

**CRIME STATISTICS ADVISORY COMMITTEE**

**AGENDA**

**Friday 25 May 2012, from 14:30 until 16:30  
(Coffee/tea available from 14:00)**

**Meeting Room 3, Drummond Gate, London**

<b>Agenda Item No.</b>	<b>Timings</b>	<b>Order of Business</b>		
1	14:30 – 14:40	Welcome		<i>Welcome and announcements</i> <ul style="list-style-type: none"> <li>• Stephen Shute</li> </ul>
2	14:40 – 14:50	Oral Report		<i>Transfer of Crime Statistics from Home Office to ONS</i> <ul style="list-style-type: none"> <li>• Tricia Dodd</li> </ul>
3	14:50 – 15:00	For approval	CSAC(12)01	<i>Terms of Reference</i> <ul style="list-style-type: none"> <li>• Kieron Mahony</li> </ul>
4	15:00 – 15:20	For approval	CSAC(12)02	<i>Annual Report 2011/12</i> <ul style="list-style-type: none"> <li>• Kieron Mahony</li> </ul>
5	15:20 – 15:35	For discussion	CSAC(12)03	<i>Technical Working Group</i> <ul style="list-style-type: none"> <li>• Kieron Mahony</li> </ul>
6	15:35 – 16:20	For discussion	CSAC(12)04	<i>Proposed changes to the presentation of classifications used in crime statistics</i> <ul style="list-style-type: none"> <li>• John Flatley</li> </ul>
7	16:20 – 16.30	Any other business		<i>Future business of the Committee</i> <i>HMIC Work Programme</i> <ul style="list-style-type: none"> <li>• All</li> </ul>
		For information	CSAC(12)05	<i>National Crime Registrar's Report</i>

**Attendees:**

Iain Bell  
David Blunt  
Professor Allan Brimicombe  
Philippa Brimicombe (Secretariat)  
Kathryn Chamberlain  
Giselle Cory  
Tricia Dodd (for Guy Goodwin)  
John Flatley  
Christine Lawrie  
Professor Michael Levi  
Professor Chris G Lewis  
Kieron Mahony (Secretariat)  
Patricia Mayhew  
Sir Denis O'Connor  
Douglas Paxton  
Jae Samant  
Professor Stephen Shute (Chair)

Ministry of Justice  
Home Office  
University of East London  
National Statistician's Office  
Welsh Government  
Victim Support  
Office for National Statistics  
Office for National Statistics  
Former Chief Executive, Probation Association  
Cardiff University  
University of Portsmouth  
National Statistician's Office  
Independent criminological consultant  
Her Majesty's Inspectorate of Constabulary  
Association of Chief Police Officers  
Home Office  
University of Sussex

**Apologies:**

Guy Goodwin  
Professor Mike Hough  
Jil Matheson

Office for National Statistics  
Institute for Criminal Policy Research, School of Law, Birkbeck  
National Statistician

## **CRIME STATISTICS ADVISORY COMMITTEE**

### **Proposal for a Technical Working Group Revisited**

#### **Purpose**

1. The purpose of this paper is to re-examine the need for a Technical Working Group (TWG) to support the Crime Statistics Advisory Committee (CSAC) in the light of a better understanding of the current landscape of other crime statistics fora.

#### **Action**

2. The Committee is invited to reconsider the need for a Technical Working Group (TWG) to support the Crime Statistics Advisory Committee (CSAC).

#### **Background**

3. At the inaugural meeting of the Committee on 19 December 2011 members discussed whether it was necessary for the Committee to be supported by a TWG [Paper CSAC(11)02]. The paper (Annex 1) argued that the principal benefit of a TWG would be to prevent the Committee becoming bogged down with operational issues.
4. Members were not convinced that the proposal had merit and wanted to better understand how the relationship between the Committee and a TWG would work. It was noted too that it would be important to avoid any overlap with existing Home Office fora that provided a similar function. Hence, this paper makes the case for more flexible arrangements that dovetail with the existing Home Office fora.
5. The HO maintains three working groups to oversee issues and processes around Police Recorded Crime (PRC) and the Home Office Counting Rules (HOCR):-
  - (i) The PRC TWG (technical working group) has wide representation of the data producers (police forces) and other stakeholders, including ONS. Its role is to review and agree on matters of interpretation of the HOCR, provision of new or amended guidance and debates developments which might require change. For example, the proposals put to CSAC in its first two meetings had previously progressed through this group. It meets regularly, is well supported and fully engaged; and,
  - (ii) The Quality Assurance and Data Accuracy group engages with stakeholders (again including ONS). Its purpose is to oversee and manage the established Data Quality Audit Manual of guidance for forces on PRC and to advise and assist HMIC in the preparation for any of their inspections or audit programmes; and,
  - (iii) The National Crime Recording Steering Group (NCRSG) was temporarily mothballed in 2011 to await the outcomes of the National Statistician's Review and the impact of the establishment of the Committee. The Home Office's view is that it now needs to re-invigorate this group to provide the strategic direction around PRC and, in particular, to provide the opportunity for policy implications of

proposed changes or amendments to be considered and an agreed line to be reached in advance of any CSAC deliberations.

6. There is a fourth group, now under the auspices of ONS, the Crime Survey for England and Wales Steering Group which comments on methodological work. ONS is aware that methodological changes need to be presented to the Committee for advice before they can be implemented.
  
7. It seems therefore that the landscape is fairly cluttered and may not benefit from the addition of a fifth group with a permanent and sufficiently distinct technical role. Nevertheless there may be merit in the Committee, in appropriate circumstances and of their own volition, convening an ad-hoc group (task-and-finish group is the current Whitehall jargon) to consider a particular issue or set of issues that require detailed investigation that otherwise would take up too much of the Committee's time. The Committee would decide the membership of any group and determine its remit and timeline for the work required. The group would be expected to present its findings to the Committee in a manner set out in the remit.

**CSAC Secretariat  
National Statistician's Office  
May 2012**

## 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****Proposed Changes to the Presentation of Classifications  
used in Crime Statistics****Background and Purpose**

1. The Committee has previously advised the Home Secretary on proposed changes to the classifications used to collect police recorded crime. This advice was accepted by the Home Secretary. Following the transfer of responsibility for the compilation and publication of crime statistics for England and Wales to the Office for National Statistics (ONS) on 1 April 2012, the newly formed Crime Statistics and Analysis division in ONS has given consideration to the future presentation of crime statistics.
2. This paper gives details of proposals to change the categories used in the presentation of crime statistics. These proposals go beyond those related to the recent changes in police recorded crime data collection. They take account of the findings of the National Statistician's Review of Crime Statistics in England and Wales (the Review) and aim to improve the presentation in statistical releases by using a clearer, more coherent and consistent set of offence categories. These proposals take into account the importance of maintaining consistent time series, and in aligning crime categories with those used in other publicly available sources of crime data.
3. Proposals also include changes to the categories used in the presentation of data from the Crime Survey for England and Wales (previously known as the British Crime Survey). These are also intended to provide a clearer presentation of the data using categories which more closely align to police recorded crime.
4. Subject to the Committee's views, it is proposed that the changes be put out for consultation with users with a view to the agreed presentational changes being introduced in the quarterly crime statistics to be published by ONS in October 2012.

**Action**

5. The Committee is invited to:
  - i. consider the proposals for revisions to the presentation of crime statistics outlined in this paper. Tables presented in Annexes A and B provides more detail on the proposed changes; and,
  - ii. advise on whether they agree that these proposed changes would improve the presentation of published crime statistics without damaging public trust in the figures, focusing in particular on the **three changes** which represent the greatest risk of impacting on public trust; namely:

- A reduction in the volume of police recorded violent crimes and CSEW estimates of violence (by 19% and 12% respectively) that would result from the proposed recategorisation of some offences;
  - Related to the above, the presentation of robbery in both data series; and,
  - The proposed labelling of crime groups and categories – in particular, the use of the terms ‘victim-based crime’ and ‘non-victim-based crime’.
- iii. agree the remainder of the proposed changes to presentation, which represent smaller movements between offence categories, and renaming of offence groups and categories.

## **Discussion**

### **Impetus for changes to presentation**

6. Some minor adjustments to the presentation of crime statistics are needed to reflect the changes to the classifications and categories used in recording which have been previously discussed by the Committee. The Review also highlighted the need to improve the presentation of statistics to give users and the public a clearer understanding of the overall picture of crime.
7. Proposals also include some changes to categories used in the presentation of data from the Crime Survey for England and Wales (CSEW). These aim to present a clearer breakdown of the offences captured by the survey, more closely reflecting the nature of incidents. Proposed changes to the CSEW also aim to address some inconsistencies with categories used in police recorded crime.
8. Proposed changes should also be seen in the context of broader work to standardise the format of crime statistics released each quarter. Existing arrangements involve the publication of summary level crime data three times a year, and the publication of detailed statistics annually. The absence of a standard quarterly format has caused some confusion with users. Existing summary tables released three times a year provide only a partial breakdown of crime categories, while the annual publication includes a high level of detail that some users find difficult to penetrate.
9. The proposals in this paper are an attempt to produce a standardised categorisation that would present a more complete breakdown of crime each quarter. These proposed changes are summarised in the table below with the details shown in Annexes A and B.

Current		Proposed	
Summary level data (published quarterly)	Detailed data (Published annually)	Summary level data (published quarterly)	Detailed data (provided as supplementary tables quarterly)
<ul style="list-style-type: none"> <li>Police recorded crime presented as <b>10 offence groups</b>, with breakdowns for <b>selected offences</b> only.</li> <li>CSEW data presented as <b>8 offence groups</b> split across 2 high level categories (household crime and personal crime)</li> </ul>	<ul style="list-style-type: none"> <li>Police recorded crime presented <b>148 crime classifications</b>, grouped by offence type.</li> <li>CSEW data presented across <b>8 offences groups</b>, with a breakdown for given for most of these groups.</li> </ul>	<ul style="list-style-type: none"> <li>Police recorded crime presented as <b>7 offence groups</b> split across 3 high-level categories. A <b>fuller breakdown</b> of offence types is provided</li> <li>CSEW data presented as <b>9 offence groups</b> split across 3 high-level categories based on <b>offence type</b>.</li> </ul>	<ul style="list-style-type: none"> <li>Police recorded crime presented as <b>123 crime classifications</b>, grouped by offence type – grouping revised to better reflect the nature of offences</li> <li>CSEW data presented across <b>9 offence groups</b>, with breakdowns provided for <b>all groups</b> where this is possible</li> </ul>

### Impact on overall levels of crime

10. The proposed changes would not impact on the total numbers of crimes presented in the official statistics, neither those recorded by the police nor the number of crimes estimated by the CSEW. For both data series the changes involve the movement of offence classifications between categories or the renaming of categories.

### Impact on continuity of time series

11. All proposed changes to the presentation of the CSEW would allow for the creation of full back series data to 1981 when the survey began.
12. The majority of proposed changes to the presentation of police recorded crime also allow revision of back series data and the continuity of historical time series data would be maintained in all high level offence groupings. However, the proposed changes relating to the newly formed 'endangering life' classification would create a very small discontinuity to the time series for the sub-categories of Violence with injury and Violence without injury. **The overall Violence Against the Person category will be unaffected.**
13. Changes to the collection of police recorded crime on 1 April 2012 mean that a very small number of historical offences (e.g. Impeding the saving of life from shipwreck or Shooting at naval or revenue vessels) previously subsumed within the category of 'More serious wounding or other acts endangering life' (within the sub-category Violence with injury) will be recorded under the new category of 'Endangering life' (within the sub-category of Violence without injury). It will not be possible to quantify that number but it is thought to be so small as to have no significant impact on the trends.
14. In addition, two further components (representing 700 offences in 2010/11) previously counted under Violence with injury will join other similar offences within the Violence without injury sub-category. Going forward it will not be possible to produce a consistent

back series on the old basis due the collection changes. However, given the small volumes involved it is proposed to note the small discontinuity in published tables.

### **Risks to public trust**

15. The proposed changes to presentation aim to make the crime statistics clearer for users, but there may also be unintended consequences in terms of public trust in the figures. In relation to the proposed presentational changes three main risks to public trust have been identified. These are in the following areas:
- A reduction in the of volume of police recorded violent crimes and CSEW estimates of violence (19% and 12% respectively) as a result of some crime types being reclassified (see paragraphs 28 and 32);
  - Related to the above, the presentation of robbery in both data series (see paragraph 32); and,
  - Labelling of crime groups and categories – for example, the use of the term ‘non-victim-based crime’ (see paragraphs 19-22).

### **Alignment with other publicly available crime data**

16. The proposed new categories and groupings have been designed to improve alignment with categories used by Her Majesty’s Inspectorate of Constabulary (HMIC) and with the police.uk crime maps.

### **Costs**

17. Costs of the proposed changes to the presentation can be met within existing resources within the ONS and Home Office teams. Police forces will not incur any additional costs or administrative burdens as a result of proposed presentational changes.

### **Overview of proposed changed to presentation of police recorded crime**

18. Proposed changes to the presentation of police recorded crime can be summarised under the following headings:
- i) Organising the presentation of police recorded crime under two broad categories - ‘Victim-based’ and ‘non-victim-based’ offences;
  - ii) The introduction of a new offence group of ‘Acquisitive offences’;
  - iii) Changing the name of the ‘Other miscellaneous offences’ group to ‘Other offences against the state and public order offences’; and,
  - iv) Moving selected offence classifications into different groups to better reflect the nature of the offences.

### **‘Victim-based’ and ‘non-victim-based’ offences**

19. To improve the clarity of presentation, it is proposed to split police recorded crimes between two broad groups – firstly, victim-based offences, encompassing crimes that are mainly recorded as a result of a victim report and, secondly, non-victim-based offences, which are mainly recorded as a result of proactive enforcement by the police and other authorities. A summary of this split, and the types of offences covered in each group is provided below. Some consideration will need to be given to the description of these two groups (see paragraph 20 below).

Victim-based offences	Non-victim-based offences
<ul style="list-style-type: none"> <li>• All violent offences – violence with injury and without injury.</li> <li>• All sexual offences</li> <li>• All acquisitive offences – including burglary, robbery, offences against vehicles, shoplifting and all other theft offences.</li> <li>• Criminal damage offences</li> </ul>	<ul style="list-style-type: none"> <li>• All drugs offences – trafficking and possession.</li> <li>• ‘Other offences against the state and public order offences’ – including possession of weapons, public order offences, and other miscellaneous offences against the state (e.g. prostitution, threat to commit criminal damage, and handling stolen goods)</li> </ul>

20. **Fraud and forgery offences** would continue to be identified separately, but would not fall within either of these two broad offence groups. The allocation of fraud and forgery offences to either victim-based or non-victim-based offences is not straightforward, and the use of a separate fraud and forgery offence group is consistent with the categorisation used by HMIC. In addition, ongoing changes to arrangements for the recording of fraud offences mean that there will need to be further consideration of how fraud and forgery offences are presented in due course.
21. The proposed split between victim-based and non-victim-based offences was included in the recent consultation on changes to recorded crime classifications and categories, and responses indicated support for making this split in the presentation of recorded crimes. Making this distinction in the recorded crime data will also help to more closely align the data with the CSEW which is exclusively victim-based.
22. However, there is a risk that some users may feel that labelling some crimes as ‘non-victim-based’ suggests that these are victimless crimes, and that this does not properly reflect the wider social impact of offences such as drug trafficking and exploitation of prostitution. This risk should not necessarily prevent the change being made, but may require some further discussion on the most appropriate labelling or handling of the changes.

### **New offence group of ‘Acquisitive offences’**

23. This new offence group would include all offences recorded by the police involving theft, encompassing burglary, robbery, offences against vehicles, theft from the person, bicycle theft, shoplifting, and all other theft offences. This would help to present a clearer picture of theft offences recorded by the police and also gives better alignment with the CSEW.
24. Perhaps the most significant change to the existing presentation is the inclusion of **theft from the person, bicycle theft** and **shoplifting** as separate offence categories presented each quarter as standard. In the existing categorisation these three offence classifications fall within the ‘other theft offences’ group alongside a range of other miscellaneous theft offences and not separately identifiable in the current standard quarterly releases. This ‘catch all’ group contains a large volume of recorded offences (1,078,727 offences in 2010/11, representing 26% of all crime recorded by the police).
25. The proposed ‘Acquisitive offence’ group still includes a miscellaneous category called **‘All other acquisitive offences’**, but the volume of offences would reduce to just over 650,000 (16% of all 2010/11 recorded crime). The majority of these offences (over 480,000 in 2010/11) are recorded as ‘Other theft or unauthorised taking’, a single offence classification which cannot be disaggregated. This broad classification covers

theft of unattended items (e.g. a wallet left on a restaurant table, or garden furniture from outside a house) and also covers thefts from infrastructure (e.g. copper cable from the rail or telecoms networks) and the fabric of buildings (e.g. lead from a roof).

### **Changing the name of the 'Other miscellaneous offences'**

26. The 'Other miscellaneous offences' group would be renamed '**Other offences against the state and public order offences**', and sub-divided into classifications of possession of weapons and other weapons offences, and public order and other offences against the state. As outlined below (see paragraphs 26 and 27) to make the categories clearer, and improve alignment with other sources, it is proposed that selected offences currently included in other groups (principally violence against the person – see paragraph 26) are moved to this newly named category. This would increase the volume of offences covered (from just under 67,000 to just over 240,000 in 2010/11). However, renaming and sub-dividing this offence group should make the composition clearer for users.

### **Moving selected offence classifications into different groups**

27. The consultation document on changes to recorded crime classifications and categories included details of proposed changes to high level groups used to report police recorded crime in the future publications (see Annex C for details). These changes are designed to better reflect the nature of the offences, and enable the clearer distinction of victim-based crime and non-victim-based crimes. They would also help align more closely with the police.uk crime maps website and HMIC categorisations.
28. Proposals include moving a number of offences currently classified as violence against the person into 'Other offences against the state and public order offences'. The most notable of these in terms of volume of crimes recorded are the 'public fear, alarm and distress' offence codes for which there were 135,711 offences recorded in 2010/11. It is also proposed to move a number of weapons possession offences (representing 22,367 recorded offences in 2010/11). In both cases these involve offences where no violence is inflicted. The combined effect of these proposal would result in a **net reduction in the volume of offences recorded as violence against the person of 156,358 offences (19%)** based on 2010/11 figures. A consistent back series will be presented for both old and new classifications to make the effect of this change transparent to users.
29. Proposals also include moving some offences currently included in the criminal damage, sexual offences, and other theft groups, but these the net impact on these offence groups is much lower than for violence.

### **Overview of proposed changes to presentation of Crime Survey for England and Wales data**

30. Proposed changes to the presentation of data from the CSEW can be summarised under the following headings:
- i) Moving away from the headline categories of 'Household crime' and 'Personal crime' which are not well understood to adopt categories based on more specific crime types to make for easier reading across to police recorded crime;
  - ii) Presenting Robbery as an 'Acquisitive crime' rather than a 'Violent crime' to reflect the motive of the offence and align with police recorded crime; and,

- iii) Changes to the presentation of some theft offences to make the presentation of these data clearer and better reflect nature of theft offences captured by the CSEW.

### **Presenting CSEW categories based on crime types**

31. This proposed change would involve the removal of the split between household crime and personal crime currently used in the presentation of CSEW figures, and replacing it with a split based on types of crime (see annex A for an indicative summary table). Presenting data split between categories of violent crime, acquisitive crime, and criminal damage would more closely align with the proposed presentation of police recorded crime. It is also felt that these categories would be present a clearer breakdown of CSEW crime which could be more easily understood by users.

### **Presenting robbery as an 'acquisitive crime' rather than a 'violent crime'**

32. Data for the CSEW currently present robbery incidents as violent offences. The CSEW estimated 248,000 incidents of robbery in 2010/11. Nesting robbery within acquisitive offences more accurately reflects the nature of the offence, and would be consistent with the proposed classification of robbery in police recorded crime. As such, it is felt that this change would present a clearer picture for the public and avoid confusion involved in robbery being treated differently in the two series. This change would impact on CSEW estimates of violent crime, leading to a 12% reduction (based on data to Dec 2011). Robbery would continue to be identified as a distinct category in both CSEW and police recorded crime data and would be included in the summary total of acquisitive offences within the published outputs. An alternative approach would be to present robbery as a separate category as is currently the case with recorded crime. We would welcome the committee's views on this.

### **Changes to the presentation of some theft offences.**

33. Also proposed are a number of smaller changes to the presentation of some acquisitive crimes captured by the survey but these will have no impact on overall numbers of crimes. These aim to present a clearer picture of constituent crime types within large categories. These can be summarised as follows and further details of these changes can be found in Annex D:
  - A clearer breakdown of **burglary offences**, separating out unsuccessful attempts from actual burglaries with entry.
  - Clearer presentation of **other household theft**, breaking it down into five component categories.
  - Separating out attempted incidents from the categories of **snatch and stealth thefts** to be consistent with the presentation of robbery.

**Mark Bangs & John Flatley**  
**Crime Statistics and Analysis Division**  
**Office for National Statistics**

**May 2012**

## ANNEX A: Illustrative tables – POLICE RECORDED CRIME

### **CURRENT** police recorded crime summary table. Recorded crimes in the year to December 2011 compared with the previous year

England and Wales Offence group	Numbers and percentage changes		
	12 months to December 2010	12 months to December 2011	% change between years
Violence against the person offences	833,081	775,345	-7
<i>Violence against the person - with injury</i> <sup>2</sup>	373,568	346,196	-7
<i>Violence against the person - without injury</i> <sup>3</sup>	459,513	429,149	-7
Sexual offences	54,562	54,794	0
<i>Most serious sexual crime</i>	44,659	45,691	2
<i>Other sexual offences</i>	9,903	9,103	-8
Robbery offences	75,155	77,248	3
<i>Robbery of business property</i>	7,919	7,060	-11
<i>Robbery of personal property</i>	67,236	70,188	4
Burglary offences	519,388	512,269	-1
<i>Burglary in a dwelling</i>	257,869	250,754	-3
<i>Burglary in a building other than a dwelling</i>	261,519	261,515	0
Offences against vehicles	456,388	425,754	-7
<i>Theft or unauthorised taking of a motor vehicle</i>	107,401	97,141	-10
<i>Theft from a vehicle</i>	317,819	302,500	-5
<i>Interfering with a motor vehicle</i>	31,168	26,113	-16
Other theft offences <sup>4</sup>	1,057,674	1,108,898	5
<i>of which:</i>			
<i>Theft from the person</i>	90,815	99,470	10
<i>Theft or unauthorised taking of a pedal cycle</i>	106,697	114,046	7
Fraud and forgery offences	148,137	142,991	-3
Criminal damage offences	714,863	651,541	-9
<b>TOTAL PROPERTY CRIME</b>	<b>2,896,450</b>	<b>2,841,453</b>	<b>-2</b>
Drug offences	231,929	232,834	0
Other miscellaneous offences	68,376	61,665	-10
<b>TOTAL RECORDED CRIME - ALL OFFENCES</b>	<b>4,159,553</b>	<b>4,043,339</b>	<b>-3</b>
<i>of which: Firearm offences</i> <sup>5</sup>	7,431	6,176	-17

Source: Police Recorded Crime<sup>1</sup> - Home Office

- Police recorded crime statistics based on data from all 44 forces in England and Wales (including the British Transport Police).
- Includes homicide, attempted murder, intentional destruction of viable unborn child, causing death by dangerous driving/careless driving when under the influence of drink or drugs, more serious wounding or other act endangering life (including grievous bodily harm with and without intent), causing death by aggravated vehicle taking and less serious wounding offences.
- Includes threat or conspiracy to murder, harassment, possession of weapons, other offences against children and assault without injury (formerly common assault where there is no injury).
- Other theft includes a range of offences, including shoplifting and abstraction of electricity. The two sub-headings given here are provided for comparison purposes as they correspond to CSEW categories.
- Firearm offences are provisional. Excludes offences involving the use of air weapons and offences recorded by British Transport Police. Includes crimes recorded by police where a firearm has been fired, used as a blunt instrument against a person or used as a threat.

**PROPOSED** police recorded crime summary table. Recorded crimes in the year to March 2011 compared with the previous year

England and Wales - indicative data	Numbers and percentage changes		
Offence group	12 months to March 2010	12 months to March 2011	% change between years
<b>VICTIM-BASED CRIME</b>			
<b>VIOLENCE AGAINST THE PERSON</b>	<b>699,386</b>	<b>665,574</b>	<b>-5</b>
<i>Homicide</i>	615	642	4
<i>Other Violence with injury</i>	400,795	367,652	-7
<i>Violence without injury<sup>2</sup></i>	297,976	297,280	-7
<b>SEXUAL OFFENCES</b>	<b>53,175</b>	<b>52,230</b>	<b>0</b>
<i>Most serious sexual offences</i>	43,579	43,553	2
<i>Other sexual offences</i>	9,596	8,677	-8
<b>ACQUISITIVE OFFENCES</b>	<b>2,137,655</b>	<b>2,117,280</b>	<b>-1</b>
<i>Burglary</i>	540,655	522,640	-1
<i>Domestic burglary</i>	268,595	258,148	-4
<i>Non-domestic burglary</i>	272,060	264,492	-3
<i>Robbery</i>	75,101	76,179	3
<i>Robbery of personal property</i>	66,928	68,452	-1
<i>Robbery of business property</i>	8,173	7,727	-5
<i>Theft from the person</i>	92,271	92,924	10
<i>Offences against vehicles</i>	494,978	449,681	-7
<i>Bicycle theft</i>	109,851	108,969	7
<i>Shoplifting</i>	307,845	305,905	-1
<i>All other acquisitive offences<sup>4</sup></i>	516,954	560,982	5
<b>CRIMINAL DAMAGE</b>	<b>800,718</b>	<b>695,090</b>	<b>-13</b>
<i>Criminal damage offences</i>	800,718	695,090	-9
<b>NON-VICTIM-BASED CRIME</b>			
<b>DRUG OFFENCES</b>	<b>234,998</b>	<b>232,216</b>	<b>-1</b>
<i>Trafficking of drugs</i>	33,009	32,069	-3
<i>Possession of drugs</i>	201,989	200,147	-1
<b>OFFENCES AGAINST THE STATE AND PUBLIC ORDER OFFENCES</b>	<b>260,324</b>	<b>240,068</b>	<b>-8</b>
<i>Possession of weapons and other weapons offences</i>	28,671	26,228	-9
<i>Public order and other offences against the state</i>	231,653	213,840	-8
<b>FRAUD AND FORGERY OFFENCES</b>	<b>152,229</b>	<b>145,841</b>	<b>-4</b>
<b>TOTAL RECORDED CRIME - ALL OFFENCES</b>	<b>4,338,485</b>	<b>4,148,299</b>	<b>-3</b>

Source: Police Recorded Crime<sup>1</sup> - Home Office

- Police recorded crime statistics based on data from all 44 forces in England and Wales (including the British Transport Police).
- Includes threat or conspiracy to murder, harassment, and assault without injury (formerly common assault where there is no injury).
- The majority of offences in this category are theft of unattended items such as bags and wallets. This category also includes offences involving thefts infrastructure such as removal of cable the rail and telecommunications networks, and theft from the fabric of buildings.

## PROPOSED detailed offence breakdown of police recorded crime

	Old code	Code removed April 2012	Number of offences recorded in 2010/11
<b>VICTIM-BASED CRIME</b>			
<b>Violent offences</b>			
<b>Homicide</b>			
1	Murder		
4.1	Manslaughter		
4.2	Infanticide		
		Homicide	642
<b>Other violence with injury</b>			
2	Attempted murder		525
4.3	Intentional destruction of viable unborn child		3
4.4	Causing death by dangerous driving		209
4.6	Causing death by careless driving when under the influence of drink or drugs		..
4.8	Causing death by careless or inconsiderate driving		170
5	More serious wounding or other act endangering life		..
5A	Inflicting grievous bodily harm (GBH) with intent (HMC List as wounding or carrying out an act endangering life)	✓	19,474
NEW	Assault with intent to cause serious harm	✓	..
NEW	Wounding		..
8F	Inflicting grievous bodily harm (GBH) without intent	✓	15,117
8H	Racially or religiously aggravated inflicting GBH without intent	✓	188
37.1	Causing death by aggravated vehicle taking		14
4.7	Causing or allowing death of a child or vulnerable person		6
4.9	Causing death by driving: unlicensed drivers etc.		6
4.10	Corporate manslaughter		2
8A	Less serious wounding	✓	..
8G	Actual bodily harm (ABH) and other injury	✓	328,474
8D	Racially or religiously aggravated less serious wounding	✓	..
8J	Racially or religiously aggravated ABH or other injury	✓	2,982
8K	Poisoning or female genital mutilation	✓	110
NEW	Assault with injury		..
NEW	Racially or religiously aggravated assault with injury		..
<b>Violence without injury</b>			
3	Threat or conspiracy to murder	✓	..
3A	Conspiracy to murder		36
3B	Threats to kill		9,497
6	Endangering railway passengers	✓	257
7	Endangering life at sea	✓	4
NEW	Endangering life		..
8L	Harassment		51,200
8M	Racially or religiously aggravated harassment		1,968
11	Cruelty to and neglect of children	✓	6,084
12	Abandoning a child under the age of two years	✓	6
NEW	Cruelty to children		..
13	Child abduction		552
14	Procuring illegal abortion		5
104	Assault without injury on a constable		15,513
105A	Assault without injury		206,052
105B	Racially or religiously aggravated assault without injury		4,058
36	Kidnapping		1,720
8C	Harassment/Public fear, alarm or distress	✓	..
8E	Racially or religiously aggravated harassment/public fear etc	✓	..
5C	Possession of items to endanger life		328
5B	Use of substance or object to endanger life	✓	372
<b>Sexual offences</b>			
<b>Most serious sexual offences</b>			
17	Indecent assault on a male	✓	..
17A	Sexual assault on a male aged 13 and over		1,287
17B	Sexual assault on a male child under 13		1,125
19	Rape	✓	..
19A	Rape of a female	✓	..
19C	Rape of a female aged 16 and over		9,509
19D	Rape of a female child under 16		2,880
19E	Rape of a female child under 13		2,235

Continued over next page...

## **PROPOSED detailed offence breakdown of police recorded crime (continued)**

	Old code	Code removed April 2012	Number of offences recorded in 2010/11
<b>VICTIM-BASED CRIME (continued)</b>			
<b>Acquisitive Offences</b>			
<b>Burglary</b>			
28	Burglary in a dwelling	✓	..
28A	Burglary in a dwelling		208,469
28B	Attempted burglary in a dwelling		42,292
28C	Distraction burglary in a dwelling		5,480
28D	Attempted distraction burglary in a dwelling		544
29	Aggravated burglary in a dwelling		1,363
30	Burglary in a building other than a dwelling	✓	..
30A	Burglary in a building other than a dwelling		230,839
30B	Attempted burglary in a building other than a dwelling		33,518
31	Aggravated burglary in a building other than a dwelling		135
<b>Robbery</b>			
34A	Robbery of business property		7,727
34B	Robbery of personal property		68,452
<b>Theft from the person</b>			
39	Theft from the person		92,924
<b>Offences against vehicles</b>			
37.2	Aggravated vehicle taking		6,951
45	Theft from a vehicle		313,474
48	Theft or unauthorised taking of motor vehicle		99,277
126	Interfering with a motor vehicle		29,979
<b>Bicycle theft</b>			
44	Theft or unauthorised taking of a pedal cycle		108,969
<b>Shoplifting</b>			
46	Shoplifting		305,905
<b>All other acquisitive offences</b>			
40	Theft in a dwelling other than from automatic machine or meter		54,825
41	Theft by an employee		12,137
42	Theft of mail		2,793
43	Dishonest use of electricity		1,858
47	Theft from automatic machine or meter		6,216
49	Other theft or unauthorised taking		481,659
35	Blackmail		1,494
<b>Criminal damage</b>			
<b>Criminal damage offences</b>			
56	Arson	✓	..
56A	Arson endangering life		3,324
56B	Arson not endangering life		25,789
58A	Criminal damage to a dwelling		172,922
58B	Criminal damage to a building other than a dwelling		75,686
58C	Criminal damage to a vehicle		289,048
58D	Other criminal damage		125,743
58E	Racially or religiously aggravated criminal damage to a dwelling	✓	640
58F	Racially or religiously aggravated criminal damage to a building other than a dwelling	✓	535
58G	Racially or religiously aggravated criminal damage to a vehicle	✓	866
58H	Racially or religiously aggravated other criminal damage	✓	537
NEW	Racially or religiously aggravated criminal damage		..

**Continued over next page...**

## **PROPOSED detailed offence breakdown of police recorded crime (continued)**

	Old code	Code removed April 2012	Number of offences recorded in 2010/11
<b>NON-VICTIM-BASED CRIME</b>			
<b>Drug offences</b>			
<b>Trafficking of drugs</b>			
92A	Trafficking in controlled drugs		32,069
<b>Possession of drugs</b>			
92B	Possession of controlled drugs	✓	..
92C	Other drug offences		1,135
92D	Possession of controlled drugs (excluding cannabis)		38,473
92E	Possession of controlled drugs (cannabis)		160,539
<b>Offences against the state and public order</b>			
<b>Possession of weapons and other weapons offences</b>			
8B	Possession of weapons	✓	..
10A	Possession of firearms with intent		1,381
10C	Possession of other weapons		10,536
10D	Possession of article with blade or point		10,450
10B	Possession of firearms offences		3,610
81	Other firearms offences		251
90	Other knives offences		0
<b>Public order and other offences against the state</b>			
9A	Public fear, alarm or distress		114,753
9B	Racially or religiously aggravated public fear, alarm or distress		20,958
24	Exploitation of prostitution		153
27	Soliciting for the purpose of prostitution		826
38	Profiting from or concealing knowledge of the proceeds of crime		2,312
54	Handling stolen goods		9,129
59	Threat etc. to commit criminal damage		5,913
15	Concealing an infant death close to birth		9
26	Bigamy		44
33	Going equipped for stealing, etc.		4,113
62	Treason	✓	0
64	Riot	✓	1
65	Violent disorder	✓	702
NEW	Violent disorder		..
66	Other offences against the State and public order		36,583
67	Perjury		338
68	Libel	✓	4
69	Offender Management Act offences		516
75	Betting, gaming and lotteries	✓	13
76	Aiding suicide		7
78	Immigration offences	✓	444
79	Perverting the course of justice		6,895
80	Absconding from lawful custody		498
82	Customs and Revenue offences	✓	3
83	Bail offences		6
84	Trade descriptions, etc.	✓	481
85	Health and Safety offences	✓	2
86	Obscene publications, etc. and protected sexual material		3,291
87	Protection from eviction	✓	73
89	Adulteration of food	✓	8
91	Public health offences	✓	397
94	Planning laws	✓	1
95	Disclosure, obstruction, false or misleading statements etc.		341
99	Other indictable or triable-either-way offences	✓	1,561
802	Dangerous driving		3,465
NEW	Other Offences		..
<b>FRAUD AND FORGERY OFFENCES</b>			
53H	Making or supplying articles for use in fraud		973
53J	Possession of articles for use in fraud		1,546
55	Bankruptcy and insolvency offences		9
61A	Possession of false documents		1,758
814	Vehicle/driver document fraud		729
51	Fraud by company director		208
52	False accounting		108
53A	Cheque and credit card fraud (pre Fraud Act 2006)	✓	..
53B	Preserved other fraud and repealed fraud offences (pre Fraud Act 2006)	✓	69,752
53C	Fraud by false representation: cheque, plastic card and online bank accounts		24,909
53D	Fraud by false representation: other frauds		42,561
53E	Fraud by failing to disclose information		338
53F	Fraud by abuse of position		1,032
53G	Obtaining services dishonestly		..
60	Forgery or use of false drug prescription		298
61	Other forgery		1,620

## ANNEX B: Illustrative tables – CRIME SURVEY FOR ENGLAND AND WALES (CSEW)

### **CURRENT CSEW summary table. Estimated number of crimes, based on Crime Survey for England and Wales interviews in the year to December 2011 compared with the previous year**

#### England and Wales, adults aged 16 and over

	Numbers of incidents (000s) and percentage changes <sup>1</sup>			
	Interviews from January to December 2010	Interviews from January to December 2011	% change between years	Statistically significant change <sup>2</sup>
<b>Household Crime</b>				
Vandalism	2,261	1,948	-14	**
Burglary	724	731	1	
Vehicle-related theft	1,168	1,197	2	
Bicycle theft	526	429	-18	**
Other household theft	1,212	1,303	8	
Household acquisitive crime	3,630	3,660	1	
<b>All Household Crime</b>	<b>5,891</b>	<b>5,608</b>	<b>-5</b>	<b>**</b>
<i>Unweighted base - household crime</i>	<i>45,838</i>	<i>46,732</i>		
<b>Personal Crime</b>				
Theft from the person	538	598	11	
Other theft of personal property	945	1,078	14	
All violence	2,031	2,126	5	
<i>with injury</i>	<i>1,098</i>	<i>1,122</i>	<i>2</i>	
<i>without injury</i>	<i>933</i>	<i>1,004</i>	<i>8</i>	
Personal acquisitive crime	1,709	1,922	13	**
<b>All Personal Crime</b>	<b>3,514</b>	<b>3,801</b>	<b>8</b>	
<i>Unweighted base - personal crime</i>	<i>45,862</i>	<i>46,761</i>		
<b>All CSEW Crime</b>	<b>9,405</b>	<b>9,409</b>	<b>0</b>	

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

1. A percentage change of less than 0.5 is shown as 0.

2. Statistically significant change at the 5% level is indicated by a double asterisk. Statistical significance for change in all CSEW crime cannot be calculated in the same way as for other CSEW figures (a method based on approximation is used). See Section 8 of the [User Guide](#) for more information on statistical significance.

3. For more information about the crime types included in this table, see Section 5 of the [User Guide](#).

4. Data for January to December 2010 may differ from previous estimates, owing to the use of revised population estimates.

**PROPOSED CSEW summary table. Estimated number of crimes, based on Crime Survey for England and Wales interviews in the year to December 2011 compared with the previous year**

England and Wales, adults aged 16 and over (Not for Publication - indicative numbers only)

	Numbers of incidents (000s) and percentage changes <sup>1</sup>			
	Interviews from January to December 2010	Interviews from January to December 2011	% change between years	Statistically significant change <sup>2</sup>
<b>VIOLENT CRIME</b>				
Violence	1,835	1,880	2	
<i>with injury</i>	955	999	5	
<i>without injury</i>	880	881	0	
<b>ACQUISITIVE CRIME</b>				
<b>Personal acquisitive crime</b>	1,709	1,922	12	**
Robbery	226	246	9	
Theft from the person	538	598	11	
Other theft of personal property	945	1,078	14	
<i>Unweighted base - personal crime</i>	<i>45,862</i>	<i>46,761</i>	<i>2</i>	
<b>Household acquisitive crime</b>	<b>3,600</b>	<b>3,660</b>	<b>2</b>	
Domestic Burglary	724	731	1	
Vehicle-related theft	1,138	1,197	5	
Bicycle theft	526	429	-18	**
Other household theft	1,212	1,303	8	
<b>CRIMINAL DAMAGE</b>				
Vandalism	2,261	1,948	-14	**
<i>Unweighted base - household crime</i>	<i>45,838</i>	<i>46,732</i>		
<b>All CSEW Crime</b>	<b>9,405</b>	<b>9,409</b>	<b>0</b>	

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

1. A percentage change of less than 0.5 is shown as 0.

2. Statistically significant change at the 5% level is indicated by a double asterisk. Statistical significance for change in all CSEW crime cannot be calculated in the same way as for other CSEW figures (a method based on approximation is used). See Section 8 of the [User Guide](#) for more information on statistical significance.

3. For more information about the crime types included in this table, see Section 5 of the [User Guide](#).

4. Data for January to December 2010 may differ from previous estimates, owing to the use of revised population estimates.

**PROPOSED CSEW detailed breakdown:**

CSEW category	2009/10	2010/11
	<i>Number of incidents (000s):<sup>4</sup></i>	
<b>Violent Crime</b>	<b>1,748</b>	<b>1,955</b>
Violence with injury	729	963
Violence without injury	1,019	992
Wounding	500	520
Assault with minor injury	427	591
Assault without injury	821	844
Domestic violence	289	392
Acquaintance	678	678
Stranger	782	885
<b>Acquisitive Crime</b>	<b>5,378</b>	<b>5,507</b>
<b>Personal acquisitive crime</b>	<b>1,891</b>	<b>1,804</b>
<b>Robbery</b>	<b>334</b>	<b>248</b>
<b>Theft from the person</b>	<b>523</b>	<b>563</b>
Snatch theft from person	11	16
Stealth theft from person	453	484
Attempted Snatch or Stealth theft from the person	59	64
<b>Mugging (robbery + snatch theft)</b>	<b>397</b>	<b>321</b>
<b>Other theft of personal property</b>	<b>1,034</b>	<b>993</b>
<i>Unweighted base – personal crime</i>	<i>44,559</i>	<i>46,754</i>

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**PROPOSED CSEW detailed breakdown (continued):**

CSEW category	2009/10	2010/11
<b>Household acquisitive crime</b>	<b>3,486</b>	<b>3,703</b>
<b>Domestic Burglary</b>	<b>651</b>	<b>745</b>
With entry	388	452
With loss	272	298
No loss	116	153
Attempts	263	293
<b>Other household theft</b>	<b>1,148</b>	<b>1,244</b>
Burglary to non-connected building	218	236
With Loss	172	187
No Loss	46	50
Attempted burglary to non-connected building	57	62
Theft in a dwelling	92	100
Theft from outside a dwelling	781	846
<b>Vehicle-related theft</b>	<b>1,213</b>	<b>1,189</b>
Theft from vehicles	839	858
Theft of vehicles	113	94
Attempts of and from	261	237
<b>Bicycle theft</b>	<b>474</b>	<b>526</b>
<b>Criminal Damage</b>	<b>2,377</b>	<b>2,156</b>
Vehicle vandalism	1,551	1,449
Other vandalism	826	707
<i>Unweighted base – household crime</i>	<i>44,610</i>	<i>46,728</i>
<b>ALL BCS CRIME<sup>8</sup></b>	<b>9,503</b>	<b>9,618</b>

**ANNEX C: Extract from ‘Consultation on changes to recorded crime classifications and categories’ outlining proposed changes to presentation of police recorded crime**

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

<b>Victim-based offences</b>		
<b>Offence<sup>1</sup></b>	<b>Moved from</b>	<b>Moved to</b>
Kidnapping (36)	Other miscellaneous	Violence (without injury)
Blackmail (35)		[proposed ‘All other acquisitive offences’]

<b>State-based offences [proposed Non-victim-based offences]</b>		
<b>Offence</b>	<b>Moved from</b>	<b>Moved to</b>
Public order offences: <ul style="list-style-type: none"> <li>▪ Public fear, alarm or distress (9A)</li> <li>▪ Racially or religiously aggravated public fear, alarm or distress (9B)</li> </ul>	Violence against the person (without injury)	Other miscellaneous  [proposed ‘Offences against the state and public order offences’]
Possession of weapons offences: <ul style="list-style-type: none"> <li>▪ Possession of weapons (8B)</li> <li>▪ Possession of firearms with intent (10A)</li> <li>▪ Possession of other weapons (10C)</li> <li>▪ Possession of article with blade or point (10D)</li> </ul>		
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"> <li>▪ Exploitation of prostitution (24)</li> <li>▪ Soliciting for the purpose of prostitution (27)</li> </ul>	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

<sup>1</sup> Bracketed numbers indicate Home Office Counting Rules offence classification codes.

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.

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. 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.

## Annex D: Details of proposed changes to the presentation of CSEW theft offence.

**D1.** A clearer breakdown of **burglary offences**, more clearly presenting unsuccessful attempted burglaries

Currently domestic burglary is presented singularly in the summary table and in two separate classifications in the detailed table:

### **Burglary**

With entry  
Attempts

With loss  
No loss (including attempts)

The proposal is to continue to present domestic burglary singularly in the summary table whilst the detailed table will present burglary in a single classification. This will result in attempted burglary being more clearly defined:

### **Domestic Burglary**

With entry  
    With loss  
    No loss  
Attempts

**D2.** Clearer presentation of **other household theft**, breaking it down into five component categories.

Despite its considerable volume (1,244 incidents in 2010/11) other household theft is currently published as a single category without any breakdowns in both the summary and detailed tables. The breakdown of the constituent components of this summary group clearly shows that 'theft from outside a dwelling' as the majority component:

Burglary to non-connected domestic garage/outhouse (something taken)	14%
Burglary to non-connected domestic garage/outhouse (nothing taken)	4%
Attempted burglary to non-connected domestic garage/outhouse	5%
Theft in a dwelling	8%
Theft from outside a dwelling	68%
Theft from meter	0%

The proposal is to maintain the household related theft category in the summary table for inclusion in the quarterly bulletin whilst the accompanying detailed table (which will be published alongside the quarterly publication) will provide a more detailed breakdown:

### **Other household theft**

Burglary to non-connected domestic garage outhouse  
    With Loss

- No Loss
- Attempted burglary to non-connected domestic garage outhouse
- Theft in a dwelling
- Theft from outside a dwelling

Theft from a meter will be subsumed into the 'theft in a dwelling' category.

**D3.** Separating out attempted incidents from the categories of snatch and stealth thefts.

Currently 'Theft from the person' is presented singularly in the summary table and broken down in the detailed table into 'Snatch theft from the person' and 'Stealth theft from the person'. Theft from the person currently includes attempted thefts but is not distinguished in the data tables. Whilst it would be optimal to present both snatch and stealth thefts in terms of actual and attempted theft separately the survey instrument is not currently set up to distinguish between attempted snatch, and attempted stealth thefts, although a combined category is possible.

The proposal is therefore to maintain the overall 'Theft from a person' category in the summary table; whilst the detailed table will be amended to distinguish between attempts and actual thefts in the following way:

**Theft from the person**

- Snatch theft from person
- Stealth theft from person
- Attempted Snatch or Stealth theft from the person

**CRIME STATISTICS ADVISORY COMMITTEE****Report of National Crime Registrar****Purpose**

1. This paper is the regular report to the Committee from the National Crime Registrar. In accordance with the Committee's terms of reference, these reports are intended to either outline any proposed changes to the Home Office Counting Rules (HOCR) in detail or, where there is no need to do so, to advise accordingly.

**Action**

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

**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 no changes currently planned. This is usual at this point in the annual review cycle for the HOCR. It is normal practice for the Home Office to make an interim update to HOCR twice a year in July and November. These are only to made editorial corrections, introduce any new offences that may have come onto the statute books or provide any agreed additional clarifications.

**July 2012 HOCR Update**

4. Currently the only revisions known for July 2012 are to incorporate a very small number of new offences within classification 99. I do not anticipate any other changes or amendments being needed.

**Update on Changes to Classifications Implemented on April 1<sup>st</sup> 2012**

5. The various changes to classifications considered by the CSAC in January and contained in the advice to the Home Secretary were all implemented on April 1<sup>st</sup>. A great deal of work was completed in a fairly short period of time by the Home Office central team to ensure the revised HOCR were made available to forces in advance of that date.
6. Whilst no force reported any difficulty in implementing the changes to recording at the operational level, a number encountered significant challenges in aligning the new classifications with IT systems geared to statistical reporting and performance monitoring. To help overcome this, the Home Office has had

to introduce an interim spreadsheet-based reporting process to allow forces to report detections against crimes recorded under now deleted classifications which has presented some small additional burden. A small number are, at time of writing, waiting for IT suppliers to effect changes to resolve these issues.

Steve Bond  
National Crime Registrar  
17 May 2012



## **2.0 Update on the transfer of Crime Statistics from Home Office to the Office for National Statistics (ONS)**

2.1 Tricia Dodd provided an update on the transfer of crime statistics from the Home Office to ONS and it was noted that the transfer on 2 April 2012 took place without any major issues. She explained that that smooth transfer had been helped by experienced staff from the Home Office transferring to ONS and that new staff are currently working on getting up to speed with understanding and context. It was noted further that the April Crime Statistics Bulletin was delivered on schedule and that the team are currently working on the annual July bulletin.

## **3.0 CSAC Terms of Reference - CSAC (12)01**

3.1 The Chair introduced the revised terms of reference drawing members' attention to the draft working principles in paragraph 3.2 and the terminology to describe members in annex A. The following points were made in discussion:-

- permanent members are on the Committee by virtue of the office they hold so they could be included in the list by having their official title first followed by their name in brackets;
- non permanent members were recruited onto the committee by the use of the term non-executive member;
- the terms also appear in paragraphs 6.2 to 6.4 and need to be consistent;
- there is a reference to the British Crime Survey that needs to be amended as the survey has now been renamed the Crime Survey for England and Wales; and
- additional text needs to be added to bullet 3.1a to reflect that the Committee will keep a watching brief on the Crime Survey and how it can be developed further.

3.2 There was agreement that the ToRs should be amended to reflect the discussion and circulated to members via correspondence for final approval.

<p><b>ACTION 1: CSAC Secretariat to amend the ToRs to reflect the discussion at the meeting and circulate to members for sign off via correspondence.</b></p>
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## **4.0 CSAC Annual Report 2011/12 – CSAC (12)02**

4.1 The Chair introduced the first CSAC Annual Report and asked members to comment on its content and the tone. Drafting comments are to be sent to the secretariat by 1 June 2012. The following general points were made in discussion:-

- the biographies in annex two should be labelled to indentify the non-executive members and the Chair's biography should be first with the others in alphabetical order; and
- the Report should be seen as a statement of intent.

4.2 Members continued to have a discussion on the current list of priorities for the Committee set out in paragraphs 12 and 13. The following points were made in discussion:-

- the first bullet on the publication framework needs to be expanded to include the development of a publication strategy;

- the work programme should be broken down into two categories, communications and methods and should be made clearer; and
- paragraph 13 needs to be expanded to be more focused on burden reduction and moving forward.

4.3 There was agreement that the Report be amended to reflect the comments made at the meeting with an amended version of paragraphs 12 and 13 to be circulated for approval via correspondence early in June 2012.

**ACTION 2: CSAC Secretariat to amend paragraphs 12 and 13 of the CSAC Annual Report 2011/12 and circulate to members for sign off via correspondence.**

**ACTION 3: CSAC Secretariat to action any drafting points received from members, along with any comments relevant from the meeting and produce a final version of the Annual Report by end June 2012.**

## **5.0 Proposed changes to the presentation of classifications used in crime statistics – CSAC(12)04**

5.1 John Flatley presented the paper outlining proposed changes in the presentation of classifications used in crime statistics, explaining that the proposed changes go beyond those related to the recent changes in police recorded crime data collection. He explained that they encompass findings from the National Statistician's Review of Crime Statistics in England and Wales and aim to improve the presentation in statistical releases. It was acknowledged that the proposals take into account the need to maintain a consistent time series.

5.2 He outlined the main proposed changes, explaining that they should be understood in the context of other changes including a move to a standard quarterly release with a focus on headline categories in each bulletin, a release of raw data every quarter (rather than just once a year) and quarterly independent media briefings. He explained the overall aim is to demonstrate political independence and build public trust.

5.3 Members were informed that the changes fall into four packages of change - changes to violent crime, to the position of robbery, to the structure and labelling of summary categories used to present in Police Recorded Crime (PRC) and a number of miscellaneous changes to provide more detail on some specific offences in the standard quarterly release.

5.4 It was noted that suggested next steps are to hold a public consultation prior to implementing changes in October 2012. There was general support from the committee for most of the proposed changes but the following concerns were raised in discussion:-

- the changes may be viewed as tinkering and that more fundamental changes should be considered in slower time;
- there was agreement that changes to presentation should only be made annually to fit with the annual reporting cycle so as not to disrupt unduly the statistics half way through a year;
- the media were an important mediator with the public and it was important that the changes were well-explained to them so that they had a good understanding of their rationale;

- while the committee understood the rationale behind the proposal to classify robbery within a new 'Acquisitive offences' category, there was consensus that this should not be done since robbery was a distinctive offence involving both theft and violence and the proposed change could be seen as downgrading the seriousness of the offence. Therefore the committee felt that robbery should be shown in a separate stand alone category;
- while most members supported the principle of splitting PRC into 'victim based' and 'non-victim based crime', there were concerns that the labelling of the latter could be taken to imply victimless crime which again gives the perception that it is less serious. The committee asked for further consideration to be given to the labelling with a suggestion of "crimes against individuals" and "crimes against the community" made;
- with respect to the above change in particular, the committee asked for evidence on how the proposed changes would impact on public perceptions of the statistics;
- the committee felt that the proposed timetable was too tight and that to allow more time for the proposals to be developed and to be aired with users that the changes should be postponed until April 2013;
- prior to formal public consultation it would be beneficial to hold focus group discussions with specific groups such as, for example, the media and key users of the statistics to road-test the changes;
- that the impact of the changes should be communicated to users prior to their first release so that questions and concerns were dealt with in advance.

5.5 There was a consensus that the proposals should be amended to reflect the discussion at the meeting and that ONS should arrange to hold focus groups over the next few months to develop additional evidence prior to consultation. It was agreed that a paper would be presented at the next meeting in September 2012 which will take into account the issues raised at this meeting, evidence from the focus groups and plans for public consultation, prior to introducing changes in April 2013.

**ACTION 4: ONS to amend the proposals to reflect the discussion at the meeting and to organise focus groups to discuss the changes prior to public consultation.**

**ACTION 5: ONS to produce an amended version of the proposals, supported by evidence from the focus groups, for presentation at the meeting in September 2012.**

## 6.0 HMIC Work Programme

6.1 Sir Denis O'Connor informed members that following the publication of the 'The Crime Scene' Report HMIC intend to carry out a programme of audits across 11 forces and will report back initial findings at the September meeting. In addition, Sir Denis reported on joint-work that HMIC was undertaking with analysts in the ONS and HO in relation to apparent differences between crime trends from the Crime Survey for England and Wales and Police Recorded Crime. Members welcomed the work and looked forward to receiving the initial findings in the autumn.

**ACTION 6: HMIC to present a report to the September meeting on initial findings from the HMIC work programme of audits and ONS to present findings of**

**analysis of the apparent differences between the Crime Survey for  
England and Wales and Police Recorded Crime.**

**7.0 CSAC Technical Working Group – CSAC(12)03**

- 7.1 The Chair presented the paper on proposals for a Technical Working Group, explaining that it had been re-drafted since the inaugural meeting in December to include information on existing fora in relation to crime statistics.
- 7.2 It was proposed that a permanent stand-alone Technical Working Group is not established and that existing fora should be used whenever possible. “Task and Finish” groups could be set up as required to deal with specific issues if the need arises. Members were in agreement with this proposal. The Chair said that he expected the secretariat to take the lead in recommending when such groups needed to be created.

**8.0 Any Other Business**

- 8.1 The Chair asked members if they would be interested in receiving a regular report at future meetings which would include “topics of interest” for members. There was agreement that this would be useful.
- 8.2 The Chair sought members’ thoughts on the possibility of holding a CSAC awayday in November 2012. He explained that this would give members the opportunity to do some “blue sky” thinking away from the normal committee meetings. Members were in agreement and the secretariat will approach members in the next few weeks to establish a firm date.
- 8.3 The Chair drew members’ attention to the information paper provided by the National Crime Registrar about which there were no comments.

**ACTION 7: Secretariat to approach members for their availability for the workshop in  
November 2012.**

**CSAC Secretariat  
June 2012**