Hate Crime, England and Wales, 2017/18

Statistical Bulletin 20/18

16 October 2018

Important information

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

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

Crime and Policing Statistics, 6th Floor Fry Building, 2 Marsham Street, London, SW1P 4DF

Home Office Responsible Statistician

John Flatley, Programme Director, Crime and Policing Statistics

Contact via crimeandpolicestats@homeoffice.gsi.gov.uk

Contents

Conventions used in figures and tables

Table abbreviations

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

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

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

Percentages

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

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

Crime Survey for England and Wales

Unless stated otherwise, all changes in Crime Survey for England and Wales (CSEW) estimates described in the main text are statistically significant at the 5% level.

List of figures and tables

Key points

Police recorded crime

- In 2017/18, there were 94,098 hate crime offences recorded by the police in England and Wales, an increase of 17% compared with the previous year.

- This continues the upward trend in recent years with the number of hate crimes recorded by the police having more than doubled since 2012/13 (from 42,255 to 94,098 offences; an increase of 123%). This increase is thought to be largely driven by improvements in police recording, although there has been spikes in hate crime following certain events such as the EU Referendum and the terrorist attacks in 2017.

- Breaking down the headline number of hate crime offences by the five centrally monitored strands showed there were:

    - 71,251 (76%) race hate crimes;

    - 11,638 (12%) sexual orientation hate crimes;

    - 8,336 (9%) religious hate crimes;

    - 7,226 (8%) disability hate crimes; and

    - 1,651 (2%) 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 94,098 and the proportions to more than 100 per cent.

- While increases in hate crime over the last five years have been driven by improvements in crime recording by the police, there has been spikes in hate crime following certain events such as the EU Referendum and the terrorist attacks in 2017.

Crime Survey for England and Wales (CSEW)

- The combined 2015/16 to 2017/18 CSEW estimates that there were around 184,000 incidents of hate crime a year. This estimate is 40% lower than the 307,000 incidents a year estimated by the 2007/08 and 2008/09 combined CSEW.

- The most commonly reported motivating factor in these hate crime incidents was race, with an average of 101,000 incidents a year according to the combined 2015/16 to 2017/18 CSEW.

- Overall, 53% of hate crime incidents came to the attention of the police, a higher proportion than for all CSEW crime (40%).

- Victims of hate crime were more likely to report being affected by the incident rather than victims of all CSEW crime. For example, 36% of hate crime victims said they were 'very much' affected compared with 13% for all CSEW crime.

- Around half (51%) of victims of hate crime were very or fairly satisfied with how the police handled the incident, a lower proportion than for all CSEW crime (69%).

1 Introduction

1.1 OVERVIEW

This statistical bulletin provides information on the number of hate crimes recorded by the police in England and Wales in 2017/18. Additionally, information is presented from the Crime Survey for England and Wales for the combined survey years of 2015/16, 2016/17 and 2017/18.

There are also annexes which provide experimental statistics on:

- Hate crimes with an online element (Annex A); and

- The perceived religion of victims of religious hate crimes (Annex B).

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.

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

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

This means that offences with a xenophobic element (such as graffiti targeting certain nationalities) can be recorded as race hate crimes by the police. Further information on how the police record hate crime can be found in the Hate Crime Operational Guidance[1].

An offence may be motivated by hatred towards a characteristic (strand) that is not centrally monitored and does not form part of the data collection presented in this statistical bulletin (age or gender for example).
Terrorist offences may also be considered a hate crime and the College of Policing operational guidance states, there is "a clear overlap between hate crime and terrorist activity. Not all hate crime is linked to extremism and terrorism, but it is unlikely that a terrorist act will not be motivated by hate".

Terrorist activity (such as the Manchester Arena attack), may be targeted against general British or Western values rather than one of the five specific strands and is therefore not covered by this statistical collection.

---

[1] http://www.report-it.org.uk/files/hate_crime_operational_guidance.pdf

However, other terrorist attacks do fit within the centrally monitored hate crime strands covered by this statistical bulletin. For example, the Finsbury Park Mosque attack did appear to be against a specific religion so is included as a hate crime in this bulletin.

In the process of recording a crime, police can flag an offence as being motivated by one or more of the five monitored strands[2] listed above (for example, an offence can be motivated by hostility towards the victim's race and religion). For more information see the Background section of Annex C). Figures in this bulletin are therefore dependent on a flag being correctly applied to an offence that is identified as a hate crime.

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 defined by statute. These constitute a set of offences which are distinct from their non-racially or religiously aggravated equivalents (the full list of these is shown in Table 1). These racially or religiously aggravated offences are by definition hate crimes. However, the hate crime collection has a wider coverage of offences in which the police have identified racial or religious hatred as an aggravating factor.

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.

Crime Survey for England and Wales (CSEW)

The CSEW is a face-to-face victimisation survey. People resident in households in England and Wales are asked about their experiences of a selected range of offences in the 12 months prior to the interview, including questions to determine whether an incident was a hate crime. The CSEW is seen as a reliable indicator for long-term trends, particularly for the more common types of crime experienced by the general population. However, as the CSEW is a general household population survey, the number of hate crime incidents and victims estimated in a single survey year is too unreliable to report on. Therefore, three annual datasets have been combined in order to provide a larger sample which can be used to produce robust estimates for hate crime.

In contrast to police recorded crime, the CSEW is unaffected by changes in reporting rates or police activity and it includes crimes that do not come to the attention of the police. However, the CSEW does not cover crimes against businesses or those not resident in households (for example, short-term visitors, or people living in institutions – such as care homes). It also excludes homicides and crimes that are termed "victimless", such as many public order offences, which account for over half of police recorded hate crime.

---

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

The CSEW is not well-suited to measuring trends in some of the more harmful crimes that occur in relatively low volumes. This is because estimates of less frequently-occurring crime types can be subject to substantial variability from one-time period to another, making it difficult to interpret short-term trends. As three years' worth of data have been combined, the CSEW estimates for hate crime are not suitable for examining short term changes in hate crime.

Understanding differences between the CSEW and police recorded crime

There are a number of differences in the coverage of the CSEW and police recorded crime which present challenges in comparing across the sources to assess levels and trends in hate crime. The sources cover different time periods. The CSEW data presented in this statistical bulletin relate to a near four-year period due to the combining of three annual datasets – 2015/16, 2016/17 and 2017/18 – although an average annual estimate for this time period is produced. As previously mentioned, this is required in order to produce robust estimates on hate crime from the survey. The CSEW will therefore only give a very broad estimate of the level of hate crime in England and Wales across these four years and will not provide any information on whether the level of hate crime has changed in this period.

Conversely, police recorded hate crime data are available on an annual basis. For racially or religiously aggravated offences, data are available for all police forces in England and Wales on a monthly basis so trends in these crimes around events such as the EU Referendum and the terrorist attacks in 2017 can be examined. However, it is known that police recorded crime data have been heavily affected by improvements in crime recording by the police over recent years, so data from the police are not suitable for longer-term trends in hate crime.

The coverage of the sources also differs; the CSEW is a victimisation survey which covers adults aged 16 and over resident in households in England and Wales while police recorded crime figures includes crimes against people of all ages, against society (crimes where there is not a direct victim such as public order offences) as well as businesses and institutions. This is a key difference for hate crime offences as public order offences are not well covered by the CSEW, as many of these offences will not involve a specifically identifiable victim. Conversely, public order offences account for over a half of police recorded hate crime offences.

For the crime types the CSEW does cover, the combined 2015/16, 2016/17 and 2017/18 surveys estimated that 53 per cent of hate crime incidents came to the attention of the police. However, there are a number of reasons (in addition to those detailed above) why the police recorded levels of hate crime are not as high as the implied 53 per cent of the CSEW estimate:

- The survey questions might be misunderstood by the respondent. When they are asked whether they think a crime is motivated by a motivating factor, they may instead be responding based upon their perceived vulnerability. This is likely to be a reason why the estimate of disability hate crime is much higher in the CSEW than the number of these offence recorded by the police.

- The respondent is asked in the survey whether the hate crime incident came to the attention of the police, not whether the police actually recorded a crime (the police may witness an incident and think it not a crime, for example).

- Similarly, while a respondent might say the crime did come to the attention of the police, we do not know whether the respondent actually told the police that they thought it was motivated by one of the five hate crime strands. An offence may be recorded, but not as a hate crime.

- In the recording of a crime, it might not become apparent that there was a motivating hate factor, meaning that police may not ask the direct question whether the victim thought that the crime was a hate crime.

- It is known that for some police forces, the 'flagging' of data could be improved. There may be crimes that are operationally treated as a hate crime but are not recorded as a hate crime on their crime recording system. In July 2018, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) published a report on how the police deal with hate crime, including how crimes are flagged. The report can be found here: https://www.justiceinspectorates.gov.uk/hmicfrs/publications/understanding-the-difference-the-initial-police-response-to-hate-crime/

2 Police recorded hate crime

2.1 PREVALENCE AND TRENDS

Hate crimes are a subset of notifiable offences that are recorded by the police and make up less than two per cent of such crimes, based on police recorded crime figures for 2017/18.

There were 94,098 hate crimes recorded by the police in England and Wales in 2017/18, an increase of 17 per cent compared with 2016/17 (80,393 offences; see Table 2). There were increases in all five of the centrally monitored strands continuing the upward trend in all strands of hate crime since 2012/13.

These increases are thought to have been driven by improvements in crime recording by the police following a review Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)[3] in 2014 and the removal of the designation of police recorded crime as National Statistics.[4] It also thought that growing awareness of hate crime is likely to have led to improved identification of such offences. Although these improvements are thought to be the main reasons for the increases seen, there have been short-term increases in hate crime following certain events such as the EU Referendum in June 2016 and the terrorist attacks in 2017.

Table 2: Hate crimes recorded by the police by monitored strand, 2011/12 to 2017/18

Hate crime strand	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	% change 2016/17 to 2017/18
Race	35,944	35,845	37,575	42,862	49,419	62,685	71,251	14
Religion	1,618	1,572	2,264	3,293	4,400	5,949	8,336	40
Sexual orientation	4,345	4,241	4,588	5,591	7,194	9,157	11,638	27
Disability	1,748	1,911	2,020	2,515	3,629	5,558	7,226	30
Transgender	313	364	559	607	858	1,248	1,651	32
Total number of motivating factors	43,968	43,933	47,006	54,868	65,500	84,597	100,102	**18**
Total number of offences	**N/A**	**42,255**	**44,577**	**52,465**	**62,518**	**80,393**	**94,098**	**17**

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

It is possible for a crime to have more than one motivating factor (for example an offence may be motivated by hostility towards both the victim's race and religion). Thus, as well as recording the overall number of hate crimes, the police also collect data on the number of motivating factors by strand as shown in Table 2. For this reason, the sum of the five motivating factors in the above exceeds the 94,098 offences (and the percentages exceed 100%). Around seven per cent of hate crime offences in 2017/18 were estimated to have involved more than one motivating factor, the majority of these were hate crimes related to both race and religion.[5] Hate crime data by police force area from 2011/12 to 2017/18 can be found in the Home Office Open Data tables.

[3] https://www.justiceinspectorates.gov.uk/hmicfrs/publications/crime-recording-making-the-victim-count/
[4] https://www.statisticsauthority.gov.uk/archive/assessment/assessment/assessment-reports/assessment-report-268---statistics-on-crime-in-england-and-wales.pdf
[5] Estimation based upon data from 31 forces who supplied data to the Home Office Data Hub.

Improvements in police recording have been mentioned as a driver in the increase seen in hate crime offences recorded by the police. Section 2.2 shows that 90 per cent of hate crimes in 2017/18 were for either public order or violence against the person offences, continuing the pattern seen in previous years. Figure 2.1 shows the indexed trend in overall violent and public order offences since 2012/13 compared with all hate crime offences over the same period. As can be seen, there is a strong correlation between the increase in overall public order and violence against the person offences and hate crime.

The Office for National Statistics have stated that increases in recent years in police recorded violence against the person and public order offences are thought to have largely been driven by improvements in police recording following the renewed focus on the quality of recorded crime. These improvements are likely to have also driven the increase in police recorded hate crime. In contrast, the Crime Survey for England and Wales (CSEW)[6], which is unaffected by changes in recording practice, shows a fall in hate crime over the last decade. According to the CSEW the estimated number of hate crime incidents experienced by adults aged 16 and over in the combined 2015/16, 2016/17 and 2017/18 surveys was 31 per cent lower than in the combined 2009/10, 2010/11 and 2011/12 surveys (See section 4).

Figure 2.1: Indexed trends in the number of violence against the person and public order and hate crime offences, 2012/13 to 2017/18 (2012/13 = 100)
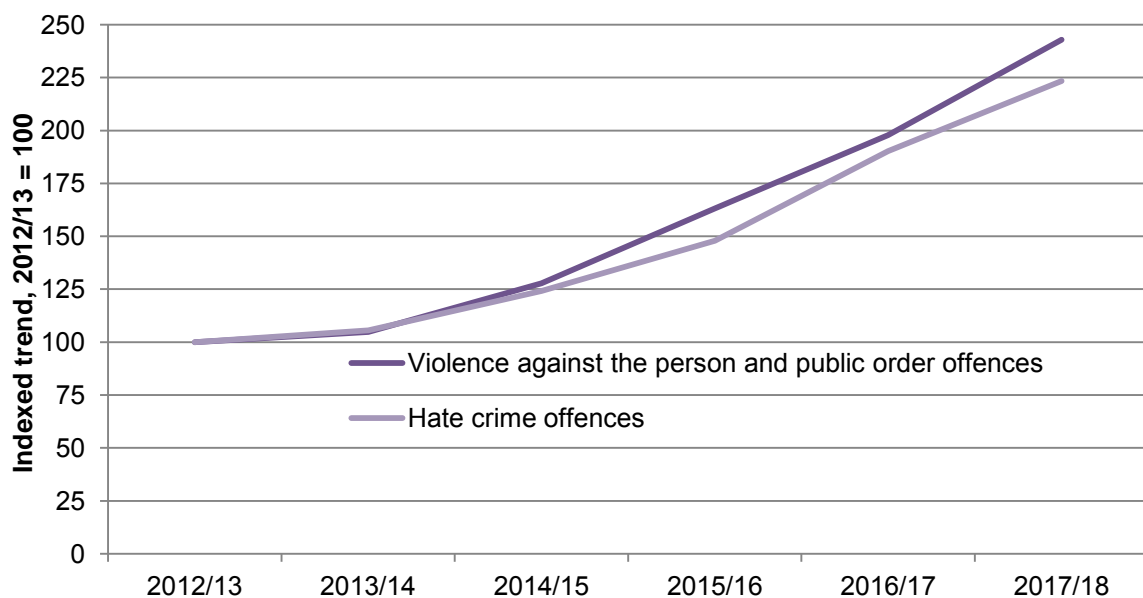
Source: Police recorded crime, Home Office

Race and religious hate crimes

The number of race hate crimes increased by 14 per cent (up 8,566 to 71,251 offences; Table 2) between 2016/17 and 2017/18. Over the same period, religious hate crime increased by 40 per cent (up 2,387 to 8,336 offences; Table 2). It is thought that the sharp increase in religious hate crimes is due to a rise in these offences following the terrorist attacks in 2017 (See Figure 2.2)

Race hate crime was the most commonly recorded strand of hate crime in all 44 police forces. (Appendix Table 2.01).

---

[6] The CSEW also asks questions about whether an incident was deemed by the victim to be motivated by one of the five centrally monitored strands. Due to the low volume of hate crime incidents in the sample survey, the figures are not sufficiently robust to report for a single year of the CSEW.

Racial or religiously aggravated offences

The data the Home Office receives from the police in the main police recorded crime return for racially or religiously aggravated offences is available on a monthly basis[7]. This allows in-year trend in these offences to be seen around the time of particular incidents (Figure 2.2).

Figure 2.2: Number of racially or religiously aggravated offences recorded by the police by month, April 2013 to March 2018
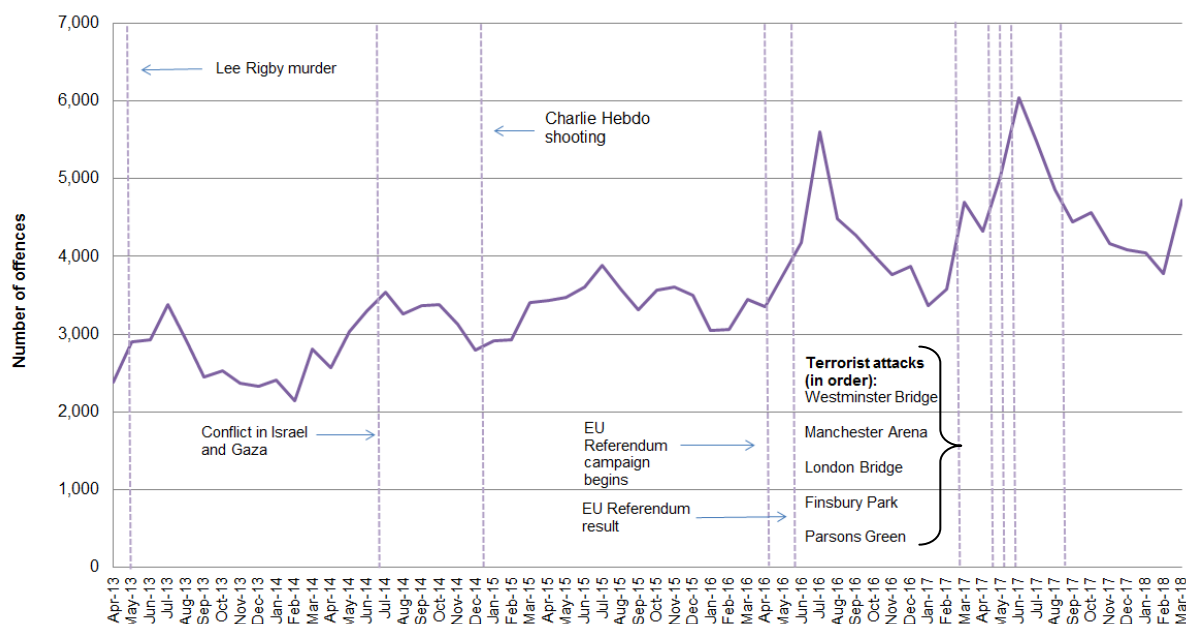
Source: Police recorded crime, Home Office

Figure 2.2 shows:

- a general increase in the number of racially or religiously aggravated offences over the five-year period, reflecting improvements in crime recording by the police;
- a peak in July 2013 in racially or religiously aggravated offences following the Lee Rigby murder;
- a rise in racially or religiously aggravated offences during the EU Referendum campaign, from April 2016, to a peak in offences after the result, in July 2016;
- an apparent increase in racially or religiously aggravated offences in March 2017 following the Westminster Bridge attack. However, as police recorded crime data are predominantly on a financial year basis, there are commonly 'increases' in crime in March of each year as police forces reconcile their annual data; and
- a sharp increase in hate crime in June 2017 following terrorist attacks in May and June.

Sexual orientation, disability and transgender identity

In 2017/18, the police recorded 11,638 sexual orientation hate crimes (up 27%), 7,226 disability hate crimes (up 30%) and 1,651 transgender identity hate crimes (up 32%). These large percentage increases across all three strands may suggest that increases are due to the improvements made by the police into their identification and recording of hate crime offences and more people coming forward to report these crimes rather than a genuine increase.

---

[7] 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.

Sexual orientation hate crime was the second most commonly recorded hate crime in the vast majority of forces (33 of 44). Transgender identity hate crime was the least commonly recorded hate crime in all 44 forces (Appendix Table 2.01).

2.2 HATE CRIMES BY TYPE OF OFFENCE

Over half (56%) of the hate crimes recorded by the police were for public order offences[8] and a further third (33%) were for violence against the person offences (Figure 2.3; Appendix Table 2.02). Together, these offence categories accounted for nine in ten (90%) hate crimes recorded by the police.

Figure 2.3: Distribution of offences flagged as hate crimes, 2017/18

- Public order
- Violence against the person
- Criminal damage and arson
- Other notifiable offences
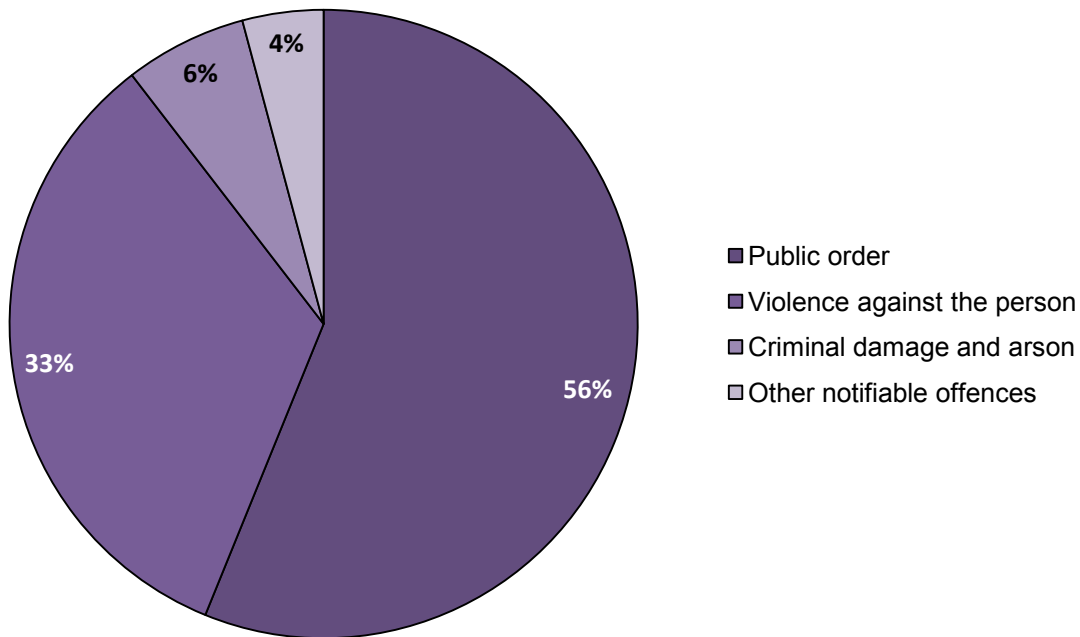
Source: Police recorded crime, Home Office

The distribution of hate crime offences differs markedly from overall police recorded crime, as may be expected. For overall police recorded crime, theft offences account for over a third of all crime. These offences, for example, are unlikely to involve a motivating factor against a monitored strand. This difference is particularly noticeable for public order offences, which accounted for eight per cent of all notifiable offences compared with 56 per cent of hate crime offences (Figure 2.4).

---

[8] In 2017/18, 85% of public order offences were public alarm, fear of distress (including racially or religiously aggravated offences).

Figure 2.4: Breakdown of hate crimes and overall recorded crime by selected offence types, 2017/18
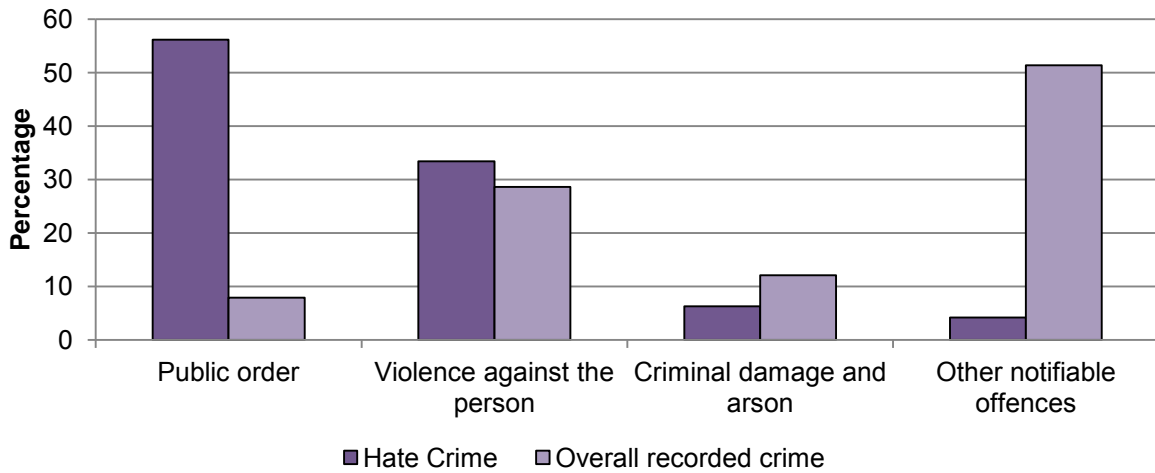
Source: Police recorded crime, Home Office

Figure 2.5 shows what type of offences are being recorded for each monitored strand. For all strands, public order offences were the most common offence to be recorded.

Figure 2.5: Breakdown of hate crime by selected offence types and monitored strand, 2017/18
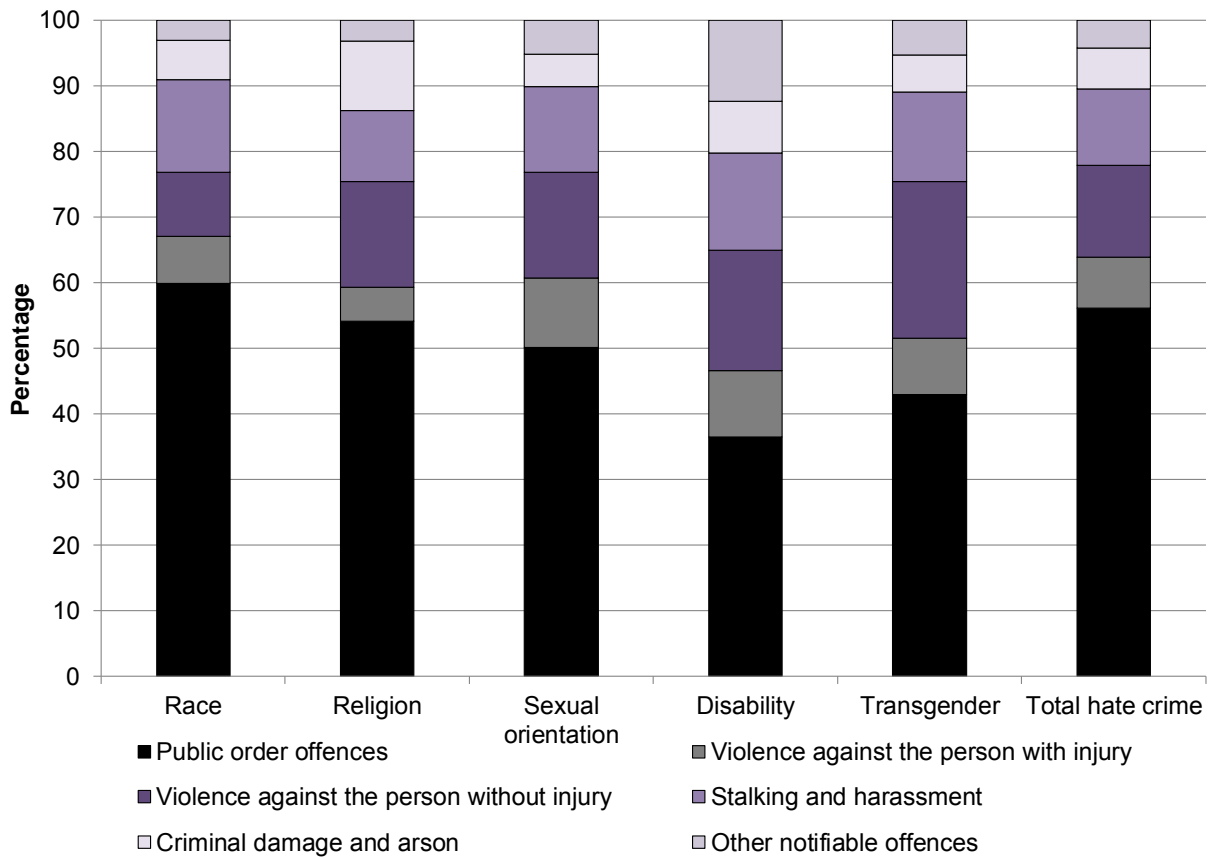
Source: Police recorded crime, Home Office

2.3 HATE CRIME OUTCOMES

The Home Office collects information on the outcomes of police recorded offences, including those that are flagged as hate crimes. For more information on outcomes see Crime Outcomes in England and Wales: Year ending March 2018.

This section covers how the police have dealt with hate crimes recorded in the year ending March 2018. This analysis is based on the outcomes assigned to crimes recorded in 2017/18 at the time the data were extracted (16 August 2018) for analysis. Some offences will not have been assigned an outcome at this time therefore these figures are subject to change.

Racially or religiously aggravated offence outcomes

Data presented in this section are for racially or religiously aggravated offences as these data are available for all police forces. Data on outcomes for all hate crime offences, which are available for 31 or the 44 police forces, are presented in the next section.

At the time these data were analysed by the Home Office (in Sept 2018), 96 per cent of racially or religiously aggravated offences had been assigned an outcome compared with 97 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:

- sixteen per cent of racially or religiously aggravated public fear, alarm and distress offences had been dealt with by charge/summons compared with 7 per cent of the non-aggravated equivalent offences;
- seventeen per cent of racially or religiously aggravated assault offences had been dealt with by charge/summons compared with 10 per cent of non-aggravated assaults; and
- nine per cent of racially or religiously aggravated criminal damage offences resulted in charge/summons, while 6 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 2017/18 resulting in charge/summons, by offence type
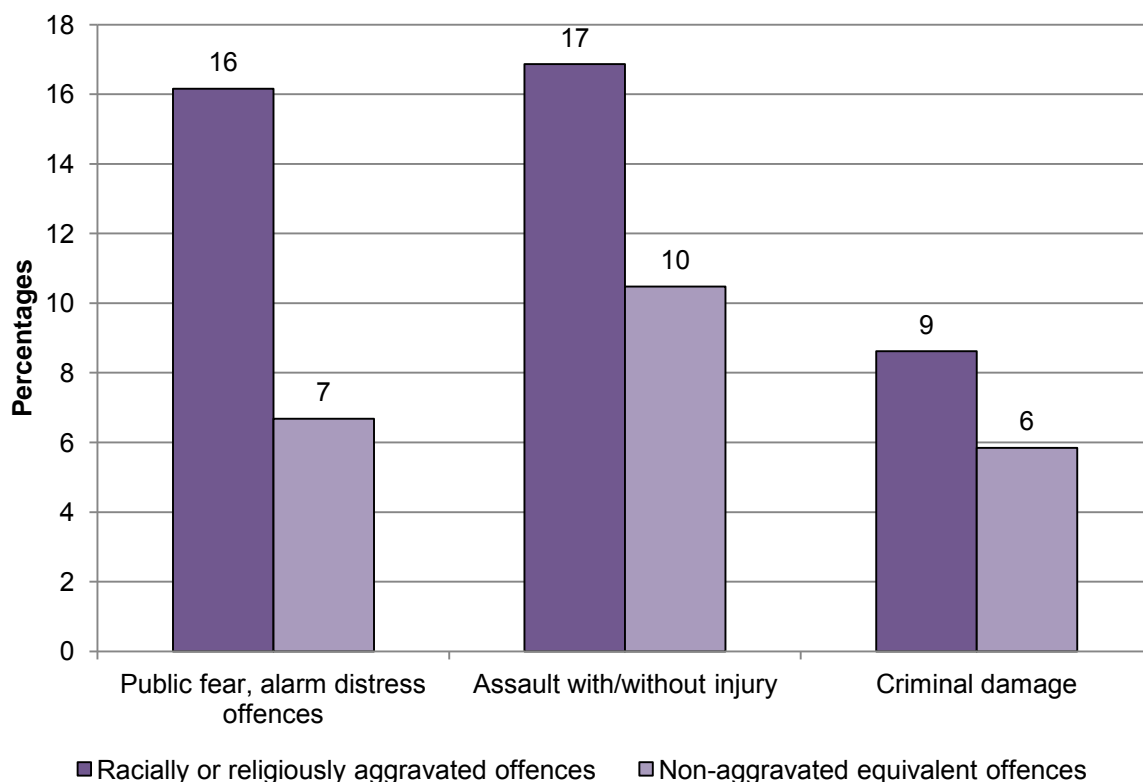
Source: Police recorded crime, Home Office

Racially or religiously aggravated offences were less likely to be dealt with by a formal caution (1%) than non-aggravated versions of these offences (2%; 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 more in-depth analysis.

Using the Data Hub, it is possible to see how offences flagged as being motivated by one or more of the five monitored strands have been dealt with by the police. The analyses presented are based on data from 31[9] of the 44 police forces in England and Wales that supplied adequate data to the Data Hub; these forces data accounted for 77 per cent of all police recorded hate crime in 2017/18.

---

[9] Avon and Somerset, Bedfordshire, Cambridgeshire, Cheshire, Cleveland, Devon and Cornwall, Durham, Dyfed-Powys, Gloucestershire, Greater Manchester, Hampshire, Hertfordshire, Lancashire, Lincolnshire, City of London, Merseyside, Metropolitan Police, Norfolk, North Wales, Northamptonshire, Northumbria, South Wales, Staffordshire, Suffolk, Surrey, Sussex, Thames Valley, Warwickshire, West Mercia, West Yorkshire and Wiltshire

In total, 94 per cent of hate crime flagged offences recorded in 2017/18 had been assigned an outcome at the time the data were extracted from the Data Hub.[10] The remaining six per cent were still under investigation. Similarly, 97 per cent of non-hate crime offences had been assigned an outcome at the time of data extraction.

Appendix table 2.04 shows that 12 per cent of all hate crime flagged offences had been dealt with by a charge or summons. As shown in Figure 2.4, the offences recorded by the police that constitute hate crimes were very different to overall crime. Therefore, to provide more meaningful comparisons charge/summons rates are shown below for certain offence groups.

Figure 2.4 shows that violence against the person, public order offences and criminal damage and arson offences comprised 96 per cent of hate crime flagged offences. This proportion is the same for the 31 forces included in this analysis, suggesting that these 31 forces are broadly representative of all forces. The proportions of outcomes assigned varied by offence type, with hate crime offences having a consistently higher charge / summons rate than non-hate crime offences. (Appendix table 2.05; Figure 2.7):

- twelve per cent of violence against the person offences flagged as hate crimes were dealt with by charge/summons, compared with 11 per cent for non-flagged offences.
- thirteen per cent of hate crime flagged public order offences had been dealt with a charge or summons compared with 10 per cent for non-hate crime flagged public order offences; and
- eight per cent of hate crime flagged criminal damage and arson offences had been dealt with by a charge or summons, compared with 6 per cent for non-hate crime flagged criminal damage and arson offences.

Figure 2.7: Percentage of selected offences dealt with by a charge/summons, offences recorded in 2017/18, 31 forces
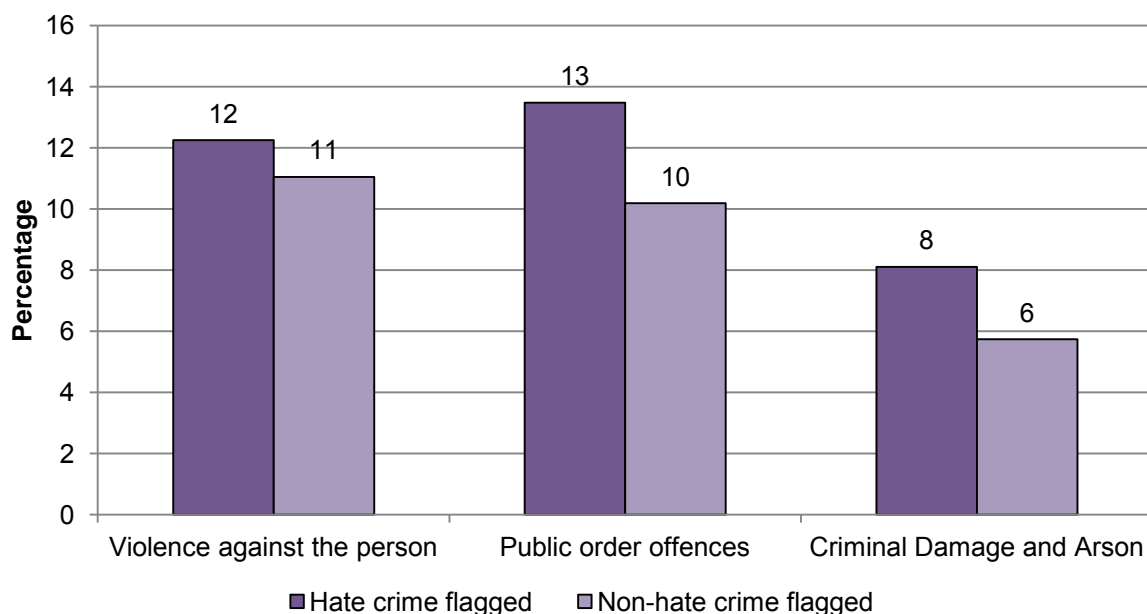
Source: Police recorded crime, Home Office Data Hub

The most frequent outcome recorded for violent offences was "evidential difficulties as the victim does not support action"; this was the outcome for 29% for hate crime flagged violence against the person offences compared with 43 per cent for non-hate crime flagged offences.

---

[10] Data were extracted in 16 August 2018.

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 three offence groups.

Figure 2.8: Percentage of selected offences resulting in charge/summons, by hate crime strand, offences recorded in 2017/18, 31 forces
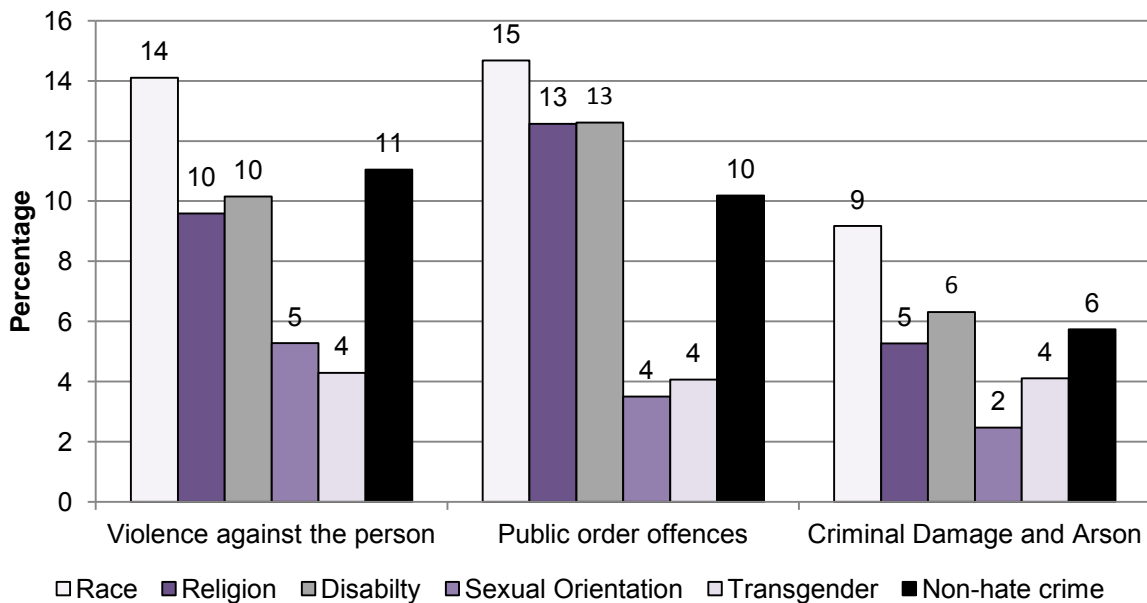
Source: Police recorded crime, Home Office Data Hub

Figure 2.9 shows the median number of days taken to assign an outcome to selected hate crime flagged and non-hate crime offences which is likely to reflect the greater investigative effort being put into such offences. The median number of days taken to assign an outcome to criminal damage and arson hate crime offences was 16 days, compared with two 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=30 days) than to non-hate crime flagged violent offences (median=19 days). This was also seen in public order offences.

Figure 2.9: Median number of days taken to assign an outcome, hate crime flagged and non-hate crime flagged offences, offences recorded in 2017/18, 31 forces
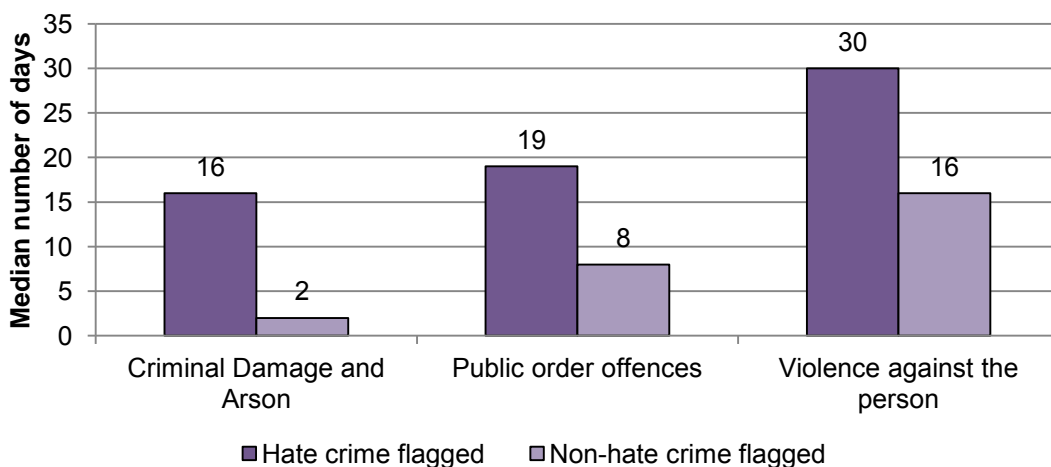
Source: Police recorded crime, Home Office Data Hub

3 Hate crime from the CSEW

3.1 OVERALL HATE CRIME

According to the combined 2015/16 to 2017/18 CSEW[11], there were around 184,000 incidents of hate crime a year. This represents around three per cent of all CSEW crime (6,096,000 incidents), a similar level to the proportion in the police recorded crime series (2%).

While the apparent fall between this latest estimate and the previous one (covering years 2012/13 to 2014/15) was not statistically significant, trends over the longer term suggest reductions in the number of hate crime incidents. This is in contrast to the upward trend in police recorded hate crime. There was a statistically significant fall[12] in the number of hate crime incidents from 307,000 in the combined 2007/08 and 2008/09 CSEW to 184,000 in the combined 2015/16 to 2017/18 CSEW (a fall of 40% between these combined surveys). Over the same time period, there was a similar percentage fall (39%) in crime overall in the CSEW (Appendix Table 3.01). The CSEW suggests, therefore, that hate crime has fallen at a similar rate to overall CSEW crime over this period.

As with the police series, the strand most commonly perceived as an offender's motivation for committing a crime was the offender's attitude to the victim's race (around 101,000 incidents a year). The monitored strand least commonly perceived as an offender's motivation for committing a crime was the victim's gender-identity (the number of CSEW respondents who were victims of this type of hate crime was too low to provide a robust estimate; Appendix Table 3.01). These broad patterns were similar to those seen in the police recorded crime data.

Figure 3.1: Estimated number of incidents of hate crimes with confidence intervals, 2015/16 to 2017/18 CSEW
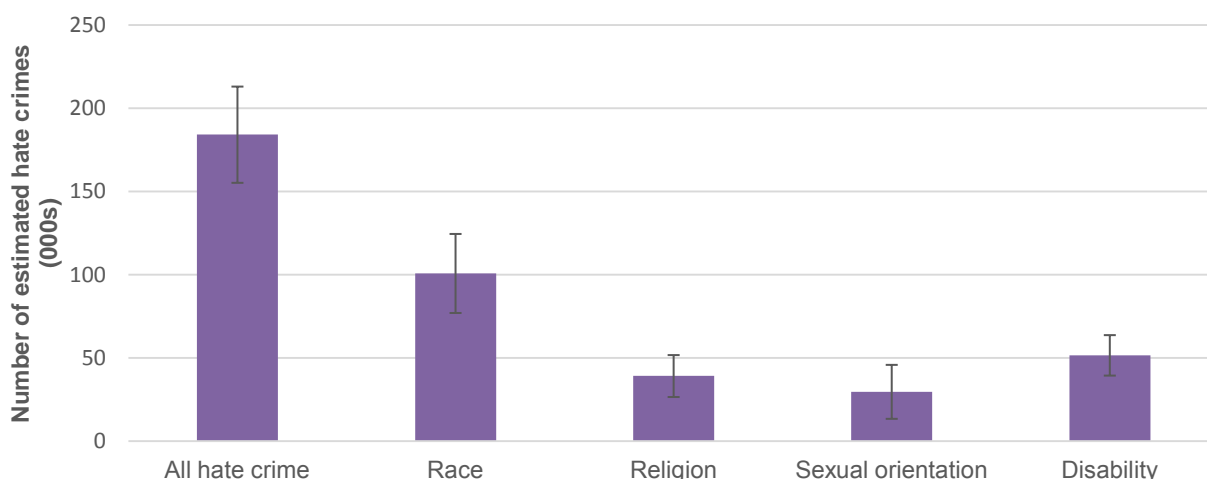
Source: CSEW, ONS

Note: Figures for all hate crime do not equal to the sum of incidents in individual strands as the victim may have said the crime was motivated by more than one strand.

---

[11] See the Introduction for more information on the CSEW.
[12] For information on assessing statistical significance see Chapter 8 of the ONS User Guide..

As stated in the Introduction, survey years have been combined to give more robust estimates for the level of hate crime in England and Wales. However, even with the joining of datasets, the number of victims of hate crime upon which these estimates are based is relatively small. Therefore, the associated 'range' or confidence intervals[13] around the estimate of total hate crimes and each monitored strand are relatively large, as shown in Figure 3.1, and care needs to be taken in making comparisons over time and between the monitored strands.

The CSEW provides estimates of the levels of personal and household crimes experienced by adults in England and Wales. Personal crimes are those against the individual and only relate to the respondent's own personal experience (not that of other people in the household). Household crimes cover property crimes which target the household more generally (for example, burglary, criminal damage, or vehicle-related theft) and respondents are asked whether anyone currently residing in the household has experienced any such incident.[14]

The 2015/16 to 2017/18 combined CSEW shows there were around 107,000 incidents of personal hate crime and 77,000 incidents of household hate crime a year[15]. Total CSEW crime incidents were around 2,475,000 incidents of personal crime and 3,622,000 incidents of household crime a year overall in the CSEW for the equivalent combined period (Appendix Table 3.01). While 41 per cent of incidents of overall CSEW crime were personal crimes, over half (58%) of hate crime incidents were personal crimes.

The combined 2015/16 to 2017/18 CSEW estimates show that 0.3 per cent of adults were victims of any hate crime in the 12 months prior to interview. A similar percentage were victims of personal hate crime (0.2% of adults) as were victims of household hate crime (0.2% of households). To put these figures in context, looking at CSEW crime overall, around four per cent of adults were victims of personal crime and around 11 per cent of households were a victim of household crime (Appendix Table 3.03).

Over the longer term, the decline observed in the number of hate crime incidents is also reflected in the prevalence of hate crime. There was a statistically significant fall[16] in the percentage of adults who were victims of hate crime from 0.6 per cent in the combined 2007/08 to 2008/09 CSEW to 0.3 per cent in the combined 2015/16 to 2017/18 CSEW. Over the same time period, there was also a fall in prevalence of crime overall in the CSEW, from 23 per cent of respondents in the combined 2007/08 to 2008/09 CSEW to 15 per cent in the combined 2015/16 to 2017/18 CSEW.

Three per cent of crime incidents overall in the CSEW were perceived to be hate crime incidents, a similar level to previous years (all 3%). As in previous years, the proportion of incidents that were perceived to be hate crime varied by crime type. For example, seven per cent of violence without injury incidents were perceived to be hate crime whereas three per cent of criminal damage incidents were perceived to be hate crime (Appendix Table 3.04).

Violent crimes and criminal damage offences accounted for the majority of hate crime incidents in the CSEW, with 45 per cent of hate crime incidents being violence, and almost a fifth (18%) being criminal damage. In comparison, only 21 per cent of overall CSEW crime was violence (Table 3).

---

[13] This confidence interval is the range of values that we can be 95% confident that the actual number of hate crimes falls within.

[14] See Section 2.5 in ONS's User Guide to Crime Statistics in England and Wales for a discussion of measures of CSEW crime.

[15] Numbers do not sum to overall hate crime incident total due to rounding.

[16] Statistical significance testing for all crime has been assumed based on significant changes observed in the 2 sub-categories of personal and household crime.

Table 3.1: Percentage of hate crime incidents, by type of offence, 2015/16 to 2017/18 CSEW

Percentages	England and Wales, CSEW	
Type of incident	All hate crime	All CSEW crimes[1]
PERSONAL CRIME		
Violence without injury	27	11
Violence with injury	19	10
Robbery	7	2
Theft from person	4	6
Other theft of personal property	2	11
ALL PERSONAL CRIME	**58**	**41**
HOUSEHOLD CRIME		
Criminal damage	18	19
Burglary	13	11
Vehicle-related theft	5	14
Bicycle theft	1	5
Other household theft	7	10
ALL HOUSEHOLD CRIME	**42**	**59**
Unweighted base[1]	670	17,108

Source: CSEW, ONS

3.2 VICTIMISATION BY PERSONAL AND HOUSEHOLD CHARACTERISTICS

Analysis of victimisation by personal and household characteristics showed that for personal hate crime (as with CSEW crime overall, Appendix Table 3.06), the risk of being a victim varied by socio-demographic characteristics.

It should be noted that differences in victimisation rates between ethnic groups may be at least partly attributable to factors other than ethnicity. Previous research (Jansson, 2006; Salisbury and Upson, 2004) has shown that people with a Mixed ethnic background are most at risk of crime. However, multivariate analyses identified that, for the key crime types, ethnicity was not independently associated with the risk of victimisation (Jansson et al., 2007). The proportion of young people in the Mixed ethnic group was, for example, found to be large in comparison to other ethnic groups; and young people are at a higher risk of victimisation (Flatley et al., 2010). There are also inter-relationships between other personal characteristics. Furthermore, the nature of the hate crimes identified by the CSEW will be proportionately different to the crime mix of the overall survey. For example, hate crimes are more likely to be violent crimes than for all CSEW crime.

The risk of being a victim of personal hate crime in the 2015/16 to 2017/18 CSEW (Appendix Table 3.05) was highest, for example, among:

- people aged 16 to 24 (0.3% experienced personal hate crime);
- in particular, men aged 16 to 24 (0.5% of 16 to 24-year-old men experienced personal hate crime, compared with fewer than 0.03% of men aged 75 and over);
- those with the religious group Muslim (0.6%) compared with 0.1% of Christian respondents;
- people with Asian (0.4%) backgrounds compared with White adults (0.1%); and
- those whose marital status was single or divorced (0.3% compared with 0.1% of married adults);

The risk of being a victim of household hate crime (Appendix Table 3.06) was highest among, for example, people who:

- were social renters (0.4% experienced household hate crime compared with, for example, 0.1% of owner occupiers); and
- lived in a household with a total income of less than £10,000 (0.3% compared with 0.1% among those who lived in households with a total income of £50,000 or more).

3.3 REPEAT VICTIMISATION

Repeat victimisation[17] is defined here as being a victim of the same type of hate crime more than once in the last year[18]. Levels of repeat victimisation account for differences between CSEW estimates of victimisation rates (Appendix Table 3.03) and incidence rates (Appendix Table 3.04). For instance, high levels of repeat victimisation will be demonstrated by lower victimisation rates when compared with corresponding incidence rates (see for example, ONS, Crime in England and Wales - year ending March 2018, Annual Trend and Demographic tables).

Incidents of hate crime were also more likely to be repeatedly experienced for household crime offences than for personal crime offences. The 2015/16 to 2017/18 combined surveys showed 38 per cent of victims of household hate crime had been victimised more than once in the previous year, compared with 18 per cent of victims of personal hate crime. This difference is larger than that found in overall CSEW crime (21% of victims of CSEW household crime were repeat victims, compared with 19% of victims of CSEW personal crime; Figure 3.2 and Appendix Table 3.07).

Figure 3.2: Percentage of victims who were victimised more than once in the previous year, 2015/16 to 2017/18 CSEW
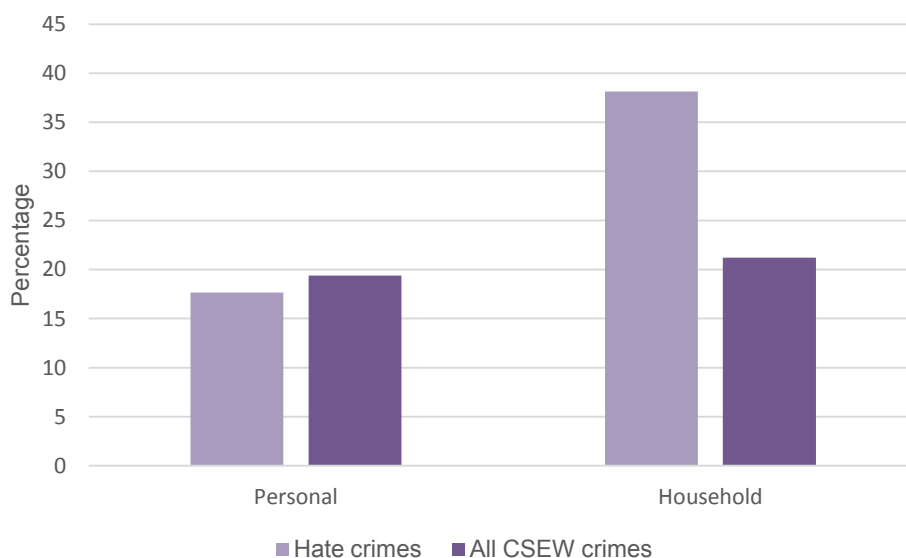
Source: CSEW, ONS

---

[17] See Section 2.5 of ONS's User Guide to Crime Statistics for England and Wales for a discussion of repeat victimisation.
[18] Where incidents of a similar nature that are probably carried out by the same perpetrator(s) have occurred, CSEW estimates only include the first five incidents in this 'series' of victimisations, see Section 2.5 of ONS's User Guide to Crime Statistics in England and Wales.

3.4 REPORTING HATE CRIME

The CSEW asks people who experienced crimes in the past year whether the police came to know about the incident, that is, whether they reported themselves or the police came to know about it in another way (for example, someone else reported it or the police arrived at the scene of crime). Based on the 2015/16 to 2017/18 CSEW, overall 53 per cent of hate crime incidents came to the attention of the police, similar to the proportion of hate crimes in previous surveys (Table 3.2). The proportion of hate crime incidents that came to the attention of the police was higher than that for all CSEW crime, which was 40 per cent. The difference in reporting rates was most marked for personal crime (Appendix Table 3.08).

The main reason for the differences in the proportion of hate crimes coming to the attention of the police compared with overall crime is likely to be due to the type of hate crimes identified by the CSEW. For example, Table 3 showed that 45 per cent of hate crime incidents were for violence compared with only 21 per cent of overall CSEW crime. Conversely, only 6 per cent of hate crime incidents were personal theft, compared with 18 per cent of overall CSEW crime. These two incident types have different reporting rates to the police, with violent incidents having consistently had a higher reporting rate over a number of years (43% in Table D8 ONS, Crime in England and Wales - year ending March 2017, Annual Trend and Demographic tables) compared with the reporting rate to the police for personal theft incidents (32% of theft from the person and 30% Other theft of personal property offences).

Table 3.2: Percentage of CSEW hate crime incidents that came to the attention of the police, 2015/16 to 2017/18 CSEW

England and Wales	2007/08 to 2008/09[2]		2009/10 to 2011/12[2]		2012/13 to 2014/15		Adults ages 16 and over 2015/16 to 2017/18	
	Percentage reported to police	Unweighted base[3]	Percentage reported to police	Unweighted base[3]	Percentage reported to police	Unweighted base[3]	Percentage reported to police	Unweighted base[3]
All hate crime	51	516	49	666	48	409	53	377
All CSEW crime[4]	39	24,935	39	34,314	40	20,718	40	17,019

Source: CSEW, ONS

3.5 HATE CRIME BY MOTIVATING FACTOR

This section provides a summary of the information available for each of the five monitored strands from the CSEW. However, the CSEW cannot be used to provide information below the headline statistics on the strands of disability, sexual orientation or gender-identity as the number of victims covered by the sample in the survey was too small to provide robust estimates.

Racially motivated hate crime

Based on data from the CSEW for 2015/16 to 2017/18, it is estimated that there were 101,000 incidents of racially motivated hate crime per year (Appendix Table 3.01). Most incidents (66,000) were personal crimes (such as assault or personal theft offences). From these combined surveys, 0.2 per cent of adults were estimated to be victims of a racially motivated hate crime in the 12 months prior to interview.

Adults in non-White ethnic groups were more likely to be victims of a racially motivated hate crime than White adults (for example, 1.1% of Asian and 0.6% of Black adults compared with 0.1% of White adults, 2015/16 to 2017/18 CSEW). This is a similar to the difference in the likelihood of victimisation for overall CSEW crime (of which hate crime incidents are a subset), where adults from non-white

ethnic groups were more likely to be victims than white adults (16% of adults from an Asian ethnic group and 17% of those from a Black ethnic group were victims of crime compared with 14% of White adults; Table 5).

Table 3.3: Percentage of adults aged 16 and over who were victims of racially-motivated hate crime and all CSEW crime, by ethnic group, 2015/16 to 2017/18, CSEW

Percentages	England and Wales, CSEW		
	All racially motivated hate crime[1]	All CSEW crime[2]	Unweighted base
ALL ADULTS	**0.2**	**14.5**	**105,459**
Ethnic group[2]			
White	0.1	14.1	94,643
Mixed/multiple ethnic groups	0.5	21.2	1,109
Asian/Asian British	1.1	16.5	5,759
Black/African/Caribbean/Black British	0.6	16.7	2,896
Other ethnic group	1.0	16.0	891

Source: CSEW, ONS

Analysis of racially motivated hate crime by religion shows that Muslim adults were more likely to be a victim of racially motivated hate crime (1.5%) than other adults (for example, 0.1% of Christian adults or those with no religion) (Appendix Table 3.09).

Religiously motivated hate crime

Based on data from the CSEW for 2015/16 to 2017/18, it is estimated that there were 39,000 incidents of religiously motivated hate crime per year (Appendix Table 3.01). This total was split fairly evenly between personal crimes personal crimes (23,000 incidents) and household crimes (16,000).

From these combined surveys, it is estimated that 0.1 per cent of adults were victims of a religiously motivated hate crime in the 12 months prior to interview. The 2015/16 to 2017/18 CSEW showed that Muslim adults were the most likely to be a victim of religiously motivated hate crime (0.8%; Appendix Table 3.10).

Adults with an Asian ethnic group were more likely to be victims of a religiously motivated hate crime than adults of White ethnic group (0.5% and less than 0.1% respectively, 2015/16 to 2017/18 CSEW; Appendix Table 3.10).

Sexual orientation motivated hate crime

The combined 2015/16 to 2017/18 CSEW dataset estimates that there were 30,000 sexual orientation hate crimes per year (Appendix Table 3.01).

In September 2017, Stonewall released a research report 'LGBT in Britain - Hate Crime and Discrimination'[19]. This survey, based upon the responses from 5,000 lesbian, gay, bi and trans (LGBT)

---

[19] LGBT in Britain - Hate Crime and Discrimination

adults from across Britain in February and April 2017, provides an alternative source of information about sexual orientation hate crime. Participants were recruited through the YouGov panel, as well as an open recruitment that circulated through a wide range of organisations, community groups and individuals.

Disability motivated hate crime

The combined 2015/16 to 2017/18 CSEW dataset estimates that there were 52,000 disability motivated hate crimes per year (Appendix Table 3.01).

The Life Opportunities Survey[20] provides additional information on disability hate crime. Published in December 2011. It is difficult to make comparisons with CSEW estimates, partly because the Life Opportunities Survey includes age and gender motivated hate crime but also due to the different question wording[21].

Gender-identity motivated hate crime

The CSEW has only asked about gender-identity hate crime since 2011/12. Even though the data have been analysed using data from combined years of the CSEW, the number reporting a gender-identity motivated crime is still very small and therefore a reliable estimate for this particular strand of hate crime cannot be produced.

The 'LGBT in Britain – Hate Crime and Discrimination[9]' report published in September 2017 provides information on hate crime related to respondent's gender identity experienced in the last 12 months.

3.6 ADDITIONAL INFORMATION FROM THE CSEW

As well as the level of hate crime estimates from the CSEW, additional information is available on victim satisfaction with the police following a hate crime incident, the emotional impact of being a victim and respondents' worry about hate crime. Where possible, comparisons are made with overall crime as measured by the CSEW.

Victim satisfaction with the police

CSEW respondents who were victims of crime and had contact with the police in the last 12 months were asked how satisfied they were with the way the police handled the matter. Based on the combined 2015/16 to 2017/18 surveys, 51 per cent of hate crime victims were very or fairly satisfied with the handling of the matter, a lower proportion that for victims of CSEW crime overall (69% were very or fairly satisfied). Hate crime victims were also more likely to be very dissatisfied (25%) with the police handling of the matter than overall CSEW crime (15%; Appendix Table 3.11 and Figure 3.3).

The differences in victim satisfaction with the police for hate crime victims compared with overall crime victims might in part be due to the type of crimes identified by the CSEW (as rates of police satisfaction differ by offence type – see Table S14 ONS, Crime in England and Wales - year ending March 2018, Supplementary tables). However, although based on a low number of respondents, victims of violent hate crime incidents were less satisfied with the police (53% were very or fairly satisfied) than victims of overall violent crime incidents (66%, table not shown).

---

[20] Life Opportunities Survey home page
[21] The answer categories included a health condition, illness or impairment, which is not included in the CSEW question.

Figure 3.3: Victim satisfaction with the police, 2015/16 to 2017/18 CSEW
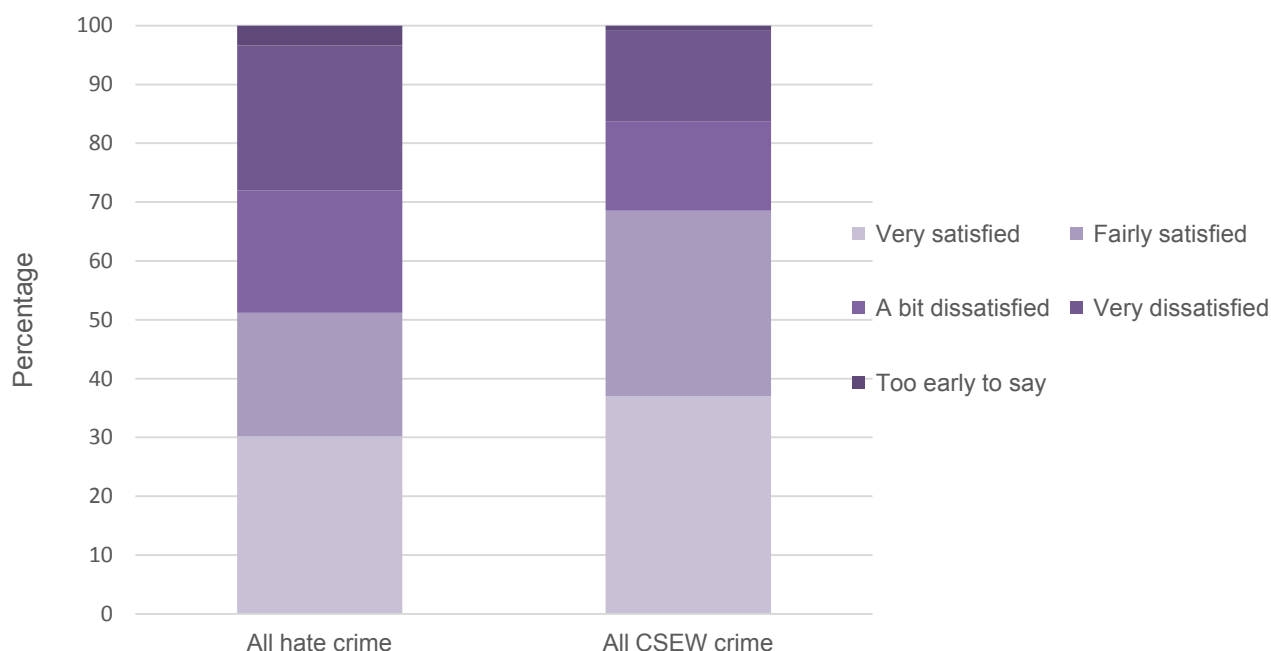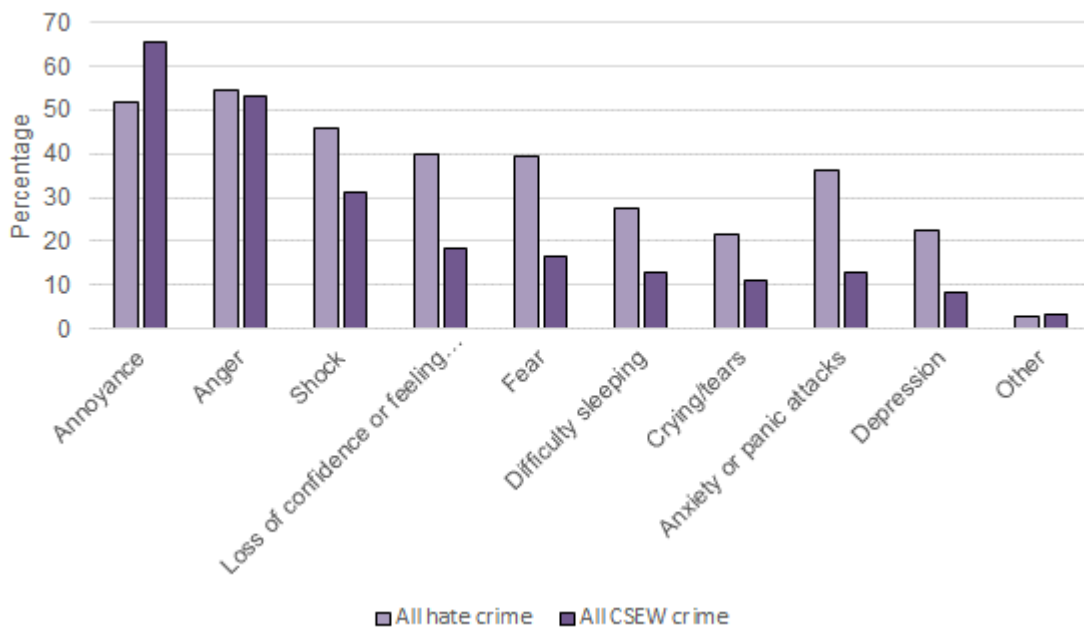

Source: CSEW, ONS

The combined 2015/16 to 2017/18 surveys show that victims of hate crime were less likely to think the police had treated them fairly or with respect, compared with victims of CSEW crime overall. For example, in 67 per cent of hate crime incidents the victims thought the police treated them fairly, compared with 81 per cent of incidents of CSEW crime overall. Similarly, in 83 per cent of incidents of hate crime, victims thought the police treated them with respect, compared with 90 per cent of incidents of CSEW crime overall. These patterns are similar to previous years (Appendix Table 3.11).

Effects of hate crime

As part of the follow-up questions on their crime experience, victims were asked if they had an emotional reaction after the incident and, if so, how much they were affected and in which ways. According to the 2015/16 to 2017/18 surveys, victims of hate crime were more likely than victims of CSEW crime overall to say they were emotionally affected by the incident (89% and 77% respectively) and more likely to be 'very much' affected (36% and 13% respectively); this trend is similar over time (Appendix Table 3.12).

Of those who said they were emotionally affected, victims of hate crimes tended to be more affected than victims of CSEW crime overall. For example, more than twice as many hate crime victims said they had suffered a loss of confidence or had felt vulnerable after the incident (40%), compared with CSEW crime overall (18%). Hate crime victims were also more than twice as likely to experience fear, difficultly sleeping, anxiety or panic attacks or depression compared with victims of overall CSEW crime (Figure 3.4). This is probably not due to the type of hate crimes identified by the CSEW, as victims of violent crime tend to be less likely to say they were emotionally affected than victims of other crime types. (Table 3.4 ONS Nature of crime tables year ending March 2018 Violence and Table 7.5 ONS Nature of crime tables year ending March 2017 Personal and other theft).

Figure 3.4: Emotional impact of hate crime incidents, 2015/16 to 2017/18 CSEW

Source: CSEW, ONS

Worry about being a victim of crime

The CSEW asks respondents how worried they are about being a victim of different types of crime. The 2015/16 to 2017/18 CSEW showed that overall four per cent of all adults were 'very' worried about being subject to a physical attack because of their skin colour, ethnic origin or religion. Unsurprisingly, as with the other perception questions, this was much higher among adults from non-White backgrounds (for example, among Asian Ethnic backgrounds (17%) or Black and Minority Ethnic backgrounds (17%) than among White adults (3%); Appendix Table 3.13).

Annex A – Experimental Statistics: Police recorded online hate crime

Overview

This section covers some exploratory analysis on the number of online hate crimes recorded by the police in England and Wales in 2017/18. These data are designated as Experimental Statistics because they are not fully developed and do not meet the rigorous quality standards of Official Statistics.

The information provided covers the extent to which offences that have been recorded as hate crimes (i.e. flagged as being motivated by at least one of the five centrally monitored hate crime strands[22]) have also been flagged as an online crime (i.e. offences that have an online element).

Background

In the process of recording a crime, police can assign an aggravating factor to an offence. Examples of aggravating factors are domestic abuse, alcohol, hate crime and online crime.[23] It is possible to flag an offence with more than one aggravating factor, for example if an offence involved alcohol and was domestic abuse-related. It is thought that the appropriate flags are not always applied by all police forces when necessary either because those updating records forget to flag a relevant factor or miss the relevant code when selecting from a long list. Therefore, it is possible that counts based on flags underestimate the real volumes of such crimes being dealt with by the police.

Online flag

From April 2015, it became mandatory for forces to apply the online flag to provide a national and local picture of the extent to which the internet and digital communications technology are being used to commit crimes. The flag should be used to identify cases where it is believed that an offence was committed, in full or in part, through a computer, computer network or other computer-enabled device. Whether an offence was in part or totally committed online may require more investigative resource than some other flags, so it is thought that the use of the online flag is prone to a higher degree of undercounting that other flags.

The analysis presented in this annex is based on data supplied by 30 out of 44 forces where the quality was deemed adequate.

Online hate crime by type of offence

In 2017/18, two per cent (1,605 offences) of all hate crime offences were indicated as having an online element, the same proportion as all police recorded crime[24] in the year ending March 2018.

Analysis of the online hate crime data by offence type shows that out of the four selected offence groups, violence against the person (VATP) had the highest proportion (6%) of online hate crimes in 2017/18 (Figure A1). Looking at the data in more detail, malicious communications offences (a subgroup of stalking and harassment offences) accounted for the majority (86%) of the VATP online

---

[22] See section 1.1 of this bulletin for further detail on the five centrally monitored hate crime strands.
[23] Please see the Home Office Counting Rules for Recorded Crime for more information
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/605268/count-flags-apr-2017.pdf
[24] See table E10 of the additional fraud tables published by the ONS as part of the 'Crime in England and Wales' publication
https://www.ons.gov.uk/file?uri=/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesexperimentaltables/yearendingmarch2018/additionaltablesonfraudandcybercrimeyearendingmarch2018.xls

hate crime offences. Criminal damage offences were least likely to have both an online and hate crime element (<0.5%).

Figure A1: Proportion of hate crimes recorded by the police that were flagged as 'online' crimes, by offence type, 2017/18
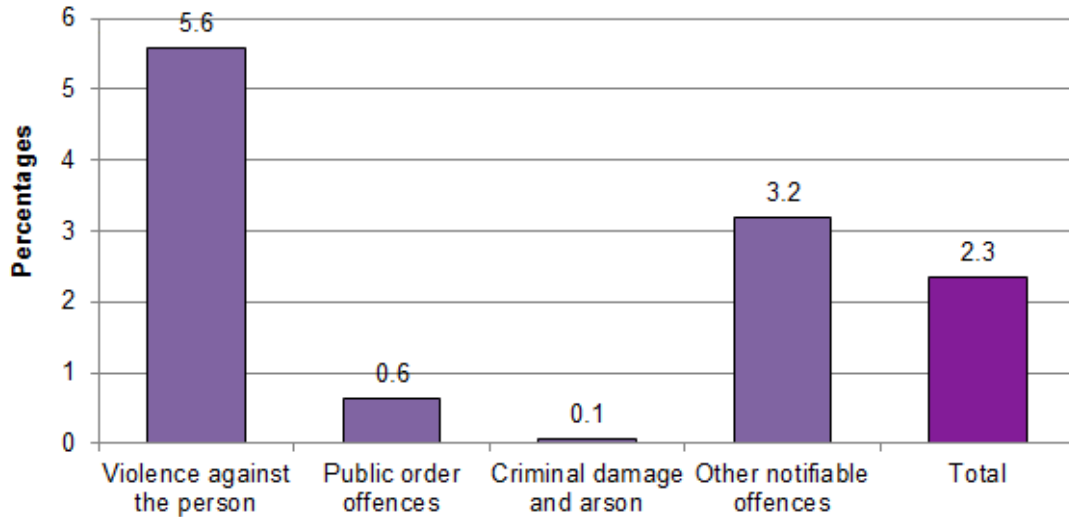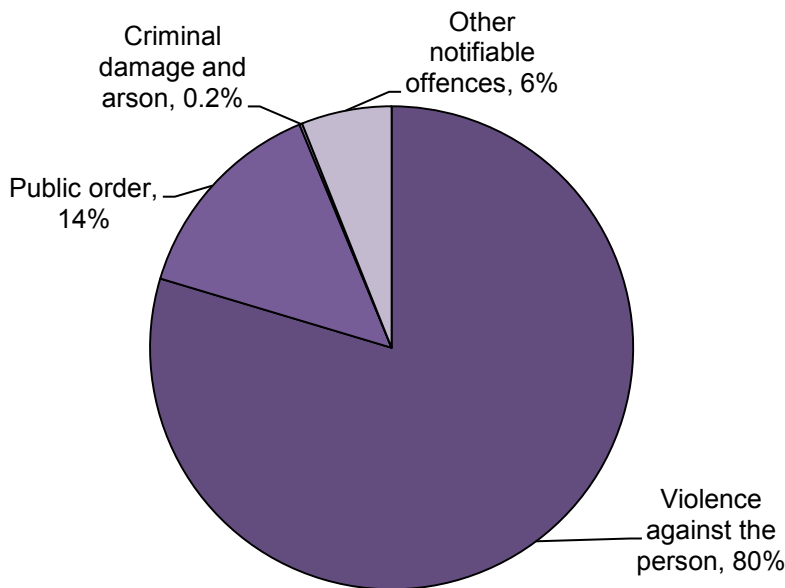

Source: Police recorded crime, Home Office
Notes: Figures are based on data from 30 police forces.

Distribution of online hate crime by offence group

Looking at all the hate crimes that were flagged as online and how these were distributed between the offence groups, violence against the person offences accounted for four-fifths (80%) all online hate crimes, see Figure A2 below.

Figure A2: Breakdown of online hate crimes by selected offence types, 2017/18
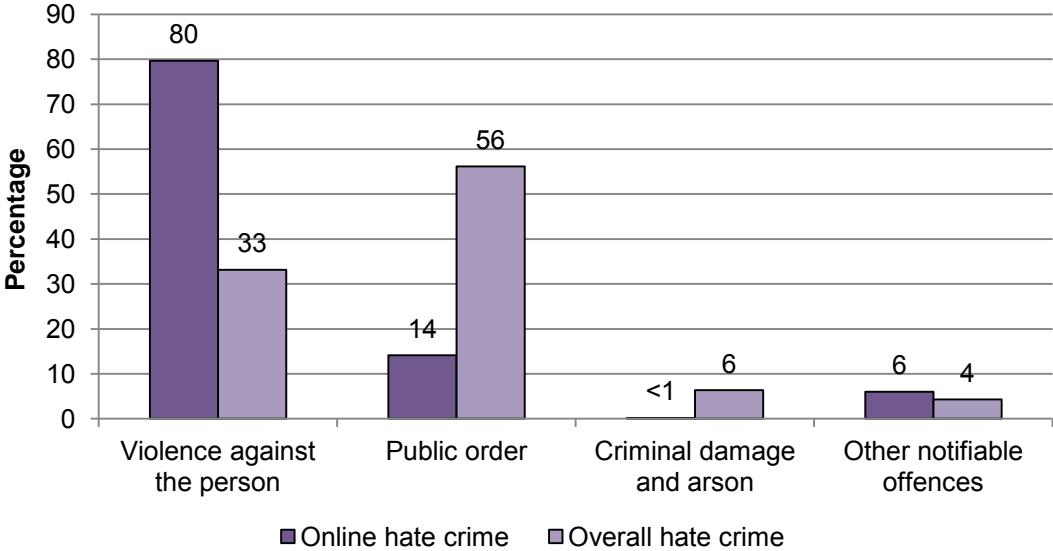

Source: Police recorded crime, Home Office
Base: 1,605 online hate crime offences
Notes: Figures are based on data from 30 police forces.

In comparison, Figure A3 shows that in 2017/18, the proportion of overall hate crime accounted for by these categories was quite different:

- violence against the person accounted for a third (33%) of hate crimes compared with 80% of online hate crimes; and
- public order offences accounted for over half (56%) of hate crime compared with 14% of online hate crime.

Figure A3: Breakdown of online hate crimes and overall hate crime by selected offence types, 2017/18

Source: Police recorded crime, Home Office
Notes: Figures are based on data from 30 police forces.

Online hate crime by motivating factor

In the year ending March 2018 there were 1,065 online hate crimes. Table A1 below shows that the proportion of hate crime that occurred online varied by the type of motivating factor. Although the highest number of online hate crimes were racially motivated (928 offences), this type of motivating factor had the lowest proportion of crimes flagged as online. Contrary to this, transgender identity hate crimes were most likely to be flagged as online (6%) even though the number of these types of online hate crimes was much lower compared with other motivating factors.

Table A1: Online hate crimes recorded by the police, by monitored strand, 2017/18

Numbers and percentages	**England and Wales, recorded crime**	
Hate crime strand	**Number of online hate crimes**	**% of all hate crimes**
Race	928	2
Religion	210	3
Sexual orientation	352	4
Disability	225	4
Transgender	69	6
Total number of motivating factors	1,784	2
Total number of offences	**1,605**	**2**

Source: Police recorded crime, Home Office
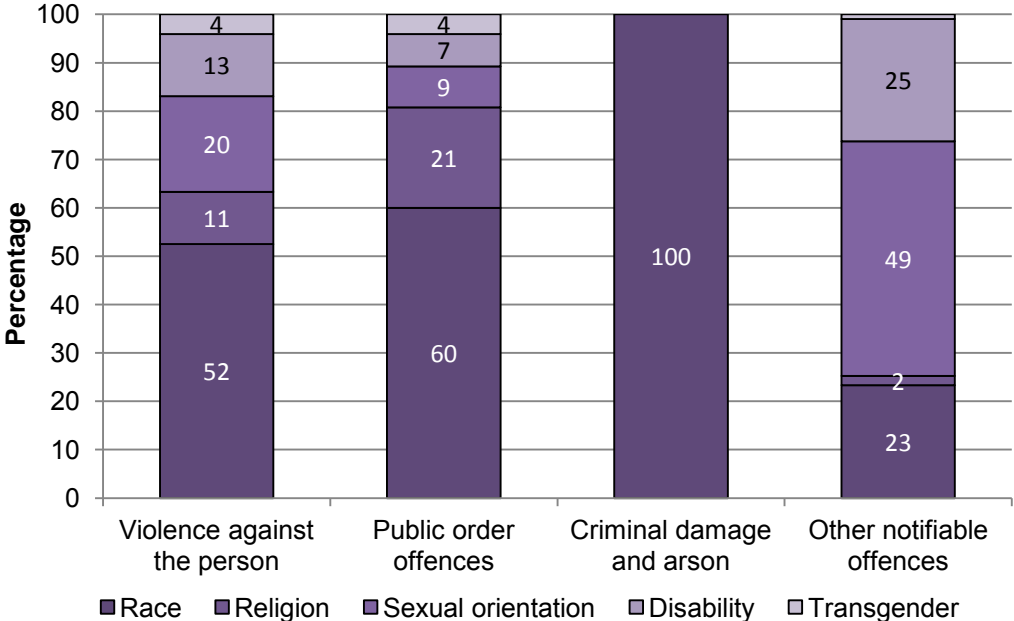*Notes: Figures are based on data from 30 police forces.*
It is possible for a crime to be flagged with more than one monitoring strand. For this reason, the sum of the five motivating factors in the above exceeds the 1,605 offences.

The number of hate crime offences flagged as online crime in 2017/18 increased from the previous year; from 1,148 to 1,605. The biggest increase was seen in racially motivated online crimes, which increased by 210 offences (up 29%) from 717 to 928. This increase may be due to forces improving their recording of whether a crime involved an online element or not.

Online hate crime by offence group and motivating factor

Looking at the distribution of online hate crimes by motivating factor across the four selected offence categories (Figure A4), race was the most common motivating factor in online hate crime for each offence group. The exception was 'other notifiable' offences; for this type of offence sexual orientation was the most common motivating factor in online hate crime, accounting for just under half (49%) of online hate crime.

Figure A4: Distribution of online hate crimes recorded by the police, by offence type, 2017/18

Source: Police recorded crime, Home Office
Notes: Figures are based on data from 30 police forces.

Annex B – Experimental Statistics: Perceived religion of victims of religious hate crimes

In April 2016, the Home Office began collecting information from the police on the *perceived* religion of victims of religious hate crime. By perceived, we mean the religion targeted by the offender. While in the majority of offences the perceived and actual religion of the victim will be the same, in some cases this will differ. For example, if anti-Muslim graffiti is sprayed on a religious temple of another faith, this would be recorded as an offence of racially or religiously aggravated criminal damage and flagged by the respective police force as a religious hate crime against Muslims.

The collection of these data in 2016/17 was on a voluntary basis and became mandatory in 2017/18.

There are nine different perceived religion flags in this collection, which match those reported upon in the 2011 Census:

- Buddhist;
- Christian;
- Hindu;
- Jewish
- Muslim
- no religion
- other
- Sikh; and
- unknown.

In some cases, more than one perceived religion has been flagged on one offence (for example, a piece of graffiti may have targeted more than one religion).

In 2016/17, 1,975 perceived religions were flagged for the 5,949 religious hate crimes recorded in this year. These data have not been reconciled[25] with police forces as the data were supplied on a voluntary basis.

Data for 2017/18 have been reconciled with police forces. As this is the first year that the collection has been mandatory, these data are published as Experimental Statistics. All police forces with the exception of the Metropolitan Police and Lancashire[26] have sent data on the perceived religion of the victims of religious hate crimes, although for some forces the number of offences recorded with 'unknown religion' is relatively high.

In 2017/18, where the perceived religion of the victim was recorded, just over half (52%) of religious hate crime offences were targeted against Muslims (2,965 offences). This is a much greater proportion than the proportion of the population on England and Wales that identify as Muslims. In the 2011 Census, 4.8 per cent of the population of England and Wales identified as Muslim.

The next most commonly targeted group were Jewish people, who were targeted in 12 per cent of religious hate crimes (672 offences). Around 0.5% of the population in England and Wales identified as Jewish in the 2011 Census.

---

[25] See Annex C for information on how data are reconciled with police forces and quality assured.
[26] Lancashire and the Metropolitan Police have supplied data on the actual religion of religious hate crime victims for 2017/18. Data for these two forces show a similar picture to the national one, with 56% of victims of these crimes identifying as Muslim, and 15% Jewish. In 12% of offences the religion was unknown.

In a fifth (21%) of offences, the targeted religion was not known. Information on other religions can be found in Table B1.

Table B1: Number and proportion of religious hate crimes recorded by the police[1], by the perceived targeted religion, 2017/18

Numbers and percentages	**England and Wales, recorded crime**	
Perceived religion of the victim	Number of offences	%
Buddhist	19	0
Christian	264	5
Hindu	58	1
Jewish	672	12
Muslim	2,965	52
Sikh	117	2
Other	311	5
No religion	237	4
Unknown	1,174	21
Total number of targeted religions	5,817	
Total number of offences	5,680	

Source: Police recorded crime, Home Office
See Bulletin Table B1 for detailed footnotes.

Annex C – Hate Crime data sources and quality

INTRODUCTION

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

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

POLICE RECORDED CRIME DATA SOURCES AND VALIDATION PROCESS

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

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

Further information on how the police record hate crime can be found in the Hate Crime Operational Guidance[27] publication.

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

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

---

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

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

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

From April 2016, the Home Office began collecting information from the police on the *perceived* religion of victims of religious hate crimes – that the religion targeted by the offender. While in the majority of offences the perceived and actual religion of the victim will be the same, in some cases this will differ. For example, if anti-Muslim graffiti is sprayed on a religious temple of another faith, this would be recorded as an offence of racially or religiously aggravated criminal damage and flagged by the respective police force as a religious hate crime against Muslims.

This collection was voluntary in 2016/17 and made mandatory for 2017/18. Data in the first year were partial and not reconciled with forces. Data for 2017/18 were reconciled and have been published in this bulletin for the first time.

CRIME SURVEY FOR ENGLAND AND WALES

The CSEW is a face-to-face victimisation survey. People resident in households in England and Wales are asked about their experiences of a selected range of offences in the 12 months prior to the interview, including questions to determine whether an incident was a hate crime. The CSEW is seen as a reliable indicator for long-term trends, particularly for the more common types of crime experienced by the general population. However, as the CSEW is a general household population survey, the number of hate crime incidents and victims estimated in a single survey year is too unreliable to report on. Therefore, three annual datasets have been combined in order to provide a larger sample which can be used to produce robust estimates for hate crime.

More information regarding the coverage, coherence and accuracy of the CSEW and police recorded crime can be found in the User Guide to Crime Statistics for England and Wales, the Crime in England and Wales Quality and Methodology Information report and (for CSEW only) the CSEW technical report.

Further information

Previous hate crime statistical bulletins published by the Home Office are available here:
https://www.gov.uk/government/collections/hate-crime-statistics

The Office for National Statistics publishes quarterly publications on crime in England and Wales:
https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice

Information on crime outcomes can be found here: https://www.gov.uk/government/collections/crime-outcomes-in-england-and-wales-statistics

Police recorded crime and outcomes Open Data Tables:
https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables

The True Vision website contains more information about hate crime and how to report it:
http://www.report-it.org.uk/home

The Crown Prosecution Service website also carries information about hate crime, including policy and guidance and performance information, which can be found here: https://www.cps.gov.uk/hate-crime

The government's plan for dealing with hate crime in England and Wales can be found here:
https://www.gov.uk/government/publications/hate-crime-action-plan-2016

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

Hate crime statistics for Scotland for 2017/18 can be found here:
http://www.copfs.gov.uk/images/Documents/Statistics/Hate%20Crime%202017-18/Hate%20Crime%20in%20Scotland%202017-18.pdf (figures published by the Scottish Government are based on the number of offenders charged, rather than police recorded crime).

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

OGL