggravated versions of these offences (14%; Appendix table 2.03).



### Flagged hate crime offences – Home Office Data Hub

The Home Office have implemented an improved data collection system called the Home Office Data Hub which is designed to streamline the process by which forces submit data. The Data Hub replaces the old system by capturing record level crime data via direct extracts from forces' own crime recording systems. This allows the police to provide more detailed information to the Home Office enabling a greater range of analyses to be carried out. The migration of forces to the Data Hub is ongoing and for forces providing data via the Data Hub it is possible to exploit this richer data and conduct a more in depth analysis of hate crime offences.

Using the Data Hub, it is possible to see how offences flagged as being motivated by one or more of the five monitored strands have been dealt with by the police. The analyses presented are based on data from 24<sup>13</sup> of the 44 police forces in England and Wales that supplied adequate data to the Data Hub; these forces accounted for 62 per cent of all police recorded hate crime in 2015/16.

In total, 98 per cent of hate crime flagged offences recorded in 2015/16 had been assigned an outcome by the time the data were extracted from the Data Hub.<sup>14</sup> The remaining two per cent were still under investigation. Ninety-seven per cent of non-hate crime offences had been assigned an outcome by the date of extraction.

Appendix table 2.04 shows that 21 per cent of all hate crime flagged offences had been dealt with by a charge or summons. As shown in Figure 2.4, the offences recorded by the police that constitute hate crimes are very different to overall crime; therefore comparisons in charge/summons rates are shown below for certain offence groups rather than overall crime.

Figure 2.3 shows that violence against the person, public order offences and criminal damage and arson offences comprise 96 per cent of hate crime flagged offences. This proportion is the same for the 24 forces included in this analysis, suggesting that these 24 forces are representative of the national picture. The proportions of outcomes assigned varied by offence type (Appendix table 2.05; Figure 2.7):

- Violence against the person offences flagged as hate crimes were more likely to be dealt with by charge/summons than non-hate violence (21% compared with 17%). A quarter (25%) of hate crime flagged violence against the person offences were assigned the outcome 'investigation complete – no suspect identified', compared with 15% of non-hate crime flagged violence against the person offences.
- The proportion of offences dealt with by a charge/summons was the same for hate crime flagged public order offences and non-hate crime public order offences (22%). Hate crime flagged public order offences were less likely to be dealt with by a caution than non-hate crime public order offences (3% compared with 6%).
- Thirteen per cent of hate crime flagged criminal damage and arson offences has been dealt with by a charge or summons, compared with eight per cent for non-hate crime criminal damage and arson offences.

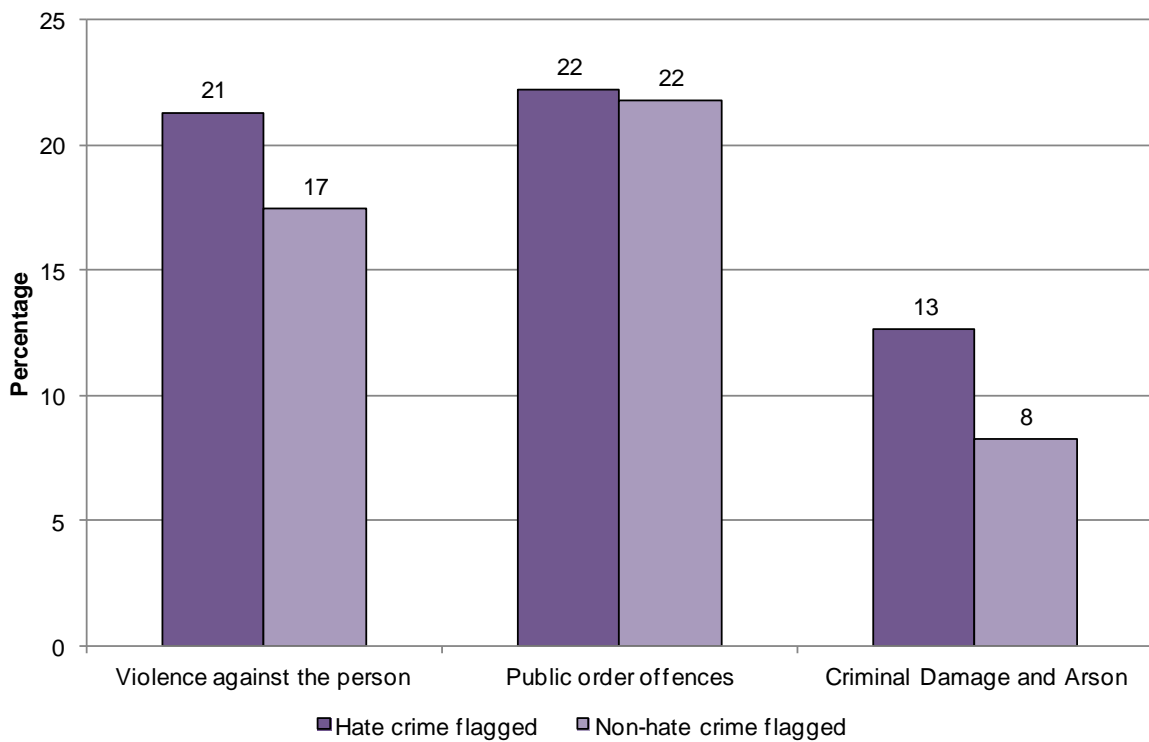
Figure 2.8 shows the proportion of hate crimes that were dealt with by charge or summons for each of the five hate crime strands for the three offence groups most commonly flagged as hate crime: violence against the person, public order offences and criminal damage.

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<sup>13</sup> Avon and Somerset, Bedfordshire, Cambridgeshire, Cheshire, Cleveland, Devon and Cornwall, Dyfed-Powys, Gloucestershire, Gwent, Hampshire, Lancashire, Lincolnshire, Merseyside, Metropolitan Police, Northumbria, North Wales, North Yorkshire, South Wales, South Yorkshire, Staffordshire, Surrey, Thames Valley, Warwickshire and West Mercia.

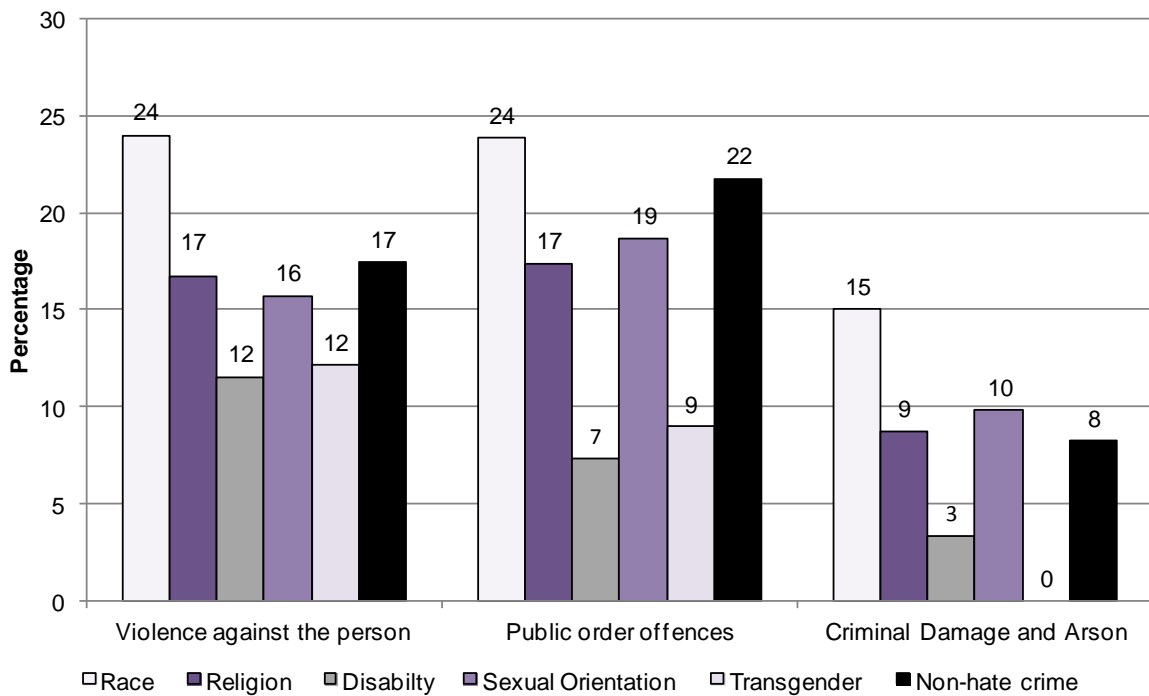
<sup>14</sup> September 2016.

**Figure 2.7: Percentage of selected offences dealt with by a charge/summons, offences recorded in 2015/16, 24 forces**



Source: Police recorded crime, Home Office Data Hub

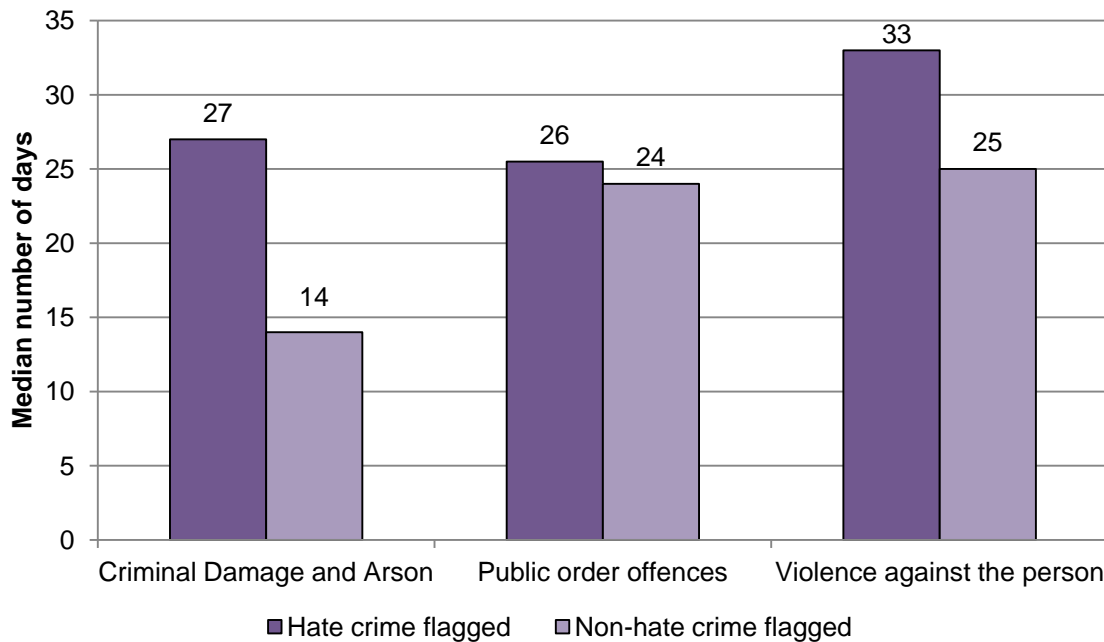
**Figure 2.8: Percentage of selected offences resulting in charge/summons, by strand, offences recorded in 2015/16, 24 forces**



Source: Police recorded crime, Home Office Data Hub

Figure 2.9 shows the median number of days taken to assign an outcome to selected hate crime flagged and non-hate crime offences. The median number of days taken to assign an outcome to criminal damage and arson hate crime offences was 27 days, compared with 14 days for non-hate crime flagged criminal damage and arson. Similarly, it took longer to assign an outcome to violence against the person hate crime offences (median=33 days) than to non-hate crime flagged violent offences (median=25 days). There was little difference in the median time taken to assign outcomes to public order offences.

**Figure 2.9: Median number of days taken to assign an outcome, hate crime flagged and non-hate crime flagged offences, offences recorded in 2015/16, 24 forces**



Source: Police recorded crime, Home Office Data Hub

## 2.4 TRANSFERRED OR CANCELLED RECORDS

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

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

Transferred or cancelled records are always recorded in the same financial year as the offence that was originally recorded. So if, for example, an offence was recorded in January and then subsequently transferred or cancelled in the next financial year (e.g. May), the transferred or cancelled record will be

recorded for the previous financial year. This ensures that the total count of offences in any given year is correct. This analysis includes 22 forces<sup>15</sup> that supplied data of sufficient quality to the Data Hub.

Overall, 2.8 per cent of hate crimes originally recorded in 2015/16 were subsequently transferred or cancelled. Most of these (2.2%) were cancelled and 0.7 per cent of crimes were transferred to another police force (compared with 3.0% and 0.5% for non-hate crime offences respectively; Appendix table 2.06).

These proportions varied considerably by offence group. Of the three offence groups most commonly flagged as hate crimes, public order offences were most likely to be cancelled. In 2015/16, 2.3% of all hate crime flagged public order offences were cancelled compared with 5.5% of non-hate crime flagged public order offences (Appendix table 2.07).

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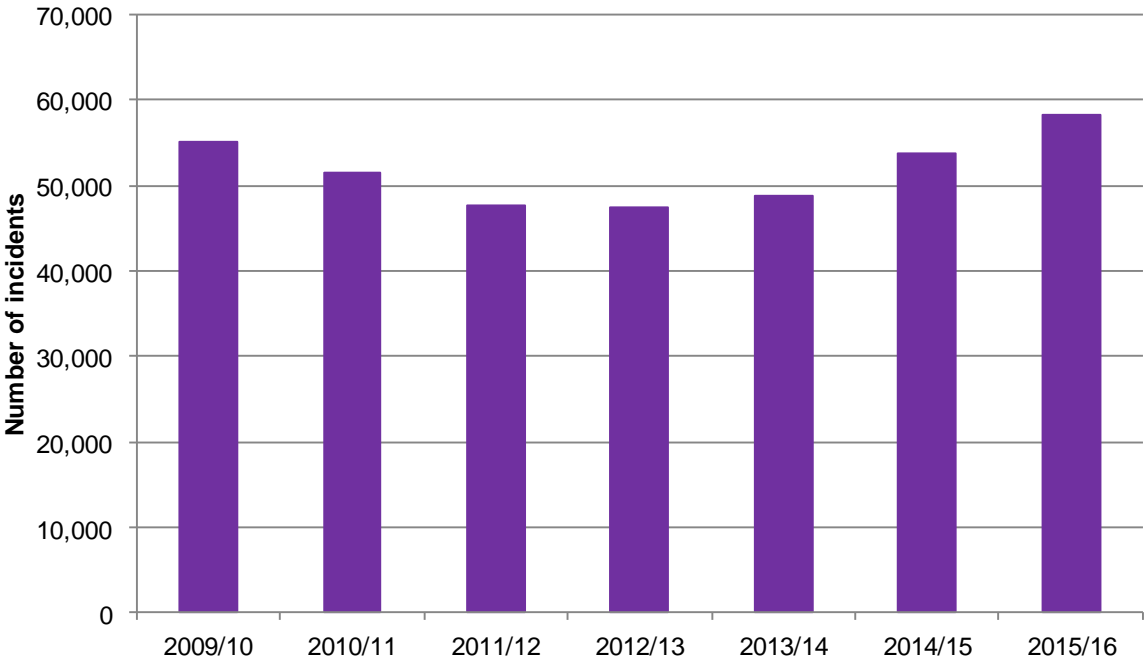
<sup>15</sup> Avon and Somerset, Bedfordshire, Cambridgeshire, Cheshire, Cleveland, Devon and Cornwall, Dyfed-Powys, Gloucestershire, Gwent, Hampshire, Lincolnshire, Merseyside, Metropolitan Police, Northumbria, North Wales, South Wales, South Yorkshire, Staffordshire, Surrey, Thames Valley, Warwickshire and West Mercia.

# 3 Racist Incidents

A 'racist incident' is defined as any incident, including any crime, which is perceived to be racist by the victim or any other person. The coverage is wider than the race hate crime collection as non-notifiable offences, as well as notifiable offences, are included.

In 2015/16, there were 58,197 racist incidents recorded by the 43 police forces in England and Wales (racist incident data excludes the British Transport Police), an increase of eight per cent compared with the previous year. The number of racist incidents recorded by police remained relatively stable between 2011/12 and 2013/14, before increasing by 10 per cent in 2014/15 (Figure 3.1; Appendix Table 3.01). It is likely that improved identification and recording of racist incidents is a factor behind the increase seen in the last two years. Furthermore, while incidents are recorded under the National Standard for Incident Recording in accordance with the same 'victim focused' approach that applies for recorded crime, it is known that there are substantial variations between police forces and over time in how they record racist incidents. Given the greater quality, development and depth of the police recorded hate crime; the Home Office has ceased collecting racist incident data from the police.<sup>16</sup>

**Figure 3.1: Number of racist incidents recorded by the police (excluding British Transport Police), 2009/10 to 2015/16**



Source: Police recorded incidents, Home Office

<sup>16</sup> See Introduction for more information.

## Annex A - Hate crime and the EU Referendum

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On Thursday 23 June 2016, the EU referendum took place and the people of the United Kingdom voted to leave the European Union. Following this result, information released by the [National Police Chiefs' Council \(NPCC\)](#), which covers Northern Ireland as well as England and Wales, showed that there had been an increase in the level of reported and recorded hate crime. This Annex provides information on the level of police recorded hate crime around the time of the EU Referendum as notified to the Home Office. Data for July 2016 onwards are provisional but have been presented in this Annex in response to the interest in hate crime following the referendum result.

As stated in the introduction, there are five centrally monitored strands of hate crime:

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

The College of Policing has provided operational guidance (published in 2014) to police forces around hate crime, including information on what can be covered by race hate crime.<sup>17</sup> The guidance states:

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

This means that crimes with a xenophobic element (such as graffiti targeting certain nationalities) can be recorded as race hate crimes by the police.

Following the EU Referendum, the NPCC requested weekly returns from police forces across England, Wales, and Northern Ireland to measure the level of hate crime in a timely way. The NPCC released a series of reports based on these figures, the last of which was published on 7 September. This report stated that following a sharp increase in July, the level of hate crime reports per week in England and Wales and Northern Ireland had been declining in August – to a level seen in earlier 2016 (although levels were higher than seen in 2015). Due to this, the NPCC have now ended their weekly collection of hate crime data.

For further information, please see: <http://news.npcc.police.uk/releases/tackling-hate-crime-remains-a-priority>.

As mentioned in the Introduction, the police have the option to record some offences as racially or religiously aggravated (see Table 1). While not covering all hate crime offences, in practice the majority of race or religious hate crimes that the police record will come under one of these aggravated offence codes. Therefore, if there has been an increase in hate crime following the EU Referendum, we would also expect to see an increase in the number of racially or religiously aggravated offences over the same time period.

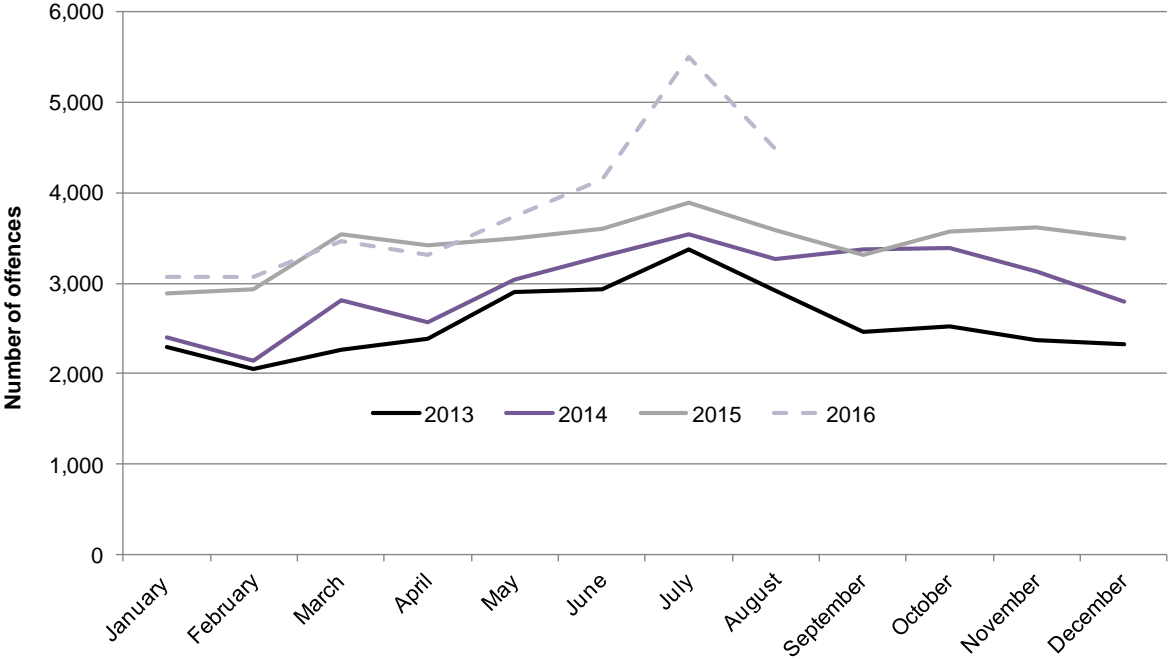
The data the Home Office receives from the police in the main police recorded crime return for these racially or religiously aggravated offences are available on a monthly basis<sup>18</sup>, allowing the level of these offences to be shown around the time of the EU Referendum.

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<sup>17</sup> See [http://www.report-it.org.uk/files/hate\\_crime\\_operational\\_guidance.pdf](http://www.report-it.org.uk/files/hate_crime_operational_guidance.pdf)

Figure A1 shows the monthly number of racially or religiously aggravated offences recorded by the police in the last four years. There is an increase in these offences recorded in June 2016,<sup>19</sup> followed by an even sharper increase in July 2016.<sup>20</sup> The number of aggravated offences recorded then declined in August, but remained at a higher level than prior to the EU Referendum.<sup>21</sup> These increases fit the widely reported pattern of an increase in hate crime following the EU referendum. Whilst January to May 2016 follows a similar level of hate crime to 2015, the number of racially or religiously aggravated offences recorded by the police in July 2016 was 41% higher than in July 2015. The sharp increase in offences is not replicated in the non-racially or religiously aggravated equivalent offences (Figure A2).

**Figure A1: Number of racially or religiously aggravated offences recorded by the police, 2013 to 2016**



Source: Police Recorded Crime, Home Office

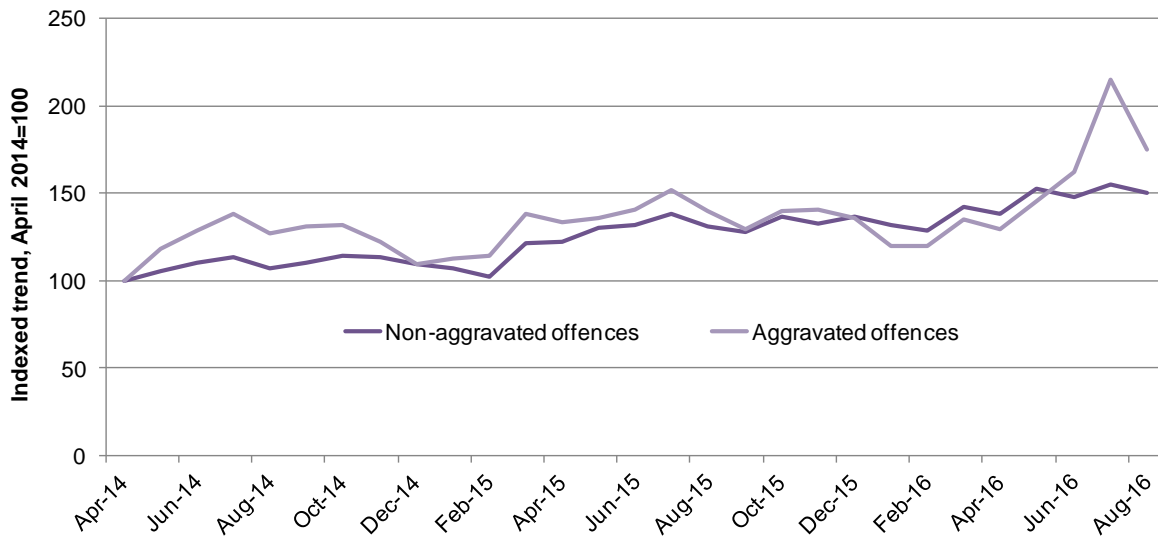
<sup>18</sup> Although data from the main police recorded crime collection are sent to the Home Office broken down by month, the data are only quality assured with police forces on a quarterly basis.

<sup>19</sup> There were seven full days in the month of June following the EU Referendum.

<sup>20</sup> Police recorded crime figures for July and August 2016 have not been reconciled with police forces.

<sup>21</sup> Figures for July 2016 exclude Derbyshire, figures for August 2016 exclude Derbyshire and Hampshire.

**Figure A2: Indexed trends in the number of racially or religiously aggravated offences and their non-aggravated equivalents<sup>1</sup> recorded by the police, April 2014 to August 2016**



Source: Police Recorded Crime, Home Office  
 1. See Table 1 for list of offences covered.

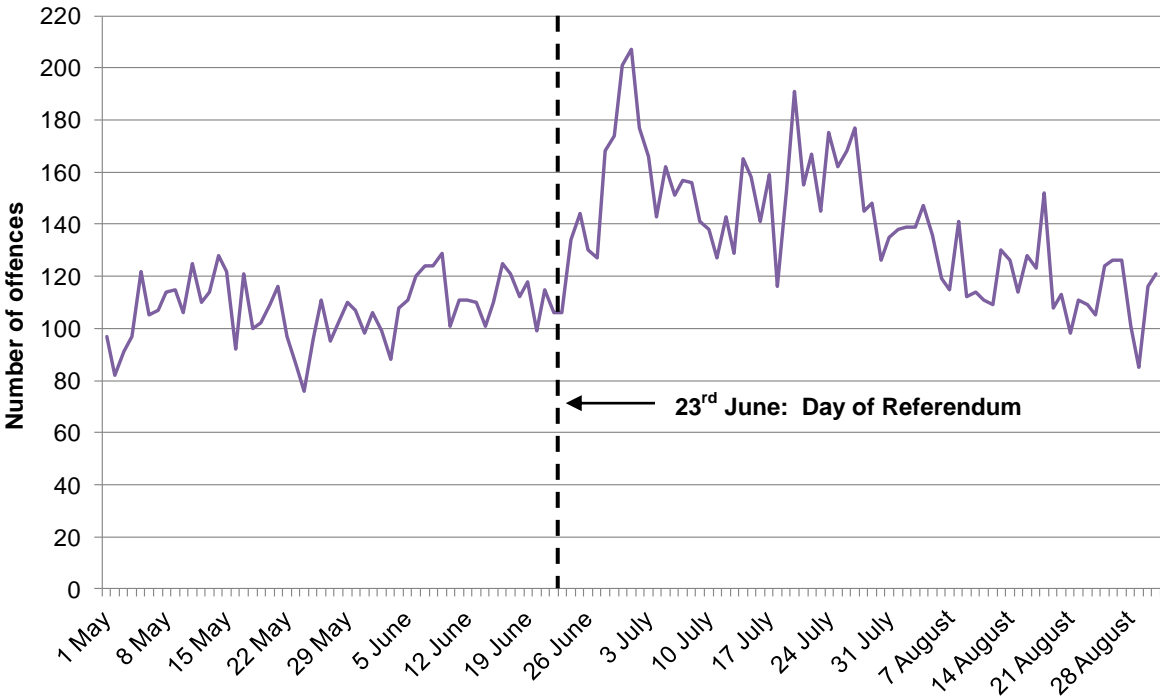
The Home Office Data Hub contains information on the exact day that an offence is recorded.<sup>22</sup> Figure A3 shows racially or religiously aggravated offences recorded by the police by day of recording in May to August 2016 for 31 forces<sup>23</sup> that supplied data to the Home Office Data Hub – therefore covering the period of the EU Referendum. This analysis shows a clear increase following the referendum result. The number of racially or religiously aggravated offences then falls during August, with the number of offences at the end of August at a similar level seen prior to the referendum.

<sup>22</sup> Figures may include offences that took place before the date of recording. It is possible they were reported as a result of the increased media attention on hate crime around the time of the EU referendum.

<sup>23</sup> Avon and Somerset, Bedfordshire, Cambridgeshire, Cheshire, Cleveland, Devon and Cornwall, Derbyshire, Gloucestershire, Greater Manchester, Gwent, Hampshire, Hertfordshire, Humberside, Lancashire, Lincolnshire, Merseyside, Metropolitan Police, Northumbria, North Wales, North Yorkshire, South Wales, South Yorkshire, Staffordshire, Surrey, Sussex, Thames Valley, Warwickshire, West Mercia, West Midlands, West Yorkshire and Wiltshire.



Figure A3: Number of racially or religiously aggravated offences recorded by the police, 31 forces, May to August 2016



Source: Police recorded crime, Home Office Data Hub

# Annex B – Hate Crime Data Sources and Quality

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## INTRODUCTION

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

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

## POLICE RECORDED CRIME DATA SOURCES AND VALIDATION PROCESS

Hate crime data are supplied to the Home Office by the 43 territorial police forces of England and Wales, plus the British Transport Police. Forces either supply the data at least monthly via the Home Office Data Hub or on an annual basis in a manual return. For forces with data on the Data Hub, the Home Office extracts the number of offences for each force which have been flagged by forces as having been motivated by one or more of the monitored strands. It is then possible to derive the count of offences and the monitored strands covered. In the manual return, police forces submit both the total number of hate crime offences (that is a count of the number of unique offences motivated by one or more of the five monitored strands) and the monitored strands (or motivating factors) associated with these offences. In the 2015/16 collection, forces returning data manually were required to provide an offence group breakdown for recorded hate crimes; prior to 2015/16 only an aggregated total of hate crimes for each of the five strands was asked for. It is possible for more than one of the monitored strands (motivating factors) to be assigned to a crime. For instance an offence motivated by hostility to race and religion would be counted twice, once under each of the strands.

Further information on how the police record hate crime can be found in the Hate Crime Operational Guidance<sup>24</sup> publication.

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

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

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<sup>24</sup> For recording purposes, the perception of the victim, or any other person, is the defining factor in determining whether an incident is a hate incident, or in recognising the hostility element of a hate crime. The victim does not have to justify or provide evidence of their belief, and police officers or staff should not directly challenge this perception. Evidence of the hostility is not required for an incident or crime to be recorded as a hate crime or hate incident. ([http://www.report-it.org.uk/files/hate\\_crime\\_operational\\_guidance.pdf](http://www.report-it.org.uk/files/hate_crime_operational_guidance.pdf))

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

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

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

## Further information

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

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

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

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

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

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

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

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

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

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

Police recorded crime and outcomes open data tables:

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

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

[http://www.report-it.org.uk/hate\\_crime\\_data1](http://www.report-it.org.uk/hate_crime_data1)

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

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

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

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/307624/HateCrimeActionPlanProgressReport.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/307624/HateCrimeActionPlanProgressReport.pdf)

Hate crime statistics published by the Scottish and Northern Irish governments can be found here:

<https://www.psnipolice.uk/inside-psni/Statistics/hate-motivation-statistics/>

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

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

[http://www.cps.gov.uk/publications/equality/hate\\_crime/index.html](http://www.cps.gov.uk/publications/equality/hate_crime/index.html)

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

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

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

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

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

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

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

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

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

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