

Nottingham Crime & Drugs Partnership

Strategic Assessment 2020

Nottingham
Crime & Drugs Partnership

Working together to reduce crime, disorder & the misuse of drugs and alcohol

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1. Introduction

1.1 Purpose & Scope

Community Safety Partnerships (CSPs) are statutorily responsible for reducing crime, anti-social behaviour, substance misuse and re-offending in each local authority area. In Nottingham the Crime & Drugs Partnership (CDP) is the CSP. Since 2007 CSPs have had a statutory duty to prepare an annual strategic assessment of crime and disorder in their local area. This assessment informs the priorities of the CSP and the annual update of the community safety plan.[1]

The aim of this Strategic Assessment is to provide Nottingham Crime & Drugs Partnership (CDP) and the Office of the Police and Crime Commissioner (OPCC) with an assessment of current, emerging and long-term issues and threats affecting Nottingham. The assessment is refreshed annually in order to review the CDP's priority issues and to help inform the refresh of the OPCC's Police and Crime Plan. This assessment will inform the partnership's chosen priorities for 2021/22. Since 2014 work has been ongoing with the OPCC to streamline the process and make it relevant to the changing nature of community safety.

1.2 Methodology & Limitations

The assessment is based on a long and medium term assessment of performance and intelligence data in order to provide a comprehensive overview of relevant community safety issues. The prioritisation assessment is carried out using data ending August 2020 (unless otherwise specified). Specific timeframes are given below:

- Long term comparator – 12 month period September 2017 to August 2018 (hereafter referred to as the 2017/18 assessment period)
- Medium term comparator – 12 month period September 2018 to August 2019 (hereafter referred to as the 2018/19 assessment period)
- Current data - 12 month period September 2019 to August 2020 (hereafter referred to as the 2019/20 assessment period)

Detailed analysis has been carried out in line with the time frames highlighted above. This analysis, however, only provides part of the picture and so relevant intelligence from a variety of sources has also been included, along with practitioner perspectives and citizen consultation wherever possible.

The inclusion of intelligence data helps provide a more comprehensive assessment of existing and emerging community safety issues within Nottingham. Whilst intelligence is a vital resource for improving understanding of the nature and specifics of an issue there is a limitation to the intelligence outlined in the assessment insofar that it is difficult to quantify the extent to which this information is representative of Nottingham as a whole. The intelligence used does not include a graded assessment relating to its validity; therefore, it may only relate to a small scale issue within a particular locality and it is often not possible to say with any degree of certainty how big a risk it poses to the city. As such there are some limitations that need to be acknowledged.

[1] http://www.legislation.gov.uk/uksi/2007/1830/contents/made

1.3 Structure & Focus

Historically, the strategic assessment has been underpinned by quantitative analysis that examines a range of data across a three year period. The primary focus has been on crime and anti-social behaviour data. This analysis has then been grouped into discrete themes, such as burglary or substance misuse.

Given the significant change in circumstances brought about by the coronavirus and associated lockdown restrictions this is not the most appropriate method of conducting the assessment in 2020. Crime reduced by over a third in the lockdown period, whilst ASB increased by over 50%. These trends became less pronounced as restrictions were eased and society returned to an approximation of normality, however, crime and ASB patterns remained atypical when compared to previous years. As a result, comparative statistical analysis is not the most appropriate method for determining priorities for 2021/22. Furthermore, the usual focus on 'traditional' crime and community safety issues is also not appropriate for the 2020 iteration of the assessment. The pandemic and the consequent societal impacts has raised a number of new issues and challenges that have been reflected in the following document.

In line with the above, the bulk of the 2020 assessment has been split into three broad sections, as discussed below. The focus will be explicitly on the impact of coronavirus and lockdown on community safety.

Before Coronavirus (1st September 2019 to 22nd March 2020)

This section gives a brief narrative of the prevailing trends in crime, ASB and substance misuse in the period from 1st September 2019 to the point that lockdown restrictions were announced on 23rd March 2020. This is supported by a minimal amount of statistical analysis. This section is rounded out by a summary of community tensions and intelligence from that period.

The Lockdown Period (23rd March 2020 to 3rd July 2020)

This section is the main focus of the document and contains an in depth analysis of the impact of lockdown on crime, ASB and substance misuse. This is followed by a comprehensive overview of community tensions and intelligence from this period.

Post Lockdown (4th July 2020 to 31st August 2020)

This section examines trends in crime, ASB and substance misuse in the post-lockdown period and again includes a summary of community issues

Subsequent to that there is a focus on the most significant areas of concern. This is arranged thematically and focuses on the following issues:

- Domestic & sexual violence & abuse
- Knife Crime
- Hate crime
- Anti-social behaviour
- Modern slavery & exploitation

The assessment finishes with a set of recommended priorities for 2021/22. These have been generated by a combination of officer judgment and consultation. This represents a change from previous years, in which an assessment matrix was used to score the individual issues and determine the priorities. This relied heavily on quantitative input and if used for the 2020 iteration may well have resulted in some perverse outcomes given the atypical crime and ASB patterns seen during the last six months of the assessment period.

2. Context & Composition

2.1 Partnership Composition

The partnership is currently structured around a four tier model, with locality working and problem solving forming its foundation. Locality Boards were dissolved in December 2014 and a new approach was developed to focus on problem people, places and premises; this then evolved into an Executive Group that began work in October 2015. This sits at a level below the CDP Board and has a dual focus on thematic issues and locality working. The Executive Group has not met since February 2020 due to the ongoing impact of Coronavirus, the long term future of the group is unclear at the time of writing.

Partnership working continues at a locality level, although there are no longer any formal Locality Board meetings. Partnership data is reported to Area Committees on a quarterly basis and monthly reports are produced for the ward-based Neighbourhood Action Teams (NATs). Previously, there was a process in place to escalate any issues identified in individual wards to locality level in the first instance, with any persistent issues being escalated to the CDP Executive Group. However, in reality, this connectivity between the neighbourhoods and the citywide partnership was steadily eroded following the removal of Locality Boards and reporting upwards from ward or locality level was inconsistent. The introduction of Partnership Tasking in 2017 and the development of ward level action plans has gone some way to resolving these problems. However, as with the Executive Group above, these processes have been in abeyance during the Coronavirus period and the long term future is, once again, unclear. The substantial rise in ASB during the lockdown period saw the creation of an ASB focused tasking meeting which continues to meet at the time of writing. The future may well see the two tasking processes amalgamated in order to deliver the most effective outcomes for citizens, at present this is unconfirmed however.

In March 2019 the CDP Board agreed to the disestablishment of the Serious & Organised Crime (SOC) Board and its replacement with a Vulnerabilities & Commodities Group (VCG). The SOC Board was developed from its predecessor the Ending Gang and Youth Violence (EGYV) Board which oversaw the operation of the then EGYV agenda and the Vanguard Plus partnership arrangements. The review undertaken in early 2019 highlighted that the SOC Board had not maximised the opportunity to expand its focus to wider thematic issues and as constituted was unfit for purpose, especially in the consideration and management of those issues identified as priorities by the CDP Board. The VCG is chaired by the police area commander for the city, is better aligned with partnership governance through the new chairing arrangements and has greater relevance to the priorities of the partnership as identified by the annual strategic assessment. The new arrangements also allow a greater focus on illegal drug use as a driver of crime and an opportunity to consider wider issues such as the criminal use of housing.

A number of partnership functions underwent review during 2019 in order to facilitate more efficient working practices, a more responsive service for citizens and the production of actionable performance information. This review process primarily impacted on the Hate Crime & Cohesion Sub-Group, the Nottingham Hate Incident Performance Panel and the Complex Persons Panel. These processes and functions have been affected to varying degrees by the Coronavirus pandemic and associated restrictions.

Knife crime and serious violence remain priorities for the partnership and this is reflected in the work of the Violence Reduction Unit. The funding for this has been extended for a further year and the findings of the recently published needs assessment and any subsequent analysis have been taken into account when compiling this assessment.

2.2 Partnership Response

In May 2016 targeted geographic work in localities began to be coordinated through the Community Protection tasking process. The principal agencies involved were the enforcement and regulatory departments of Community Protection along with the neighbourhood policing assets of Nottinghamshire Police. The tasking process enabled the effective deployment of partnership resources in order to tackle specific problems in local neighbourhoods across the city.

From November 2017, following instruction from the CDP Board, this approach was expanded to bring in more partners, along with their expertise and resources. To date this has involved Nottingham City Homes and Nottinghamshire Fire and Rescue Service; other partners will be added organically as the model evolves.

This Partnership Tasking is chaired by a senior officer of Community Protection and a senior officer of Nottinghamshire Police. The chair has the authority to task all participants as appropriate to facilitate effective problem solving.

The tasking process is designed to provide additionality to existing work in neighbourhoods and is not a replacement for existing local structures or methods of working. It is a forum whereby additional resources can be allocated to address problems that have proved insoluble at the local level.

Locality working has also been strengthened through the use of the ward level action plans touched upon in section 2.1, above. These Respect Plans are a response to the findings of the annual Respect for Nottingham survey and each ward has a distinct plan based on the ASB priorities identified in the survey, along with crime and cohesion issues of local concern. Each ward receives a monthly performance package and this is supported by a comprehensive list of tactical options, intelligence products and released resources. The Partnership Tasking meeting receives requests for additional resources and acts as an assurance forum to ensure that that the plans are being effectively delivered against.

This process is supported and complemented by further targeted work in identified ‘severity areas’. This approach was developed in response to concerns over the concentration of severity in particular areas of the city and county. As a result the police, OPCC and local councils jointly developed an initiative to give additional priority and resource to those areas. The aim is to develop a partnership approach, rather than a police only response. This recognises that many of the issues require multi-agency working to resolve and that limited resources across partners will be more effective if deployed in a targeted and evidence-led manner. In the city the chosen

areas were the city centre and Arboretum and Bulwell wards. To date an Arboretum Working Group has been established and is delivering work against three priorities – burglary, open space crime and ASB and illegal tobacco. This has delivered notable reductions in burglary and open space offending. Work on illegal tobacco remains in development as does the partnership response in the other identified areas.

As noted above, the Partnership Tasking process has been paused since the imposition of lockdown in March 2020. Likewise, the 2019/20 Respect Plans came to a close at the end of March and to date new iterations have not yet been produced. As an interim measure, and in response to rising levels of ASB during lockdown, a weekly ASB Tasking meeting was introduced in April. This meeting has representatives from Nottingham City Council, the police, fire service and Nottingham City Homes and concentrates on the most significant repeat addresses and locations. The long term future of the Respect Plans and the two tasking processes will be reviewed in the autumn and winter of 2020.

In October 2018 the OPCC released a new knife crime strategy. This document was developed by a range of partner agencies and aims to tackle increasing levels of knife related violence across the city and county.

To support this work Nottingham City Council developed a Serious Youth Violence & Exploitation Programme Board and an Exploitation & Violence Reduction Hub. The programme board manages a range of initiatives and interventions across the city designed to prevent and reduce youth violence and the criminal exploitation of children. The hub enables the partnership to respond quickly to incidents in the city and works to ensure the effective management of risk presented to and by individuals identified through intelligence and referral routes. As noted above the funding for the VRU has been extended for a further year. As a result the VRU will continue to offer strategic coordination of the local response to serious violence. Initially the VRU will be responsible for the production of three mandatory products. The activity enabled by the funding supports a multi-agency, 'public health' approach to preventing and tackling serious violence.

As noted at section 2.1, above, the Serious & Organised Crime Board was replaced in 2019 by a Vulnerabilities & Commodities Group (VCG). The group is based upon two strands of organised crime identified by the National Crime Agency.[2] The objective of the VCG is to deliver focussed, themed partnership interventions on;

- Drug and alcohol misuse, with particular reference to production, supply and demand.
- Modern slavery and labour exploitation.
- Cybercrime and fraud.
- The use of civil tools and powers to tackle serious offending.
- Tackling CSEA from a community safety perspective.
- Managing the impact of serious and organised crime on neighbourhoods and communities.

The partnership has access to a comprehensive network of CCTV managed through the Nottingham City Council Woodlands Control Centre. The network is monitored 24 hours a day

[2] https://www.nationalcrimeagency.gov.uk/who-we-are/publications/173-national-strategic-assessment-of-serious-and-organised-crime-2018/file

and staff provide valuable support to inquiries and investigations. Live monitoring also allows emerging incidents to be identified and reported quickly to relevant agencies, thus preventing escalation and allowing appropriate enforcement activity to be undertaken. Whilst much of the CCTV infrastructure in the city centre has, or is in the process of, been upgraded to modern, digital technology a significant proportion of the equipment in the neighbourhoods is dated, prone to breaking down and approaching end of life. This presents a risk to the partnership in terms of managing public spaces outside the city centre. Given the limited resources available to the partnership an extensive update of the network, whilst desirable, may be difficult to achieve in practice. Options for a sustainable solution are currently being explored.

Finally, vulnerable victims and high risk offenders are managed through various different, thematic case conferencing groups. These include the MARAC, Integrated Offender Management, Complex Person's Panel and Child Criminal Exploitation Panel. This subject is discussed in more detail at section 3.6, below.

2.3 Overview of Crime, ASB, Substance Misuse & Reoffending

Crime

Recorded crime in Nottingham has a seen a decrease of 13% over the past twelve months, equating to 5,544 fewer crimes.[3] This follows an increase of 4.3% in the previous assessment period (September 2018 to August 2019). Whilst the majority of this reduction occurred during the period following the introduction of the national lockdown on 23rd March 2020, it is nevertheless true that crime was falling prior to the pandemic and associated restrictions.

A detailed discussion of crime performance and related issues can be found at sections 5.3, 5.8 and 5.13. These sections look at the period pre-lockdown, the lockdown phase itself and the weeks following the reopening of the majority of retail and hospitality premises on 4th July. The overall crime profile for the assessment period can be found at Figure 1, below.

As can be seen, crime has reduced in almost all categories. This is particularly noticeable in relation to acquisitive crime, where all categories have seen falling volumes.[4] The overall reduction in these categories is 24%. The volume of vehicle offences also saw a similar rate of reduction. In large part these reductions can be attributed to a lack of opportunity for offending during the period following the introduction of lockdown restrictions. These measures saw the closure of most commercial and business premises, in particular in the city centre, and this, combined with the reduced footfall, saw a consequent reduction in opportunities for offending.

Residential burglary, which is routinely highlighted as the community safety issue of most concern in the Respect for Nottingham Survey, has seen little change in volume when considered over the twelve month assessment period. However, during the lockdown period volumes reduced by 35% and this patterned continued as restrictions were eased in July and August. As with acquisitive crime this can be attributed to reduced opportunities for offending, given the greater numbers of citizens working from or spending increased amounts of time in their homes.

[3] There were 38,698 crimes recorded in Nottingham between September 2019 and August 2020. This compares with 44,242 recorded between September 2018 and August 2019.
[4] Categories are: bicycle theft, other theft , shoplifting and theft from the person

Figure 1: 12 Month Crime Volume Comparison

Crime Type	Sep 18-Aug 19	Sep 19 - Aug 20	Vol. Change	% Change
Arson	189	140	-49	-26%
Bicycle Theft	1,016	836	-180	-18%
Burglary - Business and Community	762	611	-151	-20%
Burglary - Residential	1,718	1,708	-10	-1%
Criminal Damage	4,039	3,565	-474	-12%
Death or Serious Injury - Unlawful Driving	3	6	3	100%
Homicide	3	5	2	67%
Miscellaneous Crimes Against Society	1,119	1,169	50	4%
Other Sexual Offences	845	737	-108	-13%
Other Theft	4,246	3,204	-1,042	-25%
Possession of Drugs	2,405	2,146	-259	-11%
Possession of Weapons	631	496	-135	-21%
Public Order Offences	3,387	3,223	-164	-5%
Rape	516	449	-67	-13%
Robbery of Business Property	44	49	5	11%
Robbery of Personal Property	606	520	-86	-14%
Shoplifting	4,351	3,345	-1,006	-23%
Stalking and Harassment	3,498	3,773	275	8%
Theft from Motor Vehicle	1,803	1,539	-264	-15%
Theft from the Person	1,386	1,022	-364	-26%
Theft of Motor Vehicle	776	599	-177	-23%
Trafficking in Controlled Drugs	490	437	-53	-11%
Vehicle Interference	362	261	-101	-28%
Violence with Injury	5,377	4,162	-1,215	-23%
Violence without Injury	4,670	4,696	26	1%
Grand Total	**44,242**	**38,698**	**-5,544**	**-13%**

Violent offending remains of concern to the partnership, in particular knife-related offending. Whilst violence with injury offences, including violent knife crime, have shown a reduction over the assessment period the risk and harm presented are of a much greater magnitude than that of other offence types. These problems are reflected in the national picture, nevertheless this should not detract from the scale of the challenge in Nottingham.

Domestic violence and abuse (DVA) crimes saw a moderate overall reduction when compared to the previous twelve month period. However, this trend was reversed during the Coronavirus period, with the volume of DVA crimes increasing in the period following the introduction of

lockdown restrictions. A similar pattern can be observed in relation to hate crime, where volumes remained broadly stable over the twelve month period but increased during the pandemic period. The trends and issues that presented in relation to hate crime and DVA are discussed in more detail later in this assessment.

The changing patterns of crime noted above are also reflected nationally and most other cities across the country have experienced similar trends. The ongoing impact of the Coronavirus has presented a number of new challenges, such as the displacement of much criminal activity from the city centre, and a number of these are likely to continue over the next six to twelve months. The comparable experiences of other cities should give rise to a significant body of learning from which to draw as the city and partnership begin the process of recovery.

Anti-Social Behaviour

Police recorded anti-social behaviour incidents increased by 23% (3,430 more incidents) over the twelve months ending August 2020.[5] This compares to a 6% reduction in the previous assessment period. As with the crime picture outlined above, this trend was more pronounced in the period from March onwards – during this time the volume increased by 46%, with noise complaints more than doubling (+114%).

The main driver behind the increased volumes has been neighbour disputes, in particular those relating to noise. This was an expected outcome given the lockdown restrictions and consequent greater concentration of people in their homes and local neighbourhoods. In addition, breaches of COVID related regulations were largely recorded as ASB incidents – this added a moderate volume of incidents to the total.

The recent increase in volumes has reversed a long term trend that saw declining numbers of recorded incidents from April 2015 onwards. This long term reduction was not necessarily indicative of declining actual levels of ASB however and a number of potential problems have emerged over the past four assessment periods. These include problems for citizens in reporting ASB and declining levels of satisfaction with the partnership response.

In general obtaining a 'true' picture of ASB is very difficult as incidents can be reported by citizens through a variety of methods, of which the police 101 number is just one. Beyond analysing performance data the most reliable information available is that which measures citizen's perceptions of ASB in their local area. This is monitored through the annual Respect for Nottingham Survey. The evidence from the 2019 survey suggests that whilst citizen's experiences of ASB have remained broadly consistent over the past five years there has been a noticeable decline in the willingness of victims to report the ASB that they suffer. This correlates closely with an increased perception that reporting incidents does not lead to tangible action from partner agencies.

The apparent disconnect between stable or increasing perceptions of ASB and, prior to COVID, declining levels of reporting is not fully understood and, as such, this is something that presents a strategic risk to the partnership. Work is ongoing, both strategically and operationally, in order to better understand the issues and respond to them appropriately.

[5] There were 18,198 ASB incidents recorded in Nottingham between September 2019 and August 2020. This compares with 14,768 recorded between September 2018 and August 2019.

Nationally, volumes of police recorded ASB were also falling prior to COVID. Whether these nationwide reductions were indicative of actual declines in 'genuine' anti-social behaviour is very much open for debate. There has been little national research in this area and thus it is not possible to draw any meaningful conclusions.

The issues highlighted above remain largely unresolved and given the increased numbers of incidents recorded during the pandemic period it is possible that public trust and confidence in the partnership response to ASB may decline further. At a challenging time for the city this represents a significant risk to the partnership.

Substance Misuse

Public health data provides a robust indicator of the burden associated with substance misuse. Data and information on the demographic profile of the city also provides insight into some of the factors that influence the size and nature of that burden. Further information can be found in the section on drugs and alcohol.

Substance misuse is associated with a number of risk factors. Deprivation, experiencing substance misuse in family members during childhood and also witnessing or experiencing violence during these early years have all been associated with the risk of developing issues in later life. In addition, people in the most deprived communities are disproportionately affected by the harms associated with alcohol.

Data on population level use of illicit drugs is sparse in comparison to alcohol, but it is known that use of illicit drugs is more common in some groups including men, younger people and people with mental health problems. Drug use is also more common in the homeless community.

Nottingham's commissioned services are working effectively to reduce the harms associated with illicit drug use, demonstrated through positive treatment outcomes and low rates of drug related deaths. Use of New Psychoactive Substances (NPS) does however raise particular challenges. Trends and patterns in substance misuse are examined through the countywide Drugs Monitoring Group.

Whilst NPS present an increasing and not fully understood risk to the city, it is nevertheless opiates and alcohol that continue to place the greatest demand on Nottingham's commissioned treatment services. At any one time opiate users comprise approximately half of those in treatment, with alcohol the primary substance for a further quarter of clients.

Treatment services in the city have seen cuts of over 40% since 2013/14. Whilst these budget reductions have previously been successfully mitigated through efficiencies and the redesign of services there appears to be limited scope for this in the future should further budget cuts be required.

Alcohol related harm poses a significant threat to communities in Nottingham, although levels of alcohol consumption in the city are similar to the national average and lower than in most other Core Cities. Despite the level of overall consumption in the city, Nottingham's citizens are disproportionately affected by alcohol related harm. This is linked to Nottingham's deprivation profile and to patterns of drinking. Nottingham has high rates of alcohol related death and

illness. The city also has the highest rate of hospital admissions for alcoholic liver disease in England. Men aged 40-64 years are at particular risk of alcohol related harm.

Since the introduction of lockdown restrictions in March, the commissioned substance misuse services have focussed on service user and staff safety. The primary emphasis for service users has been to ensure that they can access Opiate Substitute Treatment safely and effectively. In line with the Government's and Public Health England's guidelines regarding access to controlled drugs in COVID-19, the services have agreed with pharmacies to move away from supervised consumption to sessional prescribing. This ensures the safety of pharmacy staff and lessens the effect of queuing for prescriptions.

As noted above, opportunities for offending have been reduced during the pandemic period. This has been particularly true in respect of acquisitive crime and this has disproportionately affected those who use the income from such offending to support their substance use. As a result, increasing numbers of this cohort chose to enter treatment during lockdown and the following months. Give the continued impact of Coronavirus it is likely that this pattern will continue over the next six to twelve months.

Reoffending

The proportion of offenders in Nottingham who reoffend is consistently higher than either the regional or national figure. Nevertheless, this proportion has been broadly decreasing over time. Similarly Nottingham performs worse when comparing the average number of re-offences committed by each reoffender. Whilst the changes are relatively small, this figure has been rising consistently since 2009, in line with the regional and national picture.

More positively, the size of the offending cohort in Nottingham is considerably smaller than in previous years and has been declining for some time.[6] Taken in conjunction with the data above, this is suggestive of a smaller, more persistent cohort of reoffenders with the propensity to commit a higher number of offences.

During 2017 the Nottinghamshire Integrated Offender Management (IOM) scheme was redeveloped in order to target those offenders who pose the highest risk of harm and the highest risk of reoffending. Consultation with key partners indicated that a balance between these two factors was a prerequisite for an effective programme.

Under the revised governance arrangements the CDP Board and Safer Nottinghamshire Board are responsible for endorsing the strategic priorities of the IOM programme. The IOM Governance Group has now been repurposed as the countywide Reducing Reoffending Governance Group. As well as strategic governance of the IOM programme this group also provides an oversight and scrutiny function for the broader reoffending agenda across the county.

In 2017 the IOM scheme was expanded to cover the most high risk perpetrators of domestic abuse. At the same time the capacity of survivor services was also increased to absorb the extra demand generated. During 2019 the scheme was expanded again to cover a cohort of non-statutory individuals known or suspected to be involved in knife-related offending.

[6] All data taken from Ministry of Justice proven reoffending figures https://www.gov.uk/government/collections/proven-reoffending-statistics

In July 2018 the Ministry of Justice announced 'a consultation to seek views on the future structure and services provided by the probation system'.[7] This has led to a restructuring of probation services with Community Rehabilitation Companies having their current contracts ended early and the parts of the structure responsible for the supervision of offenders being brought back into public ownership.[8]

From 2021, the National Probation Service (NPS) will be responsible for managing all offenders on a community order or licence following their release from prison in England and Wales. The NPS will continue to deliver those services reserved to the public sector such as advice to court. From June 2021, the NPS will also deliver offenders' unpaid work and behavioural change programmes in England and Wales. Furthermore, the voluntary sector will play an enhanced role in the probation system, running services such as education, employment, accommodation.

2.4 The Changing Nature of Demand

In 2014 a new approach to presenting crime statistics was devised in an attempt to resolve criticism that different methods were being used between national agencies, including the Office for National Statistics (ONS), HMIC and the Home Office.[9][10] As a result, a new crime 'tree' was devised in April 2014 separating all victim-based crime (such as violence against the person, sexual offences and robbery) from other crimes against society pertaining to positive police activity (such as drug offences and public order offences).

A new Partnership Plan was agreed in March 2019 which commits the partnership to reduce crime to a level below that recorded in the 2018/19 financial year.[11] As with the previous target this raises a challenge as to whether reductions should be achieved by tackling high volume crimes such as shop theft and criminal damage, potentially at the expense of focusing on the priorities outlined in this assessment, or whether the emphasis should be on high harm, low volume offence types such as serious violence and sexual offences.

For a period this challenge was further exacerbated by a restructure of Nottinghamshire Police, which saw the force move from a geographic to a thematic model of policing and adopt a system of resource allocation based on an assessment of threat, risk and harm (the THRIVE model).[12] The resulting focus on those crimes with the highest impact resulted in the volume of lower impact crimes increasing as resources were directed elsewhere. This pressure was partially alleviated with a move back to geographic policing in April 2018 which has led to an improved response to issues such as residential burglary and personal robbery. Nevertheless, the force has still remained focused on those crimes presenting the greatest threat, risk and harm. These challenges are underpinned by the continuing reductions in resource and capacity across the partnership as a result of ongoing austerity measures in the public sector.

This change in approach by the police is a response to both the evolving nature of demand and ongoing budgetary pressures after ten years of austerity. The nature of crime and policing has changed significantly over the past decade, with more complex safeguarding crimes, such as child sexual exploitation, being reported and increases in the levels of digital crime taking place

[7] https://www.gov.uk/government/news/justice-secretary-outlines-future-vision-for-probation
[8] https://www.theguardian.com/society/2019/may/16/part-privatisation-probation-sevices-to-be-reversed-offender-management-nationalised-chris-grayling
[9] https://www.gov.uk/guidance/strengthening-probation-building-confidence
[10] HMIC Inspecting Policing in the Public Interest. 2014. *Crime and Policing Comparator*. [ONLINE] Available at: https://www.justiceinspectorates.gov.uk/hmic/crime-and-policing-comparator/about-the-data/#generalpoints.
[11] As measured by Victim-Based Crime (baseline 37,486)
[12] The THRIVE model is used by a number of police forces across the UK. Further details can be found here https://www.capitacontrolsolutions.co.uk/static/downloads/learning-to-thrive.pdf

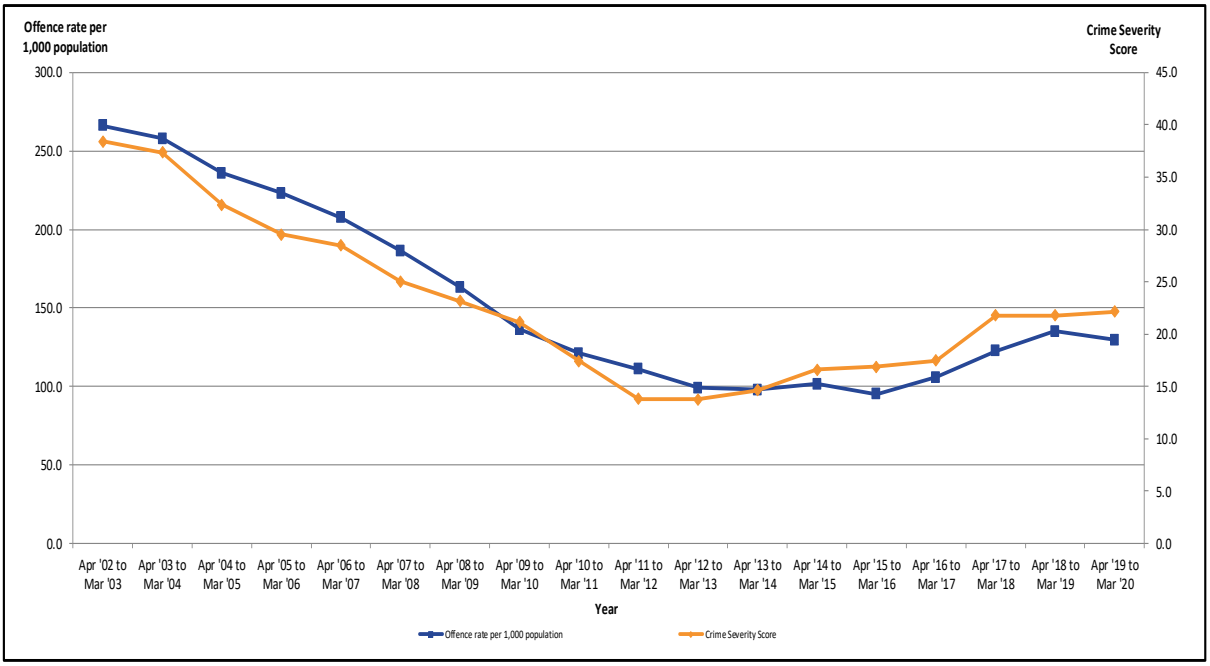
online. The THRIVE approach allows the force to take a more victim-centred approach that considers the needs of each victim and puts resources where they are needed most. It also enables control centres to make appropriate decisions about the level of resource required in each case.

Furthermore, this reduction in resource and greater focus on complex crime has had an attendant impact on the partnership response to ASB. Over recent years' service reductions have resulted in partner agencies no longer being able to offer a comprehensive response to such issues and this is likely to have been a causal factor in some of the problems highlighted in section 2.2, above.

The Office for National Statistics has been developing a weighted measure of crimes recorded by the police, the 'Crime Severity Score' (CSS). This intended to reflect the relative harm of an offence to society and the likely demands on the police, given that the police resource requirements are likely to be greater for offences that are more serious and therefore weighted more highly. For example, it would be expected that the police response to a serious violent crime would be more resource intensive than their response to an incident of criminal damage.[13]

The CSS is intended to complement existing police recorded crime data, providing additional data that better reflects the level of severity of the crimes recorded by the police. Analysis of the data for Nottingham shows a clear trend of increasing harm from April 2013 onwards (Figure 2, below). This follows a long period of decline beginning in 2004. This data is further confirmation of the changing nature of crime discussed above.

Figure 2: Crime Severity Score – Nottingham



[13] For full details, please see https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/researchoutputsdevelopingacrimeseverityscoreforenglandandwalesusingdataoncrimesrecordedbythepolice/2016-11-29

3. Consultation & Community Intelligence

3.1 Consultation: What are the Public Telling Us?

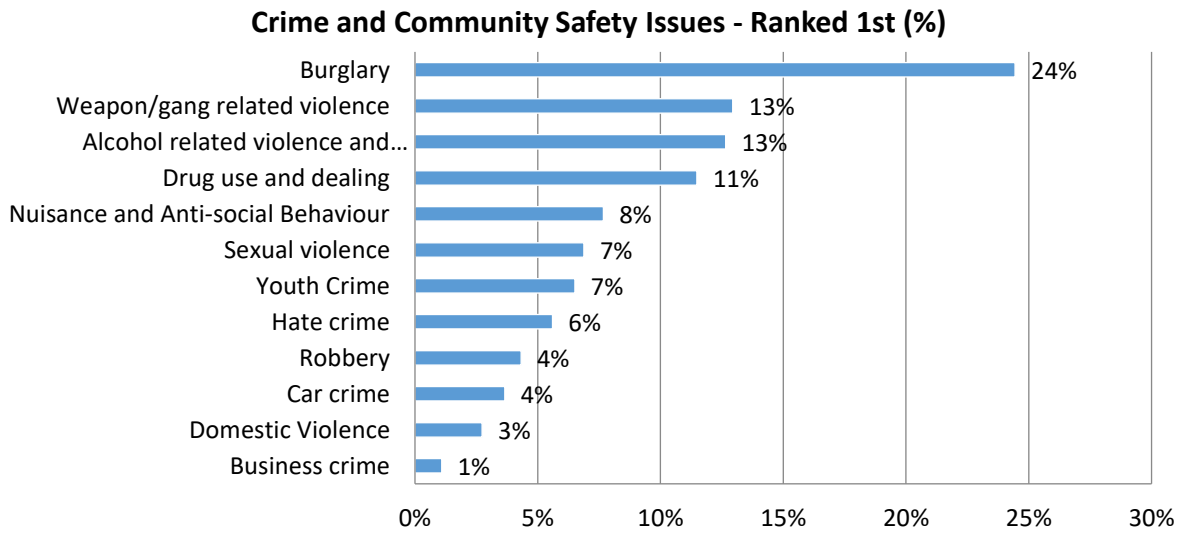
Consultation with the citizens of Nottingham plays a key role in the strategic assessment process. Whilst the analysis of recorded crimes offers insight into crime and disorder, recorded crime figures in isolation can produce a misleading picture. This is due, in part, to the challenges posed by the regular HMICFRS inspections of Nottinghamshire Police and quarterly changes to the Home Office counting rules for recorded crime. These issues have been further compounded by the internal crime data integrity audit conducted by the force in 2016 and the attendant changes to recording practices.

This interplay of factors is highlighted by a press release in 2015 from Adrian Leppard, Commissioner of City of London Police, who said that police figures provide a 'small prism of the harm' to communities and that victim-based surveys offer more insight into offending levels.[14] As such, consultation with citizens is carefully considered when deciding the overall priorities for the partnership.

The Respect for Nottingham Survey

One of the most robust measures for canvassing citizen perceptions in Nottingham is via the annual Respect for Nottingham Survey. In 2019, the views of 2,819 citizens were sought through a random sampling methodology. The results, shown in the chart below, showed that burglary continues to be the number one crime and community safety concern for citizens. Weapon/gang related violence and alcohol related violence are the next most highly ranked aspects. Despite high profile cases in the media and the continuing prevalence of incidents both hate crime and domestic violence continue to be of relatively little concern in comparison to other issues.

Figure 3: Crime and Community Safety Issues Identified by Citizens

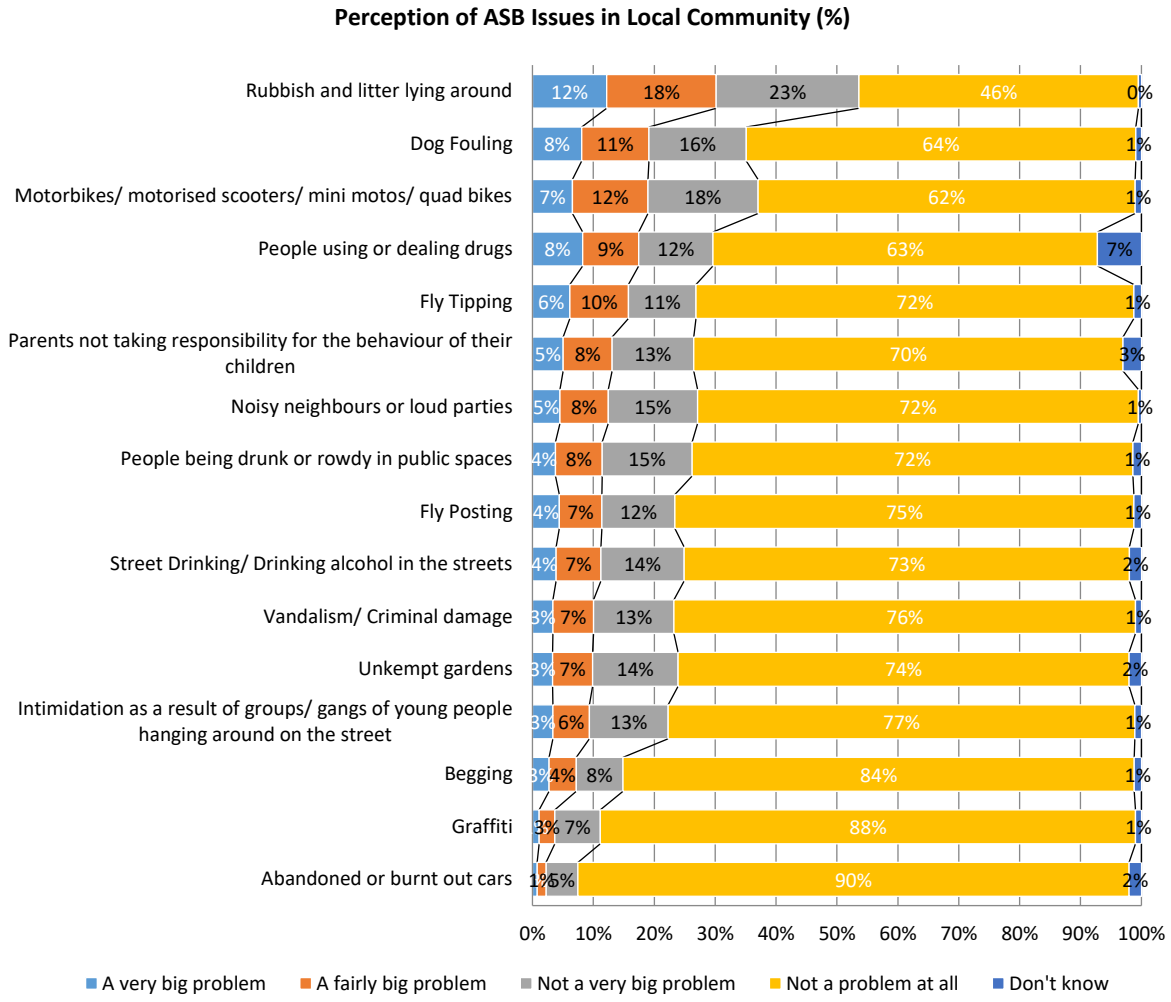


Perceptions of ASB in local neighbourhoods continue to centre on environmental issues such as rubbish, litter and dog fouling, as highlighted in the chart below. Drug use and dealing and

[14] Shaw, D. (Home Affairs Correspondent, BBC). (2015) *Police crime figures 'dead in the water', says City of London police chief,* Available at: http://www.bbc.co.uk/news/uk-33060416 (Accessed: 7 September 2015).

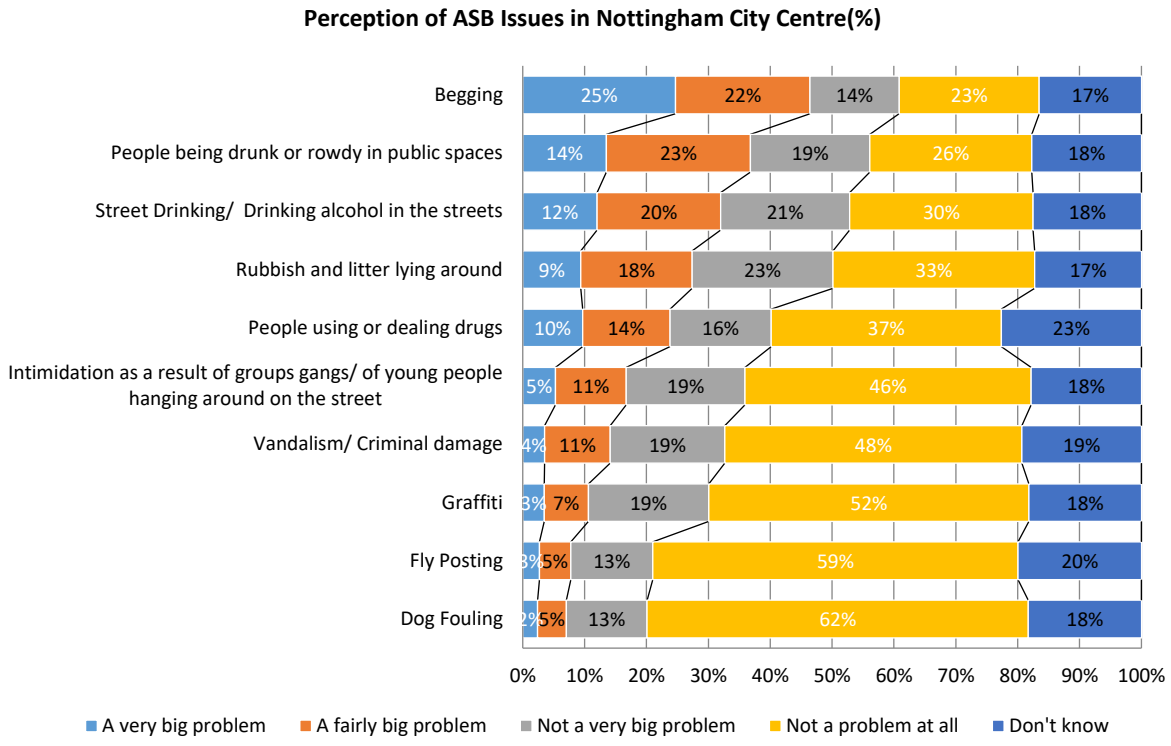
alcohol related issues remain persistent problems in local communities, whilst ASB caused by motorcycles and similar vehicles has re-emerged as a problem in the years since 2017.

Figure 4: Perception of ASB Issues in Local Communities



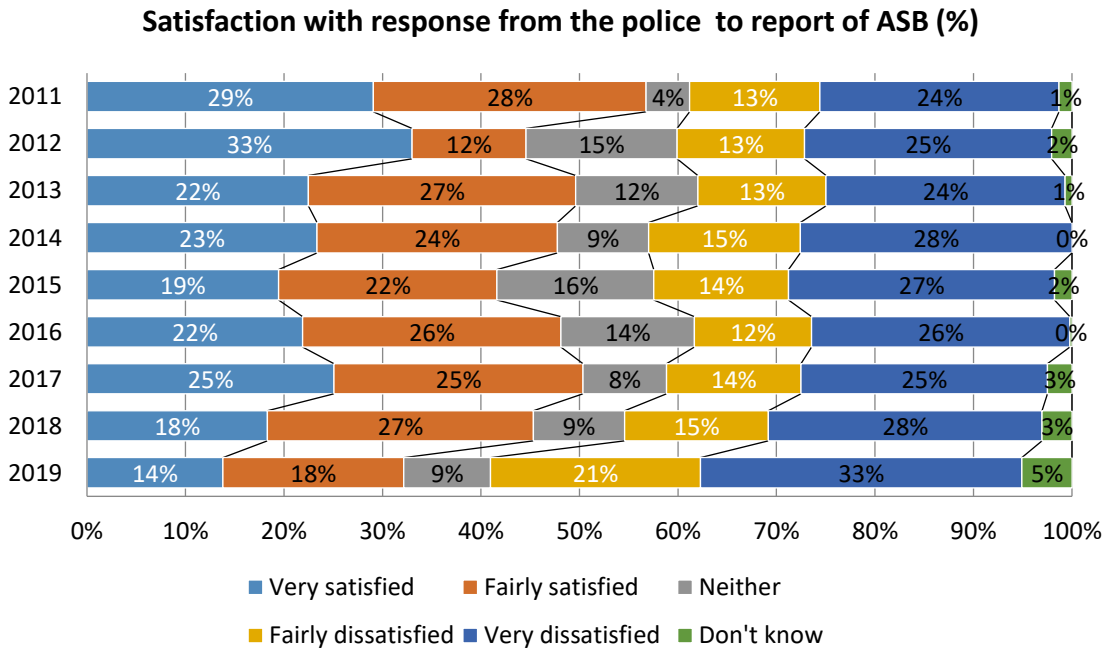
Begging was the issue most commonly highlighted by respondents as a problem in the city centre in 2017 and this continued in 2018 and 2019. Citizens also highlighted issues relating to alcohol as being of concern. The results highlight much less concern around environmental issues when compared to local areas. It should be noted that for all these issues, a substantial proportion indicated that they did not know whether they were a problem in Nottingham city centre, suggesting that a significant proportion of respondents do not visit the centre of the city. The number of citizens in this category is likely to have increased significantly during the pandemic period.

Figure 5: Perception of ASB Issues in the City Centre



Satisfaction with the police response to ASB declined by 13 percentage points (very or fairly satisfied with the response) when compared to the 2018 survey. The 32% reported in 2019 is the lowest number recorded since the survey began. Given that ASB reports to the police may be responded to or addressed by police officers, council staff, housing providers, or any combination thereof, this decline in satisfaction should be of concern across the partnership.

Figure 6: Satisfaction with the Police Response to ASB



The Nottingham Citizen's Survey

Nottingham City Council also commission an annual Citizen's Survey which asks for resident's views and opinions about a range of topics, from cleanliness through to alcohol consumption and mental wellbeing.

The results of the 2019 survey showed that 85% of citizen's were satisfied with their local area. This figure has remained broadly static since 2011. In the same survey 93% felt that their local area was a place where people from different backgrounds got on well together

In 2019 the proportion of high risk drinkers was 8%, which was the lowest figure recorded since the current survey was introduced in 2009. 12% of respondents in the same survey reported poor mental wellbeing, this was a decrease from the 14% recorded in 2018.

3.2 Community Tensions Monitoring

Since May 2019 the Community Protection Performance & Intelligence Team has, with partners, re-established a Tensions Monitoring Framework for the city as previous arrangements were discontinued in 2012 following the end of the Government Regional Offices. A monthly document is now compiled of issues, tensions and concerns from communities across the following headings:

- Terrorism
- Extremism
- Inter and intra-gang rivalry
- Disruptive (legal) activism
- Travelling communities
- Emerging communities
- Vulnerable homeless community
- Anti-religious activity
- Civil unrest
- Community fear of crime

As specific issues arise the team issues an intelligence requirement through its network allowing key matters of concern to be identified, captured and briefings provided to partners to allow appropriate monitoring or interventions to be put in place.

The framework is of use in the development of partnership products and is provided to trusted stakeholders such as PREVENT leads and neighbourhood managers.

During the lockdown period (23rd March to 3rd July 2020) a daily COVID tensions document was produced in order to capture the issues that presented during that time.

A summary of the issues and concerns captured through the tensions monitoring process is given at sections 5.6, 5.11 and 5.16.

3.3 Community Relations & Intelligence

Prevent/Channel

Section 26 of the Counter Terrorism and Security Act 2015 requires authorities to have due regard to the need to prevent people from being drawn into terrorism. While Islamist extremism remains a key concern nationally, right-wing extremism has become prevalent, and has been described as “the fastest-growing threat of terrorist violence to the UK” by senior counter-terrorism personnel.

Reportedly, more than 30% of plots to cause mass casualties since March 2017 have been driven by right-wing ideology, and in Nottinghamshire 70% of referrals are related to right-wing extremism.

Prior to lockdown, the key challenges were identified as growth of Islamophobia, prejudice and dissatisfaction arising from Brexit, self-segregating neighbourhoods, and tensions between faith and LGBT communities around Relationships and Sex Education.

Across the period of lockdown, Prevent colleagues nationally witnessed a dramatic reduction in referrals. This was largely attributable to social distancing and isolation measures; lower levels of (and more distanced) interaction mitigated heavily against the detection of signs of concern and safety. However, in Nottinghamshire this trend was less pronounced and referrals continued to be made during lockdown.

Both nationally and locally, referrals increased as communities emerged from lockdown, but have not returned to previous levels. It may be anticipated that advancing local COVID alert levels will be likely to have a further suppressing effect upon potential referrals. The increase in referrals in Nottingham was concentrated in the NG5 and NG7 postcodes

Key drivers of extremism (online interaction, mental health challenges, access to services) have all been severely compounded by COVID mitigations, and it is understood that a reduction of referrals is not indicative of a reduction in potential extremist activity.

Likewise, local activity around extremism has both fed into and drawn from the general background atmosphere as described above, in particular a sense that right wing extremism (RWE) is moving between (or drawing together) multiple thematic tension points in order to drive sentiment and activity. Some key tensions specific to COVID-19 appear to have contributed to activity, including shifting perceptions of lockdown and resistance to COVID-19 mitigations (e.g. anti-mask and/or anti-vaccination sentiments). An appetite for conspiracy theory, (and the QAnon movement as a possible driver of this,) is also reflected in referrals – although not seen as a common theme.

A potentially compounding factor of this is a perceived hardening of political messaging around migration concerns, particularly small-boat crossings, ‘activist’ immigration professionals, and Home Office pledges to reform a ‘broken’ asylum system. The implication of this for local Channel processes is that interventions to defuse RWE sentiment are often in direct conflict with rhetoric from central government ministers.

Islamist extremism remains less prevalent in Nottingham, and is understood to be more a regional concern; there is a sense that Nottingham remains resilient to extremist activity of this sort, however vulnerable or at-risk locals may tend to ‘export’ extremism to other nearby cities. There is some concern that there is a gap in intelligence in relation to Islamist extremists within Nottingham and thus the comparatively low level of referrals may not be reflective of the actual threat.

Hate Crime

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. Five strands of motivation are monitored: race/ethnicity, religion/beliefs, sexual orientation, disability and transgender identity. Nottinghamshire Police monitor additional strands: alternative sub-cultures and misogyny as further motivating factors.

Prior to lockdown, an integrated suite of targeted programmes (documented in the Partnership Hate Crime Delivery Plan) sought to obtain buy-in and build resilience within local communities and groups most at risk of hate crime. Much of this work continued during lockdown in a virtual setting (e.g. Community Conversations Project, Hate Crime Awareness Week). Islamophobia and anti-Semitism were both key themes during 2019 and early 2020; gender recognition likewise had emerged as a mainstream discussion point.

With the initiation of lockdown, hate crime directed towards Chinese nationals and individuals of other East Asian ethnicities became a concern, particularly as these groups are known to under-report. Later in lockdown, emerging tensions relating to disproportionate impacts upon BAME communities were added to this.

Disability hate crime also emerged as a strand of particular concern under lockdown, owing to a variety of factors; again, a typically under-reported strand, there have been suggestions that substantially reduced contact between services and people with disabilities may have closed avenues by which hate crime against people with disabilities would previously have been identified.

Community Cohesion Team

The NCC Cohesion team work with communities and individuals most at risk of harm to increase and support early intervention services provided in communities. The team work to a set of broad principles, as below;

- Development work is very fluid, based on needs of the community and long term relationships
- Communities have their own capacity and answers.
- Working to develop ideas into delivery
- Identify resources, training needs.
- Develop and support evaluation and monitoring for community groups
- Work on their ideas, introduce key partners and issues
- Support in Critical incidents, community impact
- Supporting fundraising – the team attracted over £1million in external grants each year between 2017 and 2019.

EU Settlement

European communities have been reporting increased instances of hate (often unreported to authorities), as well as increased anxiety about hate. As a thematic concern, Brexit (and associated issues) remain drivers of heightened feelings of vulnerability and tension within and between communities; COVID-19 has impacted upon and magnified such concerns considerably.

The UK's withdrawal from the European Union will take full effect from 1st January 2021. To date, little clarity has emerged around the nature or contents of any exit deal. Preparations and

negotiations for withdrawal have continued against the backdrop of COVID-19 at the national level; similarly, preparatory work with EU migrants at the local level has remained ongoing, within guidance.

Therefore, the critical concern from a cohesion perspective has been to ensure that European communities are able to access appropriate support services, and are aware of (and have capacity to) adhere to guidance. In parallel to this, Cohesion officers have been concerned to ensure that ongoing EU withdrawal support programmes (including partnership work with Nottingham Law Centre to support settled status casework and applications) to communities and individuals in the city is not lost amidst ongoing and changing pandemic mitigations.

COVID-19 has seemingly proven a catalyst for some EU nationals in deciding the future direction of their lives. Prior to the outbreak, economic wellbeing and resilience of EU migrants (i.e. access to secure employment, accommodation security and integrity, risk of exploitation) was an identified critical concern. Under COVID-19 mitigations, this concern became particularly severe, as employment became less secure or collapsed, and key services were abruptly withdrawn or shifted to virtual/distanced delivery, additional, but unavoidable, barriers to engagement were created.

Migrant community responses to COVID-19 varied widely according to numerous factors – extant gaps and inequalities faced by EU migrants appeared to widen and become more pronounced under extreme circumstances, in particular for harder-to-reach communities (e.g. Eastern European, Roma and traveller groups). In general, the most vulnerable migrant communities became even more vulnerable under lockdown.

Meanwhile, reports emerged that influencers in some EU migrant communities (e.g. faith leaders) were issuing advice in contradiction to official guidance which was seen to be morally and physically unworkable, while culture and customs frequently clashed with social distancing requirements. It was also understood that some migrant communities may have developed ‘false consciousness’ regarding the severity of the situation in the UK, instead basing their perceptions on emerging news from their first country.

With easing of lockdown, it has become apparent that a number of EU migrants who might otherwise have sought settled status have instead opted to repatriate to their first country. This may be driven by numerous factors, including loss of economic resilience/opportunity, rising/heightened tensions around Brexit, and/or perceptions that their first countries may be safer than the UK in COVID-19 terms.

Refugees/Asylum Seekers

Suspension of arrivals under the UK’s refugee resettlement schemes due to COVID-19 has created substantial uncertainty and concern within local authorities, many of which were preparing operationally to break ground on a newly announced pledge to resettle 5,000 individuals during 2020/21 when formal lockdown was instituted.

While work to support resettled individuals and families’ participation and obligations under these schemes has continued, the suspension of arrivals has created substantial concern for agencies on a number of fronts, in particular on humanitarian grounds, as there is now no feasible legal route for a would-be asylum seeker to reach the UK.

Suspension of resettlement coincides with an increased incidence of spontaneous small boat voyages across the English Channel with passengers seeking to claim political asylum in the UK. Unable to seek a crossing via commercial freight lorries, options are limited and such individuals are at extreme risk of drowning.

Meanwhile, hotel accommodation across the UK has been utilised by Serco, (Home Office contracted providers of asylum seeker support and transportation) as initial accommodation to house and support asylum seekers while their claims are assessed.

This is a consequence of a general moratorium on residential evictions under COVID-19, which has created a logjam in the asylum routing system, as capacity within Serco's residential estate can no longer meet demand.

Approximately 300 people are resident within Serco's hotel contingencies in Nottingham. Community Cohesion has pro-actively engaged with Serco, statutory partners and third-sector groups to alleviate concerns within the hotel contingencies on a broad cascade of pastoral matters and day-to-day issues, which have gradually improved conditions for service users.

However, media focus on small boat crossings and the hotel contingency drawn by figures like Nigel Farage has inflamed sentiment on all sides of the debate, and appears to have coincided with a hardening of rhetoric from central government around asylum matters.

Meanwhile, Cohesion colleagues are assured that central government remains committed to restarting resettlement arrivals in the short/medium term. At time of writing, the Home Office is seeking to resettle limited numbers of individuals from early 2021, in an effort to complete a previous pledge, made in 2015, to resettle 20,000 individuals by 2020. NCC and its delivery partners will not be affected by this, as its 2015 pledge had already been met in 2019.

Counter Extremism

As previously discussed, right-wing extremism has been considered a key local concern historically; this appears to have intensified within the context of COVID-19. A social shift towards online spaces and isolation of potentially vulnerable individuals creates ideal conditions for extremist sentiment to develop and thrive; similarly, there are fewer vectors (of more limited efficacy) for agencies to be sighted on and offer mitigation against such sentiments.

A number of disparate threads and issues have been drawn together within right-wing narratives, which appear purpose-designed to engender alternative perspectives, underpinned by mistrust and division, across a broad swathe of agendas.

These include veterans' issues, child sexual exploitation, migration and asylum matters, national and ethnic identity, impact of COVID-19 mitigations upon rights, responsibilities and freedoms, anti-mask and anti-vaccination rhetoric, opposition to the Black Lives Matter and Extinction Rebellion movements (and 'anti-fascist' movements in general), etc.

A further unifying theme can be discerned in the QAnon conspiracy movement (which has achieved prominence in 2020 and has been referenced in some Prevent referrals), which likewise unifies varying conspiracy theory strands and is perceived by counter-extremism professionals to feed an ongoing 'bandwagon' of grievance around which extremists can cluster, irrespective of the relative prominence of specific issues.

New & Emerging Communities

As has been observed, within constraints placed upon them by COVID-19, the most vulnerable communities have tended to have their vulnerabilities exacerbated. This has been compounded by Cohesion officers' ability to effectively reach and advocate on behalf of these communities while working within guidance.

Therefore, although intensive ongoing work across thematic risks to vulnerable and emerging communities remains responsive, agile and adaptive (around 80 different groups are presently supported by Cohesion officers around reducing youth violence, for instance), it has become increasingly challenging to gain trust and build bridges with communities which are particularly isolated (e.g. Roma, Chinese, Bangladeshi).

A further consequence of this is a curtailing of officer access to community intelligence which is a key driver of the partnership's Tensions Monitoring activity. Likewise as community activity moves to online spaces and social media, the risk of losing our visibility or awareness of key cohesion matters (e.g. honour-based abuse, exploitation/trafficking, drugs intelligence or critical safeguarding concerns, etc.) becomes a critical challenge.

Community Coordinator for Counter Extremism

This is a Home Office funded post and is one of 34 that reach across the country to form a network that shares best practice in order to mitigate developing extremist attitudes in those areas seen to be at risk of extremist activity.

The role is to work with communities who are being impacted on or are vulnerable to being drawn into extremist behaviour and to support decision makers to understand the impact and risk of extremism and to help defuse potential negative activity.

The work involves:

- Supporting community originations to identify local risk and find solutions including training to tackle these issues or helping raise funding to enable them to deliver.
- Identify gaps in the community sector and help to build resilience against extremist attitudes, this can be helping to build new groups or new strands of work for key VCS organisations who have the potential to help mitigate the risk to the city.
- Work with council officers and partners to raise awareness of rising tensions and look for means to deflect or disrupt events and/or risks.
- Support the development of the Nottingham Together 'Let's Talk' conversations project so we can begin to train residents and professionals to feel more confident and skilled in having difficult conversations.
- Find solutions for those offenders that fall outside the Prevent threshold but still have concerning attitudes and values.
- Reach out to other areas to help build awareness and resilience.
- To inform the Home Office of local extremist activity and concerns.

4. Infrastructure & Drivers of Risk

4.1 Licensed Practices

Practices licenced by the local authority have seen risks raised to the partnership. This is especially so for long-term licences that are not subject to regular and consistent inspection regimes. One such practice is massage parlours, some of which have been found to be fronts for brothels, however many of those operating as brothels do not actually obtain licences or allow the licences they have to expire. Some of the brothels posing as massage parlours have used workers who were either trafficked or who are being exploited and controlled. There are

estimated to be in excess of twenty brothels in the city at any one time; the majority of these are sited in private rented accommodation.

Another, more common practice is taxi drivers. While this is a licenced activity, with some checks performed by Nottinghamshire Police to help determine the fitness of the applicant to operate a taxi, there are some risks that have been identified by anecdotal and circumstantial evidence, including drug dealing from taxis. With an ability to travel, blend in, and stop on the street without arousing suspicion, operating a taxi can facilitate widespread drug dealing networks. Furthermore, they can be used in the transportation of individuals exploited by county lines groups. The fact that taxis are operated by a single individual, which can put them in a one-on-one situation with a single passenger, means that there is also a risk of sexual offences. Taxi driving is a notifiable occupation, meaning that NCC Taxi Licencing should be notified of offences committed by a driver. A revocation of a licence may be considered if the Police have sufficient concern during investigation, charge, or conviction of an offence, however the notification process is not infallible. Offences may not be referred to Taxi Licencing, however it is rare for a serious offence (e.g. violence, sexual offences, drugs) not to be referred. Taxi Licencing do conduct enhanced DBS and DVLA checks for all new applications, renewals, and annually for current taxi drivers. Whilst this mitigates the risk, a more robust (possibly automated) system for notifying Taxi Licencing of an offence by a licenced driver would improve the efficiency of their review and response.

In previous years evidence has been found that bars and public houses are a risky licenced business type. Whilst the venues change with time this continues to be an issue, with several premises of interest know to partner agencies. Several inherent risks present themselves in bars and public houses like this, particularly in terms of negligent or malicious management. Managers of these establishments are not necessarily on related paperwork, meaning that they could be operated by individuals subject to current or historical concerns.

In spite of these risks licensed venues nevertheless also offer protective factors, particularly in relation to the night time economy (NTE). These include visible staff members, trained and licensed security staff, CCTV, other customers and the nearby presence of uniformed police and council officers. These factors can provide suitable guardianship and thus mitigate or deter offending in and around the venue.[15] The full, and latterly, partial closure of the NTE during the pandemic period has seen much of the activity associated with these venues displaced to the neighbourhoods, particularly to private homes. This has removed many of the protective factors described above which presents a potential risk to citizens and thus the partnership. The full scale and impact of this change is as yet unknown.

4.2 Risky Practices

There are a number of unlicensed and unregulated practices that have come to the fore as being of risk. Due to their being no required inspection regime on these types of businesses, and no local requirement to register the staff or customers, such practices leave several knowledge gaps for local partner agencies. The concerns that have been brought to the attention of the partnership have been raised through operations, officers who have conducted visits at specific premises or reports from citizens.

[15] https://popcenter.asu.edu/content/problem-analysis-triangle-0

Hotels pose one such example, with no requirement for local registration unless it is also conducting a licensable activity, such as selling alcohol. The local authority does therefore not have a comprehensive record of hotels operating within the city, particularly as many of the low-cost hotels do not engage in licensable activity. It also means that there is not a locally held register of the managers responsible for these locations or the customers that they receive, which have been found to include vulnerable homeless people housed by the local authority and offenders housed by probation services from other regions, who could be living in such places on a semi-permanent basis. Poor self-policing in some of these establishments also risks sexual exploitation of vulnerable adults and even children. This issue became of increased relevance during the lockdown period as a range of hotels in the city were used to house vulnerable people, including those with substance misuse issues, sex workers and asylum seekers. Previous enforcement activity by the partnership has resulted in the closure of one hotel and investigations continue into several others.

High cash flow businesses that do not require licences to operate, such as hand car washes, have also been identified as risks, particularly in light of increased attention given to the issue by the Gangmasters and Labour Abuse Authority. People have been found to be working in these businesses with no right to work in the UK and some have even been exploited for labour, being housed in overcrowded conditions in properties – that are in fact unlicensed Houses in Multiple Occupation (HMO's) – controlled by people associated with the car washes.

4.3 Housing

A common denominator of many risky practices is the requirement to house the labourers somewhere. Since improvements were made to the robustness of social housing inspection regimes and checks on occupants, those looking to use properties to house people for exploitation have been forced into the private rented market.

HMO's have been found in several situations to be of risk, particularly in those properties that are not licenced as such despite meeting the criteria that requires licences to be held. The local authority operates a number of such schemes, which require varying degrees of compliance from landlords.[16]
Such a risk is common in respect of properties believed to contain people who are being exploited for labour, with some properties visited having been separated into units without appropriate planning permissions or licences to operate a residence in this capacity. Operations have found this to be particularly prevalent in such places as Hyson Green and Sneinton, where there are a large number of indistinct three storey terraced houses that can easily be modified inside and can house a large number of people.

The introduction of the Selective Licencing scheme in the majority of Nottingham has allowed greater controls to be placed on the private rented sector and empowered the local authority to inspect properties and require a certain standard of living for the occupants of those properties. This scheme builds on existing licencing regimes primarily targeted at the HMO sector. However, the inspection regime has been curtailed by the impact of Covid-related restrictions and thus the system is not operating as it would in normal times.

The introduction of the Rogue Landlord Database in and the associated banning orders in 2018 may yet provide more tools that can be used to refuse licences to property owners who have

[16] https://www.nottinghamcity.gov.uk/licensingforlandlords

previously proven themselves unfit to be landlords. However, progress on the implementation of this has been challenging, both locally and nationally.[17]

The concentrated housing of individuals on probation or with other identified support needs in particular areas of the inner city has been raised as a concern. Higher levels of crime have been found near to so-called 'halfway houses', not all of which are registered with the local authority or Nottinghamshire Police, thus making effective monitoring problematic. Other supported accommodation establishments are not always known to the partnership, including hostels and youth care homes, due to poor communication lines between some agencies. This hampers the partnership's ability to understand and respond to the risks and vulnerabilities involved. As noted above, the use of hotels for housing vulnerable people is of particular concern.

Another risk relating to housing concerns empty properties. Empty stock, both in the social and private rented sectors, has been identified as a risk if not appropriately monitored. Analysis in 2018 by Community Protection identified approximately 900 'long term' empty properties. Empty properties do not fulfil their purpose and further exacerbate the shortfall in housing availability, thereby increasing local property purchase and rental costs. The on-going and growing homelessness crisis highlights the knock-on social impact of long term empty homes and the societal need to expedite their return to use.

Furthermore, empty properties do not provide 'casual' surveillance or other deterrence (such as that provided by occupied properties) and therefore are not a deterrent to crime and ASB.

4.4 Risky Places

This observable risk is not exclusive to housing stock. Conversely, gaps in the management of the public realm have led to known ASB hotspots not being monitored for prolonged periods of time. The primary finding has been around public parks that were not being consistently observed by uniformed provision, leading to inappropriate activity occurring on the parks, including drug dealing, sexual activity and ASB. Targeted and consistent patrolling of these public spaces – alongside other environmental management devices – has proved to be an effective measure over the past three years, with a positive impact on public reassurance and the deterrence of anti-social activity.

Identified issues in abandoned and/or derelict sites, including warehouses and defunct factories, are reported relatively regularly. Incidents and community information often indicate that young people and other vulnerable groups gain access to these sites. This is a concern due to the health and safety implications of accessing damaged buildings, but also because of others potential risks and criminality, such as sexual activity, exploitation, prostitution and drugs and alcohol use. Risk has also been identified in non-abandoned sites, including several repurposed warehouses and factories in the city. Evidence found at some sites suggests that they have been used by drug users and that some people have been sleeping in and around the buildings. There has also been evidence not only of the impact of criminal damage and graffiti, but of fires having been started on these sites, posing a further risk. While retrospectively fitting adequate security barriers and employing the services of private security can be used as responses to reports about such sites, there is little proactivity involved in requiring these sites to be secured.

[17] https://www.thisismoney.co.uk/money/buytolet/article-7960979/Government-rogue-landlords-register-just-21-names-in.html

During the pandemic period there have been a number of incidents reported related to large gatherings in commercial or other non-residential premises. These 'pop up' parties are usually unmanaged, although some have utilised security staff, and present a risk in terms of crime, ASB, substance misuse and the spread of Covid-19. As noted in the section on licensed practices, these events do not offer the same protective factors usually found in conventional hospitality venues. The response to such parties has thus far been largely reactive as intelligence regarding them is difficult to obtain in advance.

4.5 Criminal Exploitation of Children

In November 2018 a report was issued about the findings from three joint targeted area inspections, carried out in the spring of 2018 that examined 'the multi-agency response to child exploitation and children missing from home, care or education'.[18]

The report recognises that whilst much has been done by agencies to address child sexual exploitation, it nevertheless calls for agencies to learn the lessons of the past in responding to criminal exploitation of children and county lines. It is made clear that all organisations that work with children need to ensure that frontline staff recognise the signs of criminal exploitation and understand that a child may be being criminally exploited, even if the activity appears consensual. The report authors urge a shift in culture, similar to that seen in relation to CSE, so that a child in possession of Class A drugs or a weapon presents as a child protection issue rather than a criminal matter.

This scenario is borne out locally by an emerging picture that links both serious youth violence and a significant amount of personal robbery offences to drug markets and organised criminal groups. Local evidence supports this picture with increased violence associated with competition for student drug markets in Nottingham and the emergence late in 2017 of school aged children involved in county lines drug dealing also being involved in weapon-related offending and violence.[19]

As part of a cohesive child-centred approach to tackling the criminal exploitation of children, and thereby preventing escalation into serious and organised crime, the partnership has developed a response to addressing the significant increase nationally and locally in the volume of county lines operations. Making use of national best practice as well as local partnerships, Nottingham Youth Justice and Safeguarding managers have worked with partners from Community Protection and Nottinghamshire Police to set up a process to respond to those children at risk of exploitation. The focal point of this process is the Child Criminal Exploitation Panel (CCEP).

[18] https://www.justiceinspectorates.gov.uk/hmiprobation/inspections/joint-targeted-area-inspection-of-protecting-children-from-criminal-exploitation-human-trafficking-and-modern-slavery-an-addendum/

[19] The National Crime Agency defines a typical county lines scenario as comprising the following components:
a.) A group (not necessarily affiliated as a gang) establishes a network between an urban hub and county location, into which drugs (primarily heroin and crack cocaine) are supplied. **b.)** A branded mobile phone line is established in the market, to which orders are placed by introduced customers. The line will commonly (but not exclusively) be controlled by a third party, remote from the market. **c.)** The group exploits young or vulnerable persons, to achieve the storage and/or supply of drugs, movement of cash proceeds and to secure the use of dwellings (commonly referred to as cuckooing). **d.)** The group or individuals exploited by them regularly travel between the urban hub and the county market, to replenish stock and deliver cash. **e.)** The group is inclined to use intimidation, violence and weapons, including knives, corrosives and firearms.

Crucial to service developments to tackle this emerging issue has been the acknowledgement that this is a safeguarding as well as public protection issue and that children's own victimisation and experience of trauma is a critical factor in them becoming entrenched in violent lifestyles.

COVID-19 and the associated restrictions have had an inevitable impact on work in this area, with the lockdown period being especially challenging. Nevertheless, the CCEP has continued to meet virtually during the pandemic and face to face contact with vulnerable young people resumed following the partial easing of lockdown in the late spring. The impacts of the pandemic are likely to continue over the next six to twelve months and in recognition of this working practices will continue to evolve to ensure that vulnerable young people are appropriately safeguarded.

4.6 Vulnerable People Case Conferencing

There are a number of panels, meetings and groups in the city that meet on a regular basis to discuss and manage cohorts of 'vulnerable' people. These case conferencing groups are usually arranged around a particular theme, such as sexual exploitation or begging, and are comprised of relevant practitioners in that field. A summary of these groups is given in the table below. There may be others of relevance, details of which were not available at the time of writing. As can be seen, the majority of groups cover a discrete theme, however there are overlaps, particularly in relation to begging and rough sleeping. Furthermore, the Complex Person's Panel has a broader remit than the other groups and can receive referrals in relation to any adult with enduring complex needs.

Figure 7: Vulnerable People Case Conferencing Panels

Group	Purpose	Frequency	Age
Prostitution Support Network	*Engagement, support and enforcement in relation to prolific sex workers*	Monthly	Adult
Street Drinkers & Beggars Case Conference	*Engagement, support and enforcement in relation to the 'street community' - street drinkers and beggars*	Monthly	Adult
Rough Sleepers Case Conference	*Engagement and support for rough sleepers*	Fortnightly	Adult
Multi-Agency Sexual Exploitation Panel	*Victim focused meeting managing risk in relation to CSE*	Monthly	Young People
Child Criminal Exploitation Panel	*To share information regarding criminal exploitation, identify and discuss perpetrators and relevant disruption tactics, and ensure victims and perpetrators can access appropriate support*	Monthly	Young People
Complex Person's Panel	*To share information to increase the safety and wellbeing of adults with enduring complex needs which affects themselves or their community*	Monthly	Adult
Multi-Agency Risk Assessment Conference	*Increase the safety and reduce the risk of survivors, their children and other vulnerable adults experiencing high risk domestic abuse*	Fortnightly	Adult
Nottingham Hate Incident Performance Panel	*Management of repeat victims of hate crime and a learning function for service improvement across all partners*	Monthly	Adult
Assessment of Sexual Harm Arrangements	*To ensure that children and young people whose sexual behaviour is abusive or aggressive are responded to in a way that meets their needs, considers any risks posed towards them, and the risks they themselves pose to others*	4 Weekly	Young People
Slavery & Exploitation Risk Assessment Conference	*Provides a structure where professionals can refer known or suspected victims of exploitation so that a multi-agency group can explore, investigate, discuss, gather intelligence and plan a multi-agency response*	Monthly	Adult

Governance of these groups is fragmented and uncoordinated, with some reporting upwards through the CDP structure, some through Nottingham City Council Children's Services and some having no identified governance route. A rationalisation of this structure would improve efficiency and remove some, or all, of the duplication that currently exists.

A by-product of this fragmented structure is that individuals may be discussed in more than one group with conflicting or contradictory actions being agreed in isolation without the knowledge of other involved groups. At present there is no mechanism by which case lists are shared between groups or by which joint responsibility for the management of individuals can be identified.

Over recent years it has become increasingly common for those groups managing adults to identify individuals whose needs are too complex to be addressed by the identifying group alone. Some of these cases have been referred to the Complex Person's Panel, however, this group receives relatively few referrals and it is clear that the majority of such cases are not escalated through this route. A more common approach is to refer cases to Adult Social Care for assessment and potential further action. The threshold for social care intervention is quite high, with only those individuals subject to a current care plan usually being accepted. This leaves a significant gap between case conferencing groups and statutory social care where no adequate provision currently exists. At present this issue is not fully understood and, as such, this is something that presents a strategic and operational risk to the partnership.

4.7 Serious & Organised Crime

The national Serious and Organised Crime Strategy was published by the Home Office in October 2013. This strategy focusses on the threat that organised crime poses to national security. This type of criminality is currently estimated to cost the United Kingdom at least £25 billion per year. HM Government define organised crime as consisting of drug trafficking, human trafficking and other organised illegal immigration, high value fraud and other financial crime, counterfeiting, organised acquisitive crime and cyber-crime. Additionally, this strategy also demands a national response specifically relating to other fraud and child sexual exploitation (CSE).[20] These crimes are frequently carried out by organised crime groups (OCGs), at any one time there are between 10-15 such groups based in Nottingham, with others active in the city being based in the surrounding areas.[21]

The most prevalent form of criminality for Nottingham OCGs to be engaged in is drug supply. The criminality in which OCGs engage also includes child sexual exploitation, modern slavery, prostitution, illicit tobacco and cybercrime. What is considered the 'current criminality' of an OCG can be reviewed at any time in line with the available intelligence.

The Vulnerabilities & Commodities Group, which replaced the Serious & Organised Crime Board following a review in 2019 (see section 2.1 for more details), monitors and governs the partnership approach to several organised crime types, including drugs and alcohol (especially production, supply and demand), modern slavery and labour exploitation, cybercrime and fraud, and child sexual exploitation and abuse. Some organised crimes such as those for which powers, policies and procedures fall under only one agency are not considered by the VCG and are instead governed by crime-specific local strategies and groups.

[20] HM Government Serious and Organised Crime Strategy (2013) www.gov.uk/government/publications/serious-organised-crime-strategy

[21] OCGs are organised criminal groups identified by Nottinghamshire Police and EMSOU based on volume, likelihood, and harm of associated criminality as being of sufficient risk to warrant dedicated resources, monitoring and management.

Serious and organised crime remains a concern for professionals due to the high level of harm inflicted by the crime types these groups are involved in. The widespread impact of OCGs will also be of concern. However, due to the hidden nature of this type of criminality, it is unlikely to be seen by the public and as such will be of less concern than other more visible crimes, such as burglary, vehicle crime, criminal damage and violence. Nonetheless, intelligence suggests that OCGs have a direct and indirect influence upon acquisitive crime, ASB, criminal damage, youth violence and drug use. As such, the threat, risk and harm posed by higher-tier OCGs is very high.

5. Analysis & Insight

5.1 Definitions

Anti-Social Behaviour

The National Standard for Incident Recording defines anti-social behaviour (ASB) as 'a single distinct event or occurrence which disturbs an individual's, group's or community's quality of life or causes them concern[22]. This therefore includes a broad range of behaviours that will be experienced differently by people, communities or areas as there is a varying level of subjective interpretation when a victim has suffered or experienced ASB. It is often the victim's personal circumstances that determine the level of severity that ASB is having on the victim's life.

Domestic Violence

The cross-government definition of domestic violence and abuse (DVA) issued by the Home Office defines it as 'any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. Whilst this is the cross-government definition, each police force may have different rules for recording it, making it more difficult to compare on a regional or national level. The abuse can include, but is not limited to: psychological, physical, sexual, financial and emotional.

Police recorded DVA is divided into the following five categories:

Domestic Incidents	*Incidents reported to the police that fall within the definition of DVA*
Domestic Abuse Crimes	*Those reported incidents where a crime of any kind has been committed*
Domestic Violence Crimes	*Those domestic abuse crimes that fall within one of the violence categories*
Domestic Abuse Non-Crimes	*Those reported incidents where no crime can be proven to have occurred*
Domestic Abuse Repeat Survivors	*Survivors who have experienced two or more crimes or non-crimes over a twelve month period*

Hate Crime

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. The Home Office set out five monitored strands that can be flagged against a crime as the motivating factor, these are, race or ethnicity, religion or beliefs, sexual orientation,

[22] The National Standard For Incident Recording, 2011
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/116658/count-nsir11.pdf

disability and transgender identity. Nottinghamshire Police also use the hate strands of alternative sub-culture, misogyny and other as motivating factors for hate crimes.

Community Tensions & Intelligence

The narrative for these sections is drawn principally from the ongoing Tensions Monitoring framework which is maintained by the NCC Community Protection Performance & Intelligence Team and the COVID-19 Tensions document produced by the same team during the lockdown period. Supplementary material is drawn from other documentation produced during the year and reflections and analysis from the NCC Community Cohesion team.

Before Coronavirus (1st September 2019 to 22nd March 2020)

5.2 Overview

This section covers the roughly seven month period prior to the introduction of national lockdown restrictions in March 2020. The first reports about Coronavirus began to emerge from China in November and December 2019 and the first cases in Europe and the USA were declared in January of the following year. On March 11th the World Health Organisation declared Coronavirus to be a pandemic and the UK began to put into operation initial crisis response plans. The initial impacts on crime and community safety were negligible and thus the trends seen in the following section were very much the continuation of those seen in the previous strategic assessment period.

5.3 Crime

The largest volume offence categories in Nottingham during the pre-Covid19 period were Violence against the Person (30% of all crime), Theft offences (24% of all crime) and Criminal Damage and Arson (9% of all crime). All three categories experienced medium-term reductions of 3% (198 fewer offences), 12% (787 fewer offences) and 6% (150 fewer offences) respectively.

The categories with the largest medium-term volume increases in this period were Drug Offences (+12%, 180 more offences), Residential Burglary (+10%, 106 more offences) and Public Order offences (+6%, 104 more offences). Although Violence against the Person decreased overall, within this there were increased volumes of both Violence without Injury (+11%, 275 more crimes) and Stalking and Harassment (+11%, 205 more crimes). These increases were masked by the large reduction in Violence with Injury offences (-22%, 682 fewer crimes).

Figure 8: Pre-Covid Crime Volumes

				Long Term		Medium Term	
Crime Category	Sep17-Mar18	Sep18-Mar19	Sep19-Mar20	volume +/-	% change	volume +/-	% change
Burglary - Business and Community	382	448	387	5	1%	-61	-14%
Burglary - Residential	1167	1017	1123	-44	-4%	106	10%
Business Robbery	26	28	34	8	31%	6	21%
Criminal Damage and Arson	2406	2324	2174	-232	-10%	-150	-6%
Drug Offences	982	1472	1652	670	68%	180	12%
Miscellaneous Crimes Against Society	490	584	664	174	36%	80	14%
Personal Robbery	398	347	357	-41	-10%	10	3%
Possession of Weapons	295	357	324	29	10%	-33	-9%
Public Order Offences	1428	1741	1845	417	29%	104	6%
Sexual Offences	859	752	762	-97	-11%	10	1%
Theft Offences (ex. Burg and Robb)	6189	6454	5667	-522	-8%	-787	-12%
Vehicle Offences	1966	1774	1669	-297	-15%	-105	-6%
Violence Against the Person	6221	7500	7302	1081	17%	-198	-3%
Grand total	**22809**	**24798**	**23960**	**1151**	**5%**	**-838**	**-3%**

The wards with the largest volume increases over the medium term comparison period were Aspley with 54 more offences and Bestwood with 46 more offences. Hyson Green and Arboretum accounted for the largest percentage of crime at 5% (1838 offences).

Violence against the Person was the most recorded offence type in all wards except for Castle, the City Centre and Lenton & Wollaton East. In those three areas Theft Offences (excluding Burglary and Robbery) were the most recorded offences.

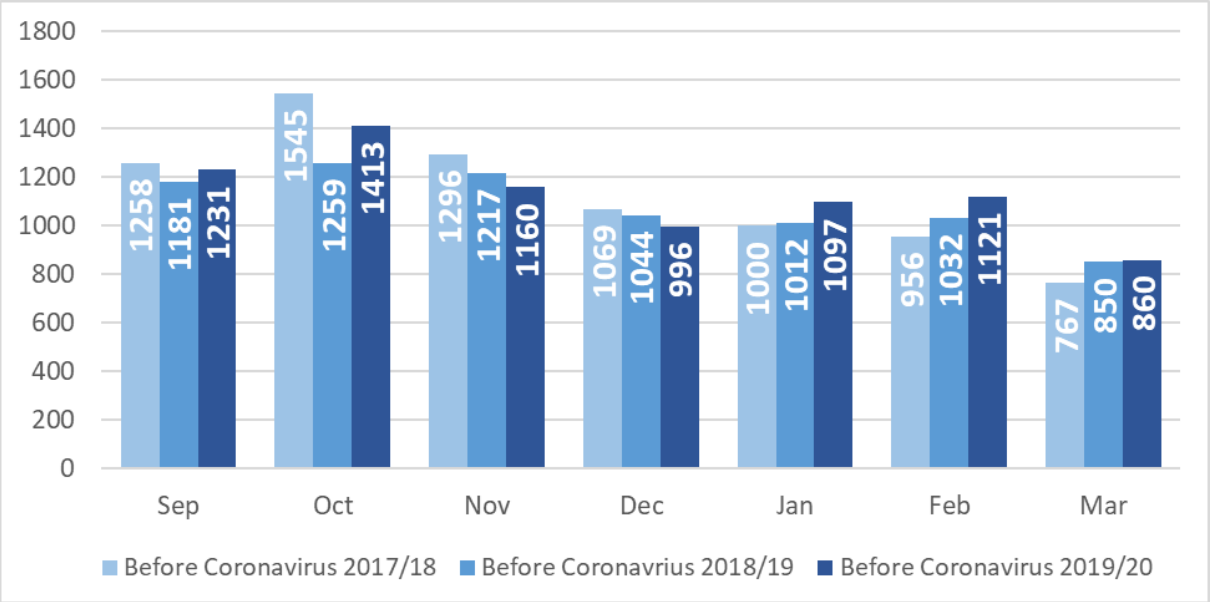
Figure 9: Pre-Covid Crime by Ward

				Long Term		Medium Term	
Crime Category	Sep17-Mar18	Sep18-Mar19	Sep19-Mar20	volume +/-	% change	volume +/-	% change
Aspley	1081	1045	1099	18	2%	54	5%
Basford	1007	996	1000	-7	-1%	4	0%
Bestwood	869	945	991	122	14%	46	5%
Bilborough	865	1002	1026	161	19%	24	2%
Bulwell	1380	1440	1468	88	6%	28	2%
Bulwell Forest	748	698	653	-95	-13%	-45	-6%
Leen Valley	393	422	435	42	11%	13	3%
NORTH LOCALITY TOTALS	**6343**	**6548**	**6672**	**329**	**5%**	**124**	**2%**
Berridge	1138	1110	1098	-40	-4%	-12	-1%
Castle	171	216	230	59	35%	14	6%
Hyson Green and Arboretum	1740	1890	1838	98	6%	-52	-3%
Lenton and Wollaton East	1105	1236	1270	165	15%	34	3%
Radford	847	960	984	137	16%	24	3%
Sherwood	1004	906	910	-94	-9%	4	0%
Wollaton West	487	412	413	-74	-15%	1	0%
CENTRAL LOCALITY TOTALS	**6492**	**6730**	**6743**	**251**	**4%**	**13**	**0%**
Clifton East	780	1083	893	113	14%	-190	-18%
Clifton West	300	325	310	10	3%	-15	-5%
Dales	937	934	963	26	3%	29	3%
Mapperley	839	819	795	-44	-5%	-24	-3%
Meadows	721	676	670	-51	-7%	-6	-1%
St Anns	863	950	932	69	8%	-18	-2%
SOUTH LOCALITY TOTALS	**4440**	**4787**	**4563**	**123**	**3%**	**-224**	**-5%**
City Centre	5534	6733	5982	448	8%	-751	-11%
GRAND TOTALS	**22809**	**24798**	**23960**	**1151**	**5%**	**-838**	**-3%**

5.4 Anti-Social Behaviour

The volume of ASB by month followed a similar pattern for each of the three periods as displayed in Figure 10. Incidents volumes appear low in March each year due to data only being included up to the 22nd of the month. There was no significant change between 2017/18 and 2019/20, with a reduction of just 13 calls (0.16%) over the long term comparison period.

Figure 10: ASB Pre-Covid – Long Term Comparison



Over the medium term period, ASB increased by 283 calls, a 4% increase (Figure 11). Analysis of the different sub-categories is shown below:[23]

- Noise decreased by 276 calls, 12% reduction.
- Youth increased by 96 calls, 8% increase.
- Alcohol decreased by 34 calls, a 3% reduction.
- There were 8 calls that were tagged with Coronavirus* (through March 2020).
- Other (incidents with no tag) ASB increased by 500 calls, a 14% increase.

Figure 11: ASB Pre-Covid – Medium Term Comparison

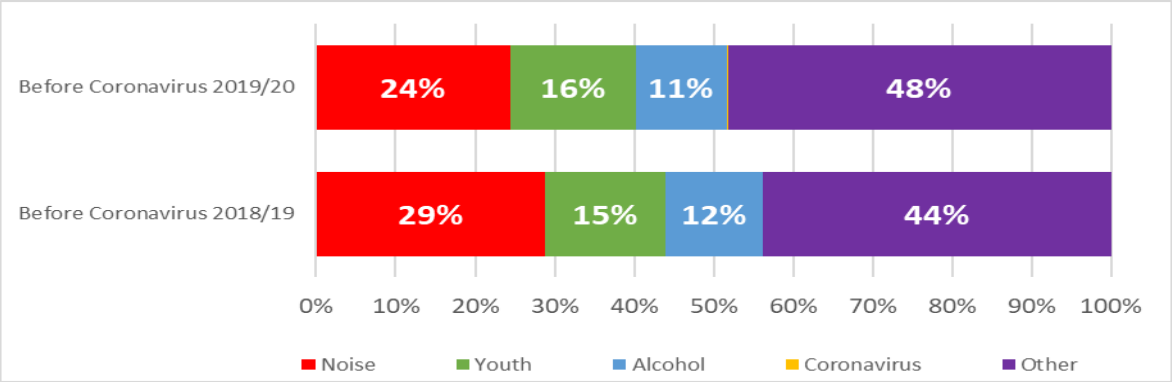
ASB Category	Before Coronavirus 2018/19	Before Coronavirus 2019/20	Change	
			Volume	%
Noise	2309	2033	-276	-12%
Youth	1217	1313	96	8%
Alcohol	987	953	-34	-3%
Coronavirus	0	8	8	-
Other	3511	4011	500	14%
Total ASB Incidents	**7595**	**7878**	**283**	**4%**
Total ASB Tags	**8024**	**8318**	**294**	**4%**

**Coronavirus incidents are flagged using a word search formula on the incident summary, looking for words related to coronavirus. This is only an estimate and has its limitations.*

For the medium term comparison period the proportion of ASB by category remained similar, with noise decreasing slightly and 'other' ASB incidents increasing. In 2019/20, 48% of ASB had none of the three main ASB tags (noise, youth or alcohol). Therefore nearly half of ASB for this period is not as well understood as it could be.

[23] ASB incidents can have multiple ASB tags per incident, meaning the sum of ASB tags will be greater than the total number of incidents.

Figure 12: Proportion of ASB by category



ASB by ward is displayed in Figure 13, with the highest volumes highlighted. The city centre experienced the highest volume of ASB for both periods, accounting for roughly a quarter of all ASB in Nottingham. The comparison period is reflective of normal life before Coronavirus dramatically changed how people interacted and socialised. The city centre during this period was the most problematic area due to the density of people and premises as well as a tightly packed night-time economy with a high concentration of licensed premises, resulting in a high number of ASB calls relating to alcohol.

Hyson Green & Arboretum ward had the highest volume of ASB calls outside the city centre for both periods. This ward did experience a -11% reduction, (95 fewer calls) in 2019/20 but remains an area of concern. This ward is a problematic area with a high volume of crime and ASB, whilst also suffering from high social deprivation, ranking in the 10% most deprived wards nationally[24]. The local Respect for Nottingham Survey also found that areas with higher levels of social deprivation reported crime to be more problematic in their neighbourhood, whilst residents from the most deprived areas also thought crime had increased[25].

In total thirteen areas experienced increases during the comparative periods, whilst eight areas saw reductions. The Aspley ward had the largest volume and percentage increase during 2019/20, increasing by 53% (125 calls) and accounting for 3% of all ASB in 2018/19, compared to 5% in 2019/20.

[24] Department for Communities and Local Government, English Indices of Deprivation 2015 - https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015
[25] The Respect for Nottingham Survey 2019, Nottingham City Council - https://www.nottinghaminsight.org.uk/Document-Library/Document-Library/aAXMrIX

Figure 13: ASB by Ward – Pre-Covid

Ward	Before Coronavirus 2018/19	Before Coronavirus 2019/20	Change	
			Volume	%
Aspley	234	359	125	53%
Basford	292	285	-7	-2%
Berridge	353	478	125	35%
Bestwood	395	295	-100	-25%
Bilborough	286	359	73	26%
Bulwell	380	391	11	3%
Bulwell Forest	173	171	-2	-1%
Castle	52	49	-3	-6%
City Centre	1916	1855	-61	-3%
Clifton East	351	258	-93	-26%
Clifton West	104	127	23	22%
Dales	302	348	46	15%
Hyson Green & Arboretum	864	769	-95	-11%
Leen Valley	76	94	18	24%
Lenton & Wollaton East	413	432	19	5%
Mapperley	249	315	66	27%
Meadows	170	145	-25	-15%
Radford	352	424	72	20%
Sherwood	173	266	93	54%
St Ann's	371	377	6	2%
Wollaton West	89	94	5	6%
Total	**7595**	**7891**	**296**	**4%**

Top	2
	4
	6

5.5 Substance Misuse

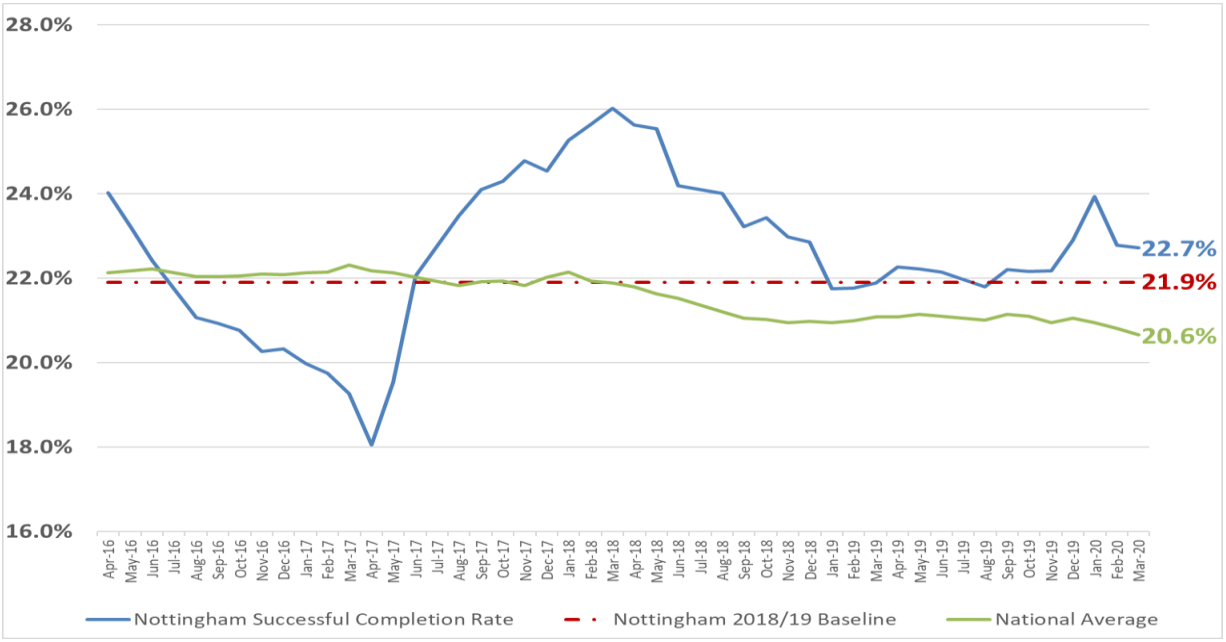
For service users in Nottingham's various substance misuse services, clients in structured treatment will have their data (if consent is given) shared with the Public Health England, National Drug Treatment Monitoring System (NDTMS).[26] This allows for analysis and insight into drug trends and for monitoring of service performance.

The Partnership Plan for 2020-23 states that the CDP will adopt a target that local performance in respect of successful completions at the end of the four-year period will exceed or equal that of the baseline year of 2018/19 (21.9%). Furthermore, there will also be an expectation that the rate of successful completions will remain at or above the national average during this period.

Nottingham performed consistently during 2019/20, with the year-end performance prior to Coronavirus at 22.7%, 0.8% above the 2018/19 baseline of 21.9%, equivalent to 21 more successful completions. Nottingham was also above the national average of 20.6% (53 successful completions above the target), whilst also above the regional average of 20%. From April 2019 to March 2020, 585 of 2,575 clients successfully completed treatment, which equates to a successful completion rate of 22.7%[27].

[26] Structured drug and alcohol treatment consists of a comprehensive package of specialist drug and alcohol focused interventions and a recovery care plan
[27] Public Health England, NDTMS, (2020) - https://www.ndtms.net/

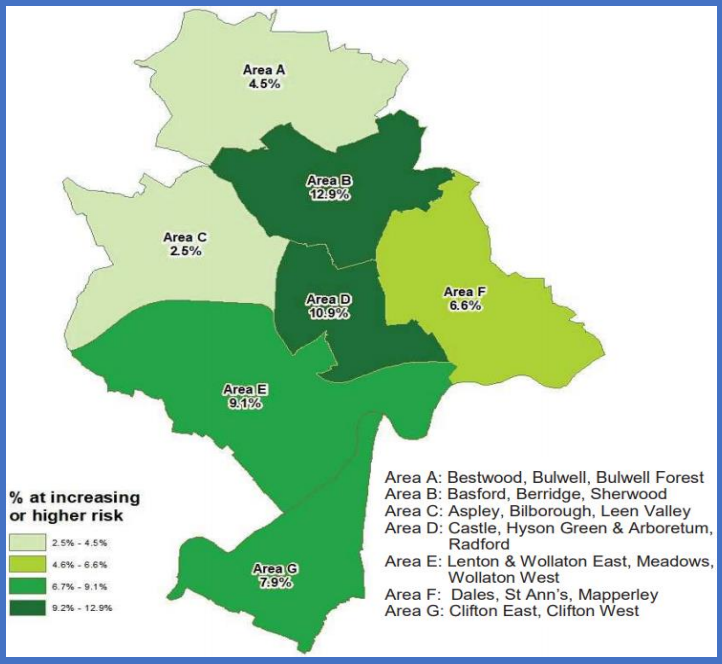
Figure 14: Partnership Plan Substance Misuse Target



Local survey:

The Citizen's Survey (2019) provides a more recent picture, specific to the Nottingham population, around key factors such as health related problems, including alcohol consumption and drinking habits. Some of the key findings include:

- 59% of respondents drink alcoholic drinks. This is a decrease from 61.5% in 2018.
- 8% of people who drink alcoholic drinks are at higher or increasing risk of developing alcohol related health problems.
- The most at risk groups are people in full time education and those aged 16-24. White British alcohol drinkers are more likely to be at increasing or higher risk than people from BME groups.
- 20% of alcohol drinkers binge drink, a reduction from recent surveys.



5.6 Community Tensions & Intelligence

Relationships/Sex Education (RSE)

Changes to teaching of LGBTQ+ relationships and surrounding issues emerged as a key concern during 2019 and early 2020, eventuating protests in Birmingham and Nottingham. This activity was driven most visibly by Muslim groups, with communication via door-to-door circulation and across social channels.

Knife Crime & Youth Violence

Concerns in respect of violence continued as a source of community tension and fear, set against a background of gang-related conflicts across numerous city areas (including St Ann's, Top Valley, Radford and Sneinton) which escalated to injuries and deaths inflicted by weapons. Media reporting highlighted the issues, arguably leading to heightened fear of crime.

Child Sexual Exploitation (CSE)

In February 2020, activists from Britain First visited Hyson Green and distributed leaflets at the park and ride site and to local businesses, in respect of specific CSE cases where perpetrators were primarily Pakistani. This activism was recorded and shared via social media.

Civil Unrest

Numerous protests by environmental activists Extinction Rebellion (XR) were witnessed during 2019, including disruption of traffic in Nottingham city centre. A former senior anti-terrorism officer called in July 2019 for XR to be considered an extremist anarchist group.

Nottingham City Council has committed to seeking carbon neutrality by 2028, which has been positively received by XR.

Brexit/Migration

On 31st January 2020, the UK formally withdrew from the European Union, and entered a transition phase until 2021. As an issue of significant complexity, communities were challenged by Brexit. Processes around seeking 'settled' status in the UK continue to present multiple challenges; many EU migrants have opted to repatriate to their home nations instead.

Meanwhile, ongoing concerns around Windrush migrants have negatively impacted upon engagement with affected communities.

Preparations for Lockdown

During March 2020, as a rumoured lockdown approached, shortages due to panic buying and profiteering created key concerns. Individuals and communities already in destitution, hardship, or insecure employment articulated concern over the economic impact of lockdown measures.

Meanwhile, some critical voluntary sector partners (including food banks) pre-emptively withdrew service; some began shifting to alternative delivery models due to the risk of infection, while others became overwhelmed with requests for support from clients unable to access critical supplies.

Communication of key safety messages to isolated communities (particularly Roma and Eastern European groups) emerged as an ongoing concern, with social mixing continuing largely as normal in multiple areas of the city. The celebration of Persian New Year at Colwick Park in late March similarly created a key challenge.

The Lockdown Period (23rd March to 3rd July 2020)

5.7 Overview

The UK entered national lockdown on 23rd March. People were only allowed to leave home to exercise once a day, travel to and from work when 'absolutely necessary', shop for essential items and fulfil any medical or care needs. Shops selling non-essential goods were told to shut and gatherings in public of more than two people were prohibited. Furthermore, all leisure and hospitality venues were closed until further notice. The effect on crime and ASB was almost immediate and as will be seen from the analysis below pre-existing trends were either significantly accelerated or reversed completely.

5.8 Crime

During the lockdown period there was a significant reduction in crime over the long term comparison period of 27% (3,320 fewer offences). Over the medium term period the reduction was 28% (3,459 fewer offences).

The largest volume offences in Nottingham during the lockdown period were Violence against the Person (36% of all crime), Theft offences (17% of all crime), and Criminal Damage & Arson (10% of all crime). All three categories experienced large medium-term reductions of 16% (622 fewer offences), 47% (1,381 fewer offences), and 22% (262 fewer offences) respectively. This was primarily a result of the Coronavirus and associated lockdown restrictions severely limiting the usual movement of people and operation of businesses. As such all offence types saw medium term reductions in offending during the lockdown period, with the large volume offences previously mentioned experiencing the largest decreases. This was in large part due to the nature of the offences being reliant on both the mobility of offenders and the existence of appropriate targets or victims. For example, the opportunity for shop theft (which is the main constituent of recorded Theft offences) was greatly reduced when only essential food and household outlets were open for business. Likewise, Violence against the Person reduced significantly following the closure of most city centre businesses and, by extension, the night time economy.

Figure 15: Crime Comparison – Lockdown Period

Crime Category	Mar23-Jul03 2018	Mar23-Jul03 2019	Mar23-Jul03 2020	Long Term volume +/-	Long Term % change	Medium Term volume +/-	Medium Term % change
Burglary - Business and Community	249	203	149	-100	-40%	-54	-27%
Burglary - Residential	583	468	378	-205	-35%	-90	-19%
Business Robbery	18	13	9	-9	-50%	-4	-31%
Criminal Damage and Arson	1265	1206	944	-321	-25%	-262	-22%
Drug Offences	514	895	621	107	21%	-274	-31%
Miscellaneous Crimes Against Society	280	335	307	27	10%	-28	-8%
Personal Robbery	172	154	82	-90	-52%	-72	-47%
Possession of Weapons	122	184	99	-23	-19%	-85	-46%
Public Order Offences	870	1067	893	23	3%	-174	-16%
Sexual Offences	416	401	245	-171	-41%	-156	-39%
Theft Offences (ex. Burg and Robb)	3167	2954	1573	-1594	-50%	-1381	-47%
Vehicle Offences	1093	759	502	-591	-54%	-257	-34%
Violence Against the Person	3626	3875	3253	-373	-10%	-622	-16%
Grand total	**12375**	**12514**	**9055**	**-3320**	**-27%**	**-3459**	**-28%**

The restrictions on city centre businesses during this period led to a significant medium-term reduction in that area (-68%, 2,066 fewer crimes), this was more than double the citywide reduction of 28%. This is reflective of reduced footfall and the attendant lack of opportunities to commit crime.

The only wards to experience limited increases were St Ann's (+6%, 30 more crimes), and Dales (+3%, 7 more crimes), indicating that it could not be hypothesised that offences migrated from the city centre into those two adjacent areas.

Figure 16: Crime by Ward – Lockdown Period

Crime Category	2018	2019	2020	Long Term volume +/-	Long Term % change	Medium Term volume +/-	Medium Term % change
Aspley	637	506	482	-155	-24%	-24	-5%
Basford	554	530	461	-93	-17%	-69	-13%
Bestwood	497	551	407	-90	-18%	-144	-26%
Bilborough	509	473	399	-110	-22%	-74	-16%
Bulwell	849	701	578	-271	-32%	-123	-18%
Bulwell Forest	398	384	323	-75	-19%	-61	-16%
Leen Valley	241	203	183	-58	-24%	-20	-10%
NORTH LOCALITY TOTALS	**3685**	**3348**	**2833**	**-852**	**-23%**	**-515**	**-15%**
Berridge	503	590	451	-52	-10%	-139	-24%
Castle	138	118	70	-68	-49%	-48	-41%
Hyson Green and Arboretum	906	1033	849	-57	-6%	-184	-18%
Lenton and Wollaton East	640	608	419	-221	-35%	-189	-31%
Radford	467	455	439	-28	-6%	-16	-4%
Sherwood	464	564	398	-66	-14%	-166	-29%
Wollaton West	250	197	134	-116	-46%	-63	-32%
CENTRAL LOCALITY TOTALS	**3368**	**3565**	**2760**	**-608**	**-18%**	**-805**	**-23%**
Clifton East	506	543	473	-33	-7%	-70	-13%
Clifton West	233	211	182	-51	-22%	-29	-14%
Dales	511	528	545	34	7%	17	3%
Mapperley	382	389	387	5	1%	-2	-1%
Meadows	352	393	374	22	6%	-19	-5%
St Anns	452	478	508	56	12%	30	6%
SOUTH LOCALITY TOTALS	**2436**	**2542**	**2469**	**33**	**1%**	**-73**	**-3%**
City Centre	2886	3059	993	-1893	-66%	-2066	-68%
GRAND TOTALS	**12375**	**12514**	**9055**	**-3320**	**-27%**	**-3459**	**-28%**

As the main retail location within Nottingham, the 78% reduction (431 fewer offences) in shoplifting offences recorded within the city centre was an expected result of the lockdown regulations. The other main volume reductions within the city centre were in Possession of Drugs and Violence with Injury offences, both of which are linked primarily to the gathering of people in the night-time economy.

Recorded locations of crime during lockdown indicate that 48% of offences (***n*=**4339), occurred in dwellings, which was a significant medium-term increase when compared to the 36% of offences occurring in a dwelling in the previous period. Public/open space and commercial location offences saw reductions of 32% down to 28% and 14% down to 11% respectively.

Gender detail is not recorded for 16% of victims during this period, however available data shows females accounted for 51% of victims, with males accounting for 48%. This is a medium-term reversal from the 49% female and 50% male rates seen in 2019. During the 2020 lockdown period, 58% of female victims reported offences of Stalking and Harassment (21%, 617 offences), Violence with Injury (19%, 555 offences) or Violence without Injury (18%, 551 offences). However, this is a medium-term reduction on the overall levels of these three offences of 14% or 271 fewer offences.

Victims identifying their nationality as UK or England accounted for 64% of records. Victim age demographics were not recorded for 20% of victims. The 30-39 cohort were the most represented recorded age group (25%, 1,416 victims) and were recorded at a rate more than 50% higher than that age group's city baseline demographic. The 30-39 cohorts most recorded offence category was Violence against the Person, accounting for 35% (n=497) of all offences

Offender demographics show that males accounted for 75% of recorded offenders in the lockdown period. The proportion of identified black offenders (11%) reduced in the medium-term from 12%, however this was still higher than the city baseline demographic for this ethnicity It should be noted however that 32% (*n=789*) of recorded offenders did not have an ethnicity recorded.

Offender age demographics in this period showed that the 30-39 cohort were the most represented age group, with two other age groups (25-29 and 40-49) recording a rate more than 50% higher than the city baseline demographic for that cohort. The 30-39 cohort were mostly identified as offenders of Violence against the Person (69%, 655 offences), and despite the lockdown a further 14% (n=132) were identified in respect of Shoplifting offences.

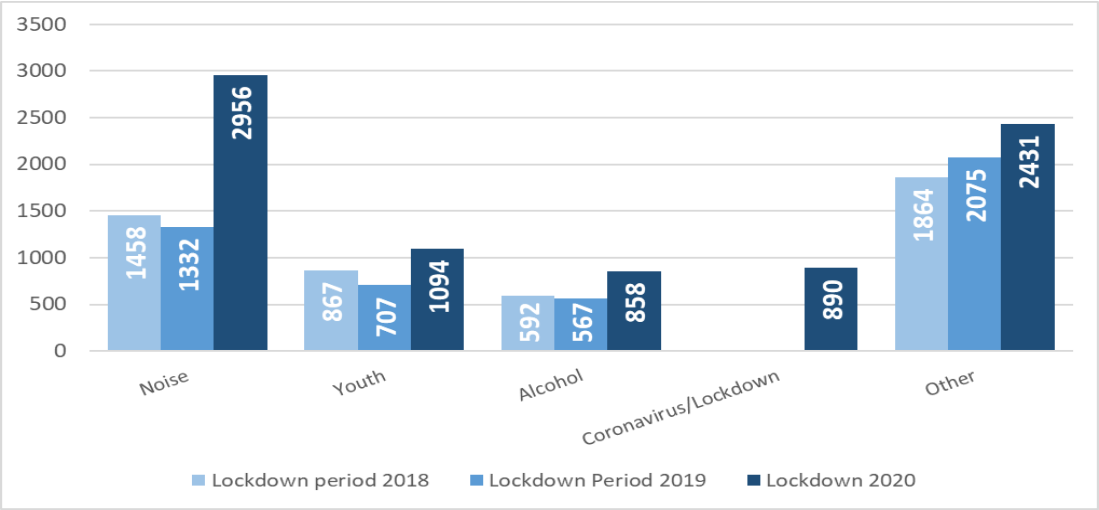
5.9 Anti-Social Behaviour

Whilst lockdown caused crime to reduce, it conversely led to a surge in ASB calls due in part to the majority of people staying at home to minimise the spread of the virus. The mass volume of people either ordered to work from home, people at home due to furlough as well as those deemed vulnerable meant this created a unique situation where people spent almost all their time at home. This created complex and challenging social situations for everyone, and whilst there was a collective effort of the nation to follow the guidance and measures, some people did not follow the rules or took advantage of the situation.

The long-term comparison of the lockdown period compared to the same period in 2018, reveals a 56% increase in ASB (2,461 additional calls, an increase from 4,427 to 6,888 incidents). As previously mentioned ASB incidents can have multiple tags/categories, so the sum of tags will be greater than the sum of incidents as one incident can have three tags and will therefore be counted for each category. For the long-term comparison, most of the increase was in regards to noise incidents, which saw a 103% increase or 1,498 additional calls (Figure 17). Youth calls increased by 26% or 227 calls, with Alcohol ASB increasing by 45%, 266 calls. With the night-time economy closed many people turned to drinking at home, either in gardens or parks once lockdown began to ease. Coronavirus/Lockdown ASB incidents were obtained using a word search formula of incident details, looking for specific phrases in order to highlight incidents; there were 890 ASB incidents tagged as Coronavirus/Lockdown. Other ASB relates to incidents

that have not been tagged with one of the four tags, this group consequently incorporates a broad range of behaviours; this category increased by 30% or 567 calls.

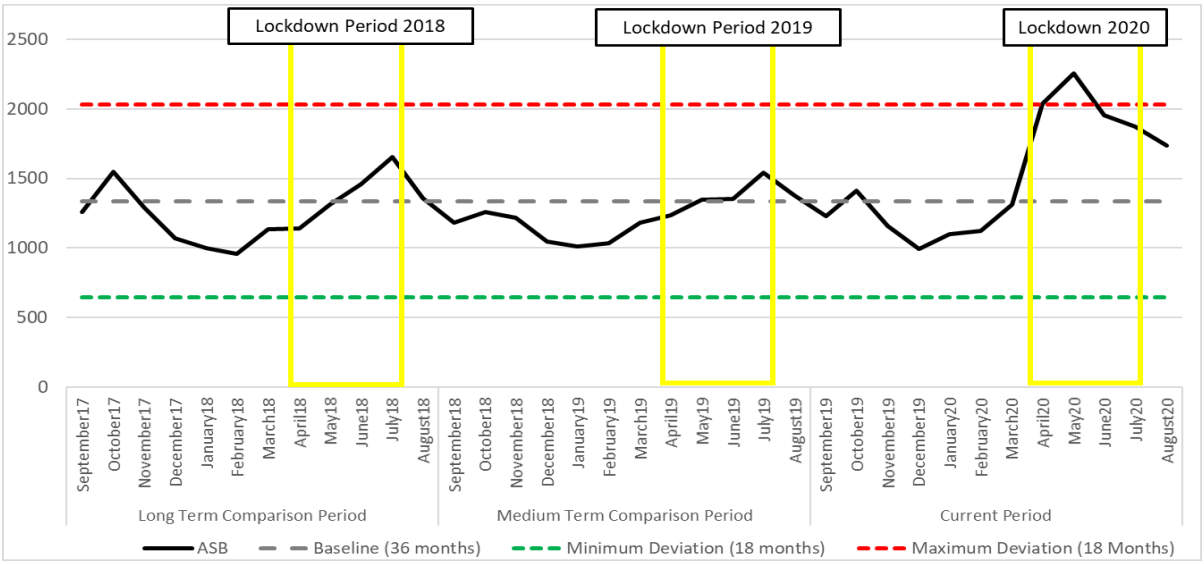
Figure 17: Types of ASB for the Lockdown Period



The average number of calls a day for lockdown was 67 calls, compared to 43 calls a day for the same period in both 2018 and 2019; a 56% increase or 24 additional calls per day.

The three-year view of ASB is shown in Figure 18, with the lockdown and comparison periods highlighted. ASB typically increases in the warmer summer months when the weather is better and when people tend to socialise more. There was a clear spike in ASB calls during the start of lockdown, with ASB exceeding over 2,000 calls for two months and then peaking in May with 2,253 calls, a 67% increase or 907 additional calls compared to May 2019.

Figure 18: ASB Long Term Trend



In the medium-term ASB increased by 2,482 calls, a 56% increase from 4,406 to 6,888 calls (Figure 19). All ASB tags increased during this period, specifically:

- Noise increased by 1,624 calls, a 122% increase.
- Youth increased by 387 calls, a 55% increase.
- Alcohol increased by 291 calls, a 51% increase.

- There were 890 calls that were tagged with Coronavirus/Lockdown*.
- Other (incidents with no tag) ASB increased by 356 calls, a 17% increase.

Figure 19: Medium Term ASB Comparison – Lockdown Period

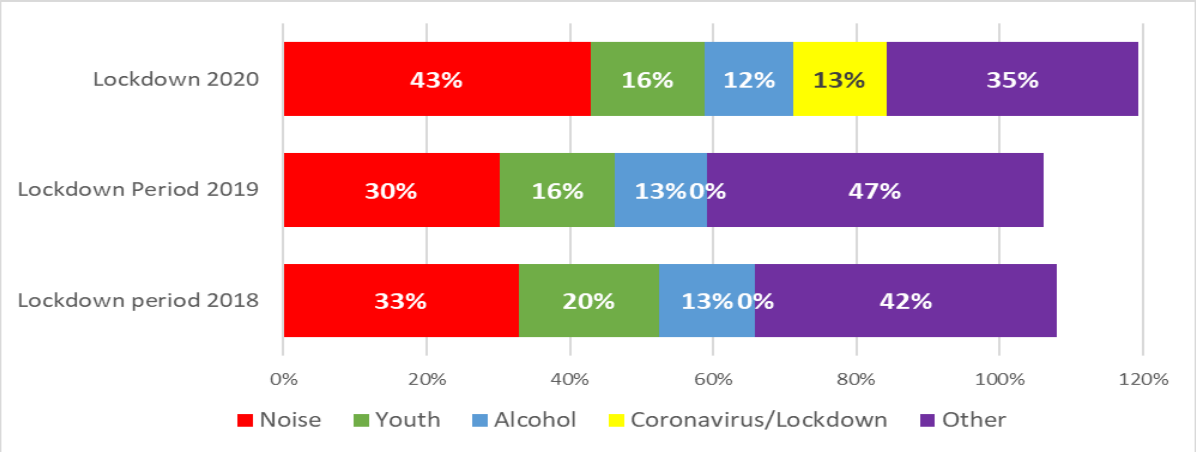
ASB Category	Lockdown Period 2019	Lockdown 2020	Change	
			Volume	%
Noise	1332	2956	1624	122%
Youth	707	1094	387	55%
Alcohol	567	858	291	51%
Coronavirus/Lockdown	0	890	890	-
Other	2075	2431	356	17%
Total ASB Incidents	**4406**	**6888**	**2482**	**56%**
Total ASB Tags	**4681**	**8229**	**3548**	**76%**

**Coronavirus/Lockdown incidents were flagged using a word search formula on the incident summary, looking for words related to Coronavirus. This is only an estimate and has its limitations.*

For the medium-term comparison period the proportion of ASB by category has changed, with noise increasing from 30% in 2019 to 43% during the lockdown period. Noise calls increased significantly during the lockdown period (as shown in Figures 19 & 20) due to people being confined to their homes, working from home, shielding, home schooling, furloughed - as well as those people following the broader government advice to stay at home.

Of the calls during the lockdown period, 13% were tagged as Coronavirus/Lockdown, meaning a key phrase such as lockdown, social distance, Coronavirus etc. was mentioned in the incident summary details.

Figure 20: Proportion of ASB by Category – Lockdown Period



5.10 Substance Misuse

The Coronavirus and associated lockdown period brought about a closure to the night-time economy whilst people also spent a lot of time confined to their homes due to shielding, being furloughed, working from home and the broader stay at home message. Predicting the level of drug and alcohol misuse during this period is difficult to do, with surveys and research providing a mixed picture. Given that these unprecedented times have brought about higher unemployment, loss of jobs, worsening mental health and much bereavement related to

Coronavirus, it is likely that many people will have increased their substance misuse as a result, although this is difficult to evidence. [28]

Alcohol

During the national lockdown the closure to licensed premises forced people to stay at home and the switch to drinking at home saw alcohol sales increase, with an extra £160m spent on alcohol in supermarkets in the three weeks of lockdown, compared with the same period last year[29]. The lockdown period also saw an increase in supermarket spending during the crisis, with media reporting panic buying and stockpiling of alcohol. This also brought about 'the virtual pub', where people could engage in a social form of home drinking with friends and family via video chat, thanks to the rapid take-up of online social media video platforms. Analysis of Public Health England data by the Royal College of Psychiatrists, found that the wider impacts of Covid-19 shows nearly 1 in 5 (19%) adults drinking at higher risk levels in June 2020, up from 1 in 10 (10.8%) in February 2020. The College calculates that when applied to the population of England there are roughly 8,410,045 people now drinking at higher risk[30].

The harms related to alcohol are largely based on consumption and frequency of drinking, although evidence shows there are no safe levels for the consumption of alcohol[31]. Nottingham has high levels of social deprivation, as well as a high proportion of drinkers consuming alcohol at increasing or higher risk levels according to the Nottingham Citizens Survey 2019. Alcohol related health problems disproportionately impact people from lower socioeconomic groups, rather than people who are affluent. It is also known that younger people (16-24) consume alcohol at more harmful levels and Nottingham has a high proportion of young people in its demographic, in large part because of the two universities.[32] Therefore, Nottingham is likely to have a high proportion of people abusing alcohol whilst also suffering increased risk from the associated harms, although often the long-term impacts are not realised until later life.

Nottingham has a particularly high density of licensed premises (the 2nd most alcohol licensed premises with 13.8 per square kilometre), especially in the city centre where there are a high proportion of pubs, bars, clubs and shops. During the lockdown all pubs, bars and restaurants were forced to shut putting the night-time economy in the city centre and local communities essentially on hold until restrictions lifted. This meant people started drinking at home more frequently with the availability and affordability of alcohol not an issue with shops, off-licenses as well as home delivery services providing ample opportunities to buy alcohol, often at affordable prices.

More generally, the Public Health England, Local Alcohol Profiles for England (LAPE) provide evidence and data which reveals Nottingham to be amongst some of the worst performing local authorities in England for a range of key alcohol indicators. Nottingham has the highest rate in the East Midlands for hospital admissions for alcohol related conditions, when using both the broad and narrow measures (2018/19). Furthermore, Nottingham is the second worst area in

[28] The Health Foundation, (2020) - https://www.health.org.uk/news-and-comment/blogs/emerging-evidence-on-covid-19s-impact-on-mental-health-and-health
[29] Institute of Alcohol Studies, Alcohol consumption during the covid-19 lockdown, (2020) - http://www.ias.org.uk/uploads/pdf/IAS%20reports/sb28062020.pdf
[30] Royal College of Psychiatrists, (2020) - https://www.rcpsych.ac.uk/news-and-features/latest-news/detail/2020/09/14/addiction-services-not-equipped-to-treat-the-8-million-people-drinking-at-high-risk-during-pandemic-warns-royal-college
[31] University of Washington School of Medicine. "No safe level of alcohol, new study (2018) - https://www.sciencedaily.com/releases/2018/08/180824103018.htm 49 PHE, Local Alcohol Profiles for England (2019) - https://fingertips.phe.org.uk/profile/local-alcoholprofiles/data#page/3/gid/1938132984/pat/6/par/E12000004/ati/102/are/E06000018/iid/91409/age/1/sex/4

[32] Citizens Survey 2019

the East Midlands for alcohol specific mortality and alcohol related mortality. Citizens of Nottingham are therefore suffering from both the short and long-term impact of alcohol misuse and dependence, which puts further strain on local health services.

A further cohort of focus for Nottingham should be those who suffer from alcohol dependency. The University of Sheffield provide estimates for the number of adults in England with an alcohol dependency potentially in need of specialist treatment, with the most recent figures for the period of 2017/18. For people aged over 18, Nottingham has a mid-point estimate of 5,014 people in need of specialist substance misuse treatment for alcohol dependency. This equates to 1.85% of the population or 18.5 people per 1000 and the 16th highest rate of alcohol dependent users out of the 151 upper tier local authorities in England[33]. It is likely that this number will have increased during the pandemic period.

Utilising data for alcohol dependent adults in conjunction with local treatment data, provides an estimate for the local penetration rate. For the period up to the end of 2019/20, there were 665 clients in treatment for alcohol only, 278 clients for alcohol and non-opiates, as well as 432 opiate clients in treatment also citing alcohol as a problematic substance. Using the 2017/18 estimate for adult alcohol dependency in Nottingham (5,014), this means that Nottingham has a local treatment penetration rate of roughly 27% for alcohol, or an unmet need of 73%. This estimate only incorporates structured treatment data directly from the National Drug Treatment Monitoring System (NDTMS), when additional local community treatment data (alcohol identification and brief advice) is also used, the penetration rate is likely to be higher.

It is difficult to know the impact that Coronavirus and the lockdown have had on alcohol consumption, both nationally and locally, but it seems likely that social isolation, financial struggles, mental health and an uncertain future could lead to increased chances of intake and relapse.[34] One study during the lockdown period looked into alcohol consumption in patients with pre-existing alcohol use disorders and concluded that lockdown was a risk factor for increasing alcohol use among this cohort, and that they are at more risk of harmful drinking. In order to reduce the alcohol related harm suffered by much of Nottingham's population, service integration and broad early identification and early intervention needs to be utilised, ensuring key frontline services are sign posted to the relevant service providers.

Opiate and Crack Use

Social deprivation has a massive impact on drug use and harm, and Nottingham is ranked among the top ten most deprived areas in England[35]. Areas of high deprivation have higher cohorts of opiate and/or crack (OCU) users whilst also having more clients in substance misuse treatment. The Modern Crime Prevention estimates that regular heroin and/or crack users commit 45% of acquisitive crime; which is substantial given that acquisitive crime is a high volume offence[36]. An essential part of local substance misuse services is targeting this cohort of people and ensuring the correct pathways are in place, so that these people can be coerced into substance misuse treatment and the cycle of reoffending and substance misuse can be

[33] Estimates of Alcohol Dependence in England based on APMS 2014, including Estimates of Children Living in a Household with an Adult with Alcohol Dependence (2018) - https://www.sheffield.ac.uk/polopoly_fs/1.693546!/file/Estimates_of_Alcohol_Dependence_in_England_based_on_APMS_2014.pdf

[35] Department for Communities and Local Government, English Indices of Deprivation 2015, (2019)

[36] Home Office , Modern Crime prevention Strategy (2016) - https://www.gov.uk/government/publications/modern-crimeprevention-strategy

broken. Getting the long-term aging cohort of OCU's into treatment is proven to help reduce crime locally, whilst also reducing the strain on other key services, such as the NHS.[37]

Liverpool John Moores University provides estimates for this cohort with the latest figures released in March 2019, however, due to the difficulty in accumulating the required data, the most recent estimates only go up to the period of 2016/17. Estimates for Nottingham reveal a small increase in OCU's from 2,700 in 2014/15 to 2,715 in 2016/17, an insignificant increase of 15 OCU's or a 0.6% increase. Although these estimates are not for the most recent period, they are the best estimates available, so should be used as a guide for local commissioners and substance misuse providers.

The table below provides an estimated breakdown of OCU's in Nottingham, utilising NDTMS data in conjunction with the OCU data (Figure 21). The rate of OCU is highest for those aged 35-64, with roughly 16.8 OCU per 1,000 people in Nottingham, however a large proportion of these people (67%) are in treatment, with a further 33% OCU in this age group requiring treatment. OCU's aged 15-24 make up a small proportion (12%) of the overall treatment need, however only around 30 of those are in treatment out of a potential 334 OCU's, resulting in an unmet treatment need of 91%. This group should be a priority cohort for substance misuse providers and the partnership, with early intervention a key approach in preventing these individuals from becoming long term substance misusers.

Figure 21: Estimate of Unmet Treatment Need for OCU by Age Band

Nottingham (2016/17) OCU estimates	Age Band		
	15-24	25-34	35-64
% of Nottingham population who are OCU	0.4%	1.3%	1.7%
Rate of OCU per 1,000 people	4.4	12.7	16.8
OCU in treatment by age group	30	247	1158
OCU by age estimates	334	664	1717
Unmet treatment need by age group	91%	63%	33%

Local intelligence gathered from a range of frontline services has indicated that there has been an increase in heroin users (particularly treatment naïve, those who have never engaged with treatment) presenting to substance misuse services. Local NDTMS data shows there to be marginal increase in opiate clients in treatment, with numbers in treatment for each month of quarter one in 2020/21 higher than the same months in quarter one in 2019/20. There were 29 more opiate clients in treatment in April 2020 compared to April 2019. Opiate clients in treatment will typically be given a prescription so they can have access to the supervised consumption of methadone, whilst being in treatment has other harm reduction and health intervention benefits. During the pandemic local intelligence suggests that heroin availability and purity has been volatile. Heroin shortages in the past, such as the one in 2010, have resulted in an increase in the number of opiate users entering treatment[38]. With non-essential shops and the night-time economy closed, as well as people staying at home, there has been little opportunity for problematic drug users to shoplift and beg. Therefore raising funds to buy drugs has been more challenging and this may also have led to an increase in clients entering treatment.

[37] Public Health Institute, Liverpool John Moores University (2019) - https://www.gov.uk/government/publications/opiate-and-crack-cocaine-use-prevalence-estimates-for-local-populations

[38] Home Office, Impact of the reduction in heroin supply between 2010 and 2011, (2016) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/494423/horr91-reduction-heroin-supply.pdf

Young People

Young people (16-24 years old) are twice as likely to have taken a drug in the last year compared to any other age group, in part due to the risk taking nature associated with puberty as well as the social life young people experience from the age of 18 when they are allowed to start legally drinking alcohol and entering bars and nightclubs[39].

Children that have begun using alcohol or drugs are more likely to be misusing substances as a consequence of Adverse Childhood Experiences (ACE's), as well as neglect or the fact that they are being manipulated or groomed. A study of ACE's found that adults who had experienced four or more ACE's, were twice as likely to binge drink and eleven times more likely to use heroin and crack in their adult life[40]. This cohort of young people are therefore a key group that need identifying and targeting for substance misuse treatment.

Drug prevalence estimates among young people are not provided for local authorities making it difficult to know prevalence locally. Amalgamating estimates from the Crime Survey for England and Wales about drug misuse for those aged 16-24 (2018/19), with estimates from the Smoking, Drinking and Drug use among young people in England for those aged 11-15 (2018), alongside local population estimates, can provide a reasonable estimate of the number of young people in Nottingham who used drugs in the last month.

Using the 2017 midpoint estimate of 45,237 people in Nottingham between the ages of 11-24, this gives a figure 4,949 (11%) who have used a drug in the previous month. There were 230 people in this age group in treatment (across young people's and adult treatment services) as of the end of 2019/20, resulting in a penetration rate of 5%, or a potential unmet treatment need of 95%.

Performance

Due to NDTMS restrictions on the use of current substance misuse performance data, performance during 2019/20 and the lockdown period is not included in this section, however, a description of local measures can help to explain how performance has been impacted.

As lockdown measures were introduced nationally, locally the substance misuse providers prioritised the health and safety of clients in treatment in order to protect clients during the unprecedented and uncertain times. Keeping clients in treatment is proven to help safeguard them, whilst providing an invaluable communication channel regarding emerging harms or risks associated with specific drug use. The services therefore chose to retain clients in treatment who were at more risk of dropping out or representing at a later date. This resulted in a drop off in successful completions over the first quarter of 2019/20, and a reduction in the partnership successful completion rate, as well as a drop in specific successful completion rates, such as opiate performance. Opiate clients are a high risk cohort of users and with heroin supply and purity varying during the pandemic, prioritising the retention of these clients was more important than seeking successful completions.

[39] Home Office, Crime Survey for England & wales, Drug Misuse (2019) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file

[40] Addaction, Childhood adversity, substance misuse and young people's mental health (2019) - https://youngminds.org.uk/media/1547/ym-addaction-briefing.pdf

Adult Substance Misuse Services:
Both the community and criminal justice (CJ) services are housed within the Wellbeing Hub and as such, much of what has been put in place is pertinent to both services.

The majority of reactions to the pandemic have been operational and have been applied in line with Framework and PH guidelines and risk assessments. A good level of dialogue has been maintained since the initial lockdown (March 2020) between the provider (Framework) and the commissioners.

Initially the commissioners, in consultation with the heads of service, cancelled all service reviews and cancelled the performance data reporting dates. A three stage plan was made operational to allow access to the building for service users. It was agreed that the priority would be the containment of the virus and the safety of the service users. Prescribing for Opiate Substitute treatment (OST) became a priority. Commissioners lobbied to enable pharmacists to provide take home, sessional OST rather than supervised consumption. Because Pharmacists are paid on a transactional basis commissioners had to devise a reporting format to ensure that pharmacists were paid in a timely manner

Commissioners were represented at numerous strategic groups to ensure that the needs of the service users were met. These included the "everyone in" at the hotels housing rough sleepers. It also included the CJ meetings to ensure that offender needs were met regarding substance misuse. This included monitoring the proposed early release of prisoners at risk and the fast tracking of offenders who were initially remanded in custody. Both of these could have placed a bigger burden on the services.

Additionally, the CJ service was affected by the delivery of other areas. The courts were not running as normal creating a back log and potentially lowering the number of individual who would have been sentenced to a community order with a treatment provision. The custody suite staff stopped testing to ensure the safety of the detention officers, which meant that no required assessments were applied. The space available at the Bridewell Custody Suite did not facilitate social distancing so referrals were made by phone. All this was applied in consultation with the commissioners and with the Police and Crime Commissioner.

Some staff members tested positive for Coronavirus at the Wellbeing Hub which put access back to the initial stage while other staff members self isolated. Commissioners were made aware of this and supported the lessening of access to the building whilst trying to maintain a harm reduction and service user wellbeing through out.

Commissioners supported the reduction of staff present at NUH when it became apparent that they were seeing patients who had tested positive without being issued with PPE. This has since been rectified and staffing levels are back to normal.

Drug Related Deaths

Recently released data from the Office of National Statistics for the year of 2019, shows that drug poisoning deaths in England and Wales increased again, continuing an upward trend seen since 2012. This was the highest number of deaths recorded since records began in 1993[41]. In

[41] Office of National Statistics, Deaths related to drug poisoning in England and Wales: 2019 registrations, (2020) - https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/bulletins/deathsrelatedtodrugpoisoninginenglandandwales/2019registrations

2019, there were 4,393 deaths related to drug poisoning in England and Wales, a 0.8% increase from 2018. Of those deaths, 2,883 were deaths related to drug misuse. The rate of deaths of heroin users in treatment is over six times higher in the most deprived areas compared to the least, and with Nottingham being amongst one of the most deprived local authorities in the country this will be a factor in local drug related deaths[42].

Nottingham has been proactive in its strategy to reduce substance misuse and minimise drug related deaths, with local deaths and rates historically low. Nottingham saw an increase from 30 drug misuse deaths in 2018 to 40 for 2019, a 33% increase; with 50% (20) of those deaths related to drug misuse. The rate of drug poisoning deaths for the rolling period of 2017-19 increased from 8.3 per 100,000 people to 11.3.

Nottingham was one of the first cities to make take home naloxone available to those at risk of an opioid overdose, as well as training friends and family in how to administer the lifesaving overdose-reversing drug. The upward trend however should be a concern for the partnership, commissioners and service providers. The impact of Coronavirus globally is likely to impact the production and trafficking of illicit drugs, resulting in a drop in availability or the potential for more dangerous cutting agents to be used as the trafficking of substances becomes more disrupted and problematic.

CGL Jigsaw:

At the start of lockdown, it was made clear to the service that commissioners would not be holding the service accountable for any underperformance, as they should focus on keeping staff and service users as safe as possible. In order to ensure a level of governance, commissioners had weekly catch ups with the service manager. This has been useful for both parties to check in, and it is something that is likely to continue going forwards.

Most elements of the service were moved to digital provision, as follows:

- Sessions delivered by phone, WhatsApp messenger, video calls, etc.
- Group work delivered by zoom, recorded sessions and made available to service users.
- Training done on teams/zoom.

This has been successful for training and group work as there has been a huge increase in uptake of training. However, service users have suggested that they would prefer face-to-face work. As a result, the service is now offering face-to-face appointments in open spaces (school playground, parks, etc.) for those most in need of this, and have adapted the outside space at the offices to make this possible.

The service has been flexible with staff who have children, allowing them to work outside of their core hours, where necessary. In order to do this, the service has been extremely adaptable and supportive of change. Weekly team meetings and staff supervisions have continued to happen via MS teams.

Commissioners have worked with NCC Heads of Service and directors of children's homes, education and social care with the aim of increasing referrals going forwards. This has started the building of relationships and it is hoped that this will improve pathways.

[42] Home Office, Review of Drugs - evidence relating to drug use, supply and effects, including current trends and future risks, Dame Carole Black Review, (2020) - https://www.gov.uk/government/publications/review-of-drugs-phase-one-report

5.11 Community Tensions & Intelligence

Community Response

Co-ordinating a statutory and voluntary/community sector response under central government's 'Mobilising Civil Society' objective dominated the initial lockdown period; focus was shifted to maintaining core statutory functions and meeting citizens' immediate needs, including PPE. Meanwhile, key support services were withdrawn overnight, undergoing rapid redesign to fit online and Covid compliant delivery models.

Faith communities expressed concerns about managing funerals appropriately in a worst-case scenario (i.e. faith-observant preparations, repatriation of bodies, rumoured forced cremation/mass burials).

As lockdown continued, concerns emerged that some key voluntary partners might prove to be unsustainable without financial support, risking loss of key staff and service capacity. Numerous groups opted to furlough staff as this option became available, impacting intelligence channels and creating longer term risks.

By the end of May, faith leaders were expressing anxieties about the financial resilience of smaller places of worship, due to the loss of weekly collections and wedding fees etc.

Compliance & Mistrust

Immediate, widespread tensions emerged around lockdown compliance as citizens raised complaints about mass gatherings, both in private and public settings. Such complaints remain ongoing as a key anti-social behaviour theme across the lockdown period and beyond.

A proportion of local online rhetoric around social distancing appeared to be reflective of community tensions (e.g. Islamophobic postings implying equivalency between cultural background and willingness to comply). Social distancing challenges also emerged at key service delivery points, such as voluntary sector food banks.

Reports during April and May that COVID-19 has disproportionate impacts upon BAME communities further exacerbated community tensions. Numerous associated (and often conflicting) conspiracy theories were seen to emerge concurrent with this.

By late May 2020, some local evidence of 'mass disobedience' sentiment was seen, although this did not immediately emerge as a key theme. Similarly, some ill-sentiment around local Ramadan and Eid observance was seen, with a proportion of this apparently related to Islamophobia. Voluntary sector organisations also highlighted anxieties over COVID-19 fuelling hateful attitudes towards minority communities on social channels..

Isolation, Exclusion & Confinement

Concerns around reaching various isolated communities (e.g. Bangladeshi, British Sign Language users, Romanian Roma, vulnerable women/girls) emerged throughout the lockdown period, as outbreak data began to flow back to agencies.

Similarly, the closure of physical premises, (from the perspectives of both service users and employees,) loss of digital access and advocacy likewise created pinch-points, as key businesses and services shifted to online-only models. An immediate loss of social space access highlighted a cascade of smaller issues.

The interruption of school education rapidly became a key impact upon families. As well as longer-term effects on children's attainment, socialisation, nutrition, etc., parents who could work from home found themselves temporarily required to juggle childcare, home schooling and their day to day work; meanwhile furloughed parents, those without work, or those unable to work at home found childcare a critical barrier to seeking or returning to employment.

Many agencies highlighted deteriorating mental health as a growing concern as lockdown continued; extended periods of confinement in one place (to accommodation which in many cases would not be ideally suited for the purpose), loss of or reduction to income/employment, and access to food all contributed to heightened anxiety, suicidal ideation and self-harm.

Migration, Asylum Seekers & Refugees

By 31st March 2020, as a contingency due to the general moratorium on evictions, contracted asylum seeker support providers Serco had secured sole use of a 200-bed city centre hotel for accommodating dispersed asylum seekers.

Resident numbers increased to capacity rapidly, as did support requests to local agencies (i.e. provision of basic toiletries, sanitary products, laundry facilities, health care etc.).

In late May 2020, Serco notified intention to secure use of a second 80-bed hotel in the Sherwood area of the city. Again, this capacity was rapidly filled. Concurrently, NCC officers became increasingly engaged in co-ordination of problem solving around a cascade of issues, on behalf of the Home Office contracted provider.

As at early July 2020, the Home Office/Serco anticipated a 12-month timescale for exiting the hotel contingency.

Civil Unrest

The death of George Floyd under Police arrest on May 25th 2020 in Minneapolis, Minnesota sparked scenes of severe civil unrest across the USA, and engendered a global debate around the 'Black Lives Matter' movement.

Within days, similar sentiments swelled in the UK; following notable demonstrations in central London and elsewhere throughout early June 2020.

Local protests were publicised via social media channels and have continued on a regular basis.

Meanwhile, after statuary of Edward Colston (a notable figure in the Atlantic slave trade) was removed from its plinth in Bristol and dumped into the River Avon, a growth in opposing sentiments was observed nationally and locally – a wave of counter-demonstrations aimed at the protection of monuments shortly followed.

Student Populace

By the end of June 2020, critical concerns around student populations emerged in Lenton and Wollaton East, in particular the hosting and attending of parties, in the context of ongoing pub and nightclub closures. This generated a considerable increase in local ASB complaints, an issue which continued into the summer, and which seeded concerns about the impact of universities reopening during September.

The Post-Lockdown Period (4th July to 31st August)

5.12 Overview

By the 4th July the majority of lockdown restrictions had been significantly eased. Commercial, leisure and hospitality venues were all open and people were able to move about the country with greater ease. However, some restrictions remained and normal behaviours did not fully resume. As a result many of the trends seen in the lockdown period continued into the summer months – these patterns can be clearly seen in the analysis below.

5.13 Crime

During the post lockdown period there were significant offending reductions in the long term of -22% (1,618 fewer offences) and in the medium term of -18% (1,247 fewer offences).

The largest volume offences in Nottingham during the post lockdown period were Violence against the Person (37% of all crime), Theft offences (21% of all crime), and Criminal Damage & Arson (10% of all crime). All three of these saw medium-term reductions of 4% (89 fewer offences), 27% (424 fewer offences), and 16% (111 fewer offences) respectively. The only volume increase in the medium term of more than three offences was seen in Business Robbery.

Figure 22: Crime by Category – Post-Lockdown

				Long Term		Medium Term	
Crime Category	2018	2019	2020	volume +/-	% change	volume +/-	% change
Violence Against the Person	2156	2176	2087	-69	-3%	-89	-4%
Theft Offences (ex. Burg and Robb)	1953	1591	1167	-786	-40%	-424	-27%
Criminal Damage and Arson	745	698	587	-158	-21%	-111	-16%
Public Order Offences	592	579	485	-107	-18%	-94	-16%
Drug Offences	354	528	310	-44	-12%	-218	-41%
Vehicle Offences	487	408	228	-259	-53%	-180	-44%
Burglary - Residential	304	233	207	-97	-32%	-26	-11%
Sexual Offences	242	208	179	-63	-26%	-29	-14%
Miscellaneous Crimes Against Society	166	200	198	32	19%	-2	-1%
Burglary - Business and Community	100	111	75	-25	-25%	-36	-32%
Personal Robbery	112	105	81	-31	-28%	-24	-23%
Possession of Weapons	80	90	73	-7	-9%	-17	-19%
Business Robbery	10	3	6	-4	-40%	3	100%
Grand total	**7301**	**6930**	**5683**	**-1618**	**-22%**	**-1247**	**-18%**

In the medium term the greatest geographical crime reductions were seen in the city centre (-48%, 799 fewer offences), Lenton & Wollaton East (-26%, 91 fewer offences) and Aspley (-25%, 88 fewer offences).

Figure 23: Crime by Ward – Post-Lockdown

				Long Term		Medium Term	
Crime Category	2018	2019	2020	volume +/-	% change	volume +/-	% change
Aspley	362	355	267	-95	-26%	-88	-25%
Basford	309	306	276	-33	-11%	-30	-10%
Bestwood	345	300	254	-91	-26%	-46	-15%
Bilborough	296	255	256	-40	-14%	1	0%
Bulwell	473	432	400	-73	-15%	-32	-7%
Bulwell Forest	266	201	209	-57	-21%	8	4%
Leen Valley	122	96	118	-4	-3%	22	23%
NORTH LOCALITY TOTALS	**2173**	**1945**	**1780**	**-393**	**-18%**	**-165**	**-8%**
Berridge	347	346	308	-39	-11%	-38	-11%
Castle	64	74	32	-32	-50%	-42	-57%
Hyson Green and Arboretum	573	490	543	-30	-5%	53	11%
Lenton and Wollaton East	343	349	258	-85	-25%	-91	-26%
Radford	249	245	200	-49	-20%	-45	-18%
Sherwood	284	267	246	-38	-13%	-21	-8%
Wollaton West	127	107	93	-34	-27%	-14	-13%
CENTRAL LOCALITY TOTALS	**1987**	**1878**	**1680**	**-307**	**-15%**	**-198**	**-11%**
Clifton East	306	275	277	-29	-9%	2	1%
Clifton West	114	118	91	-23	-20%	-27	-23%
Dales	305	301	326	21	7%	25	8%
Mapperley	274	212	206	-68	-25%	-6	-3%
Meadows	214	199	201	-13	-6%	2	1%
St Anns	271	343	262	-9	-3%	-81	-24%
SOUTH LOCALITY TOTALS	**1484**	**1448**	**1363**	**-121**	**-8%**	**-85**	**-6%**
City Centre	1657	1659	860	-797	-48%	-799	-48%
GRAND TOTALS	**7301**	**6930**	**5683**	**-1618**	**-22%**	**-1247**	**-18%**

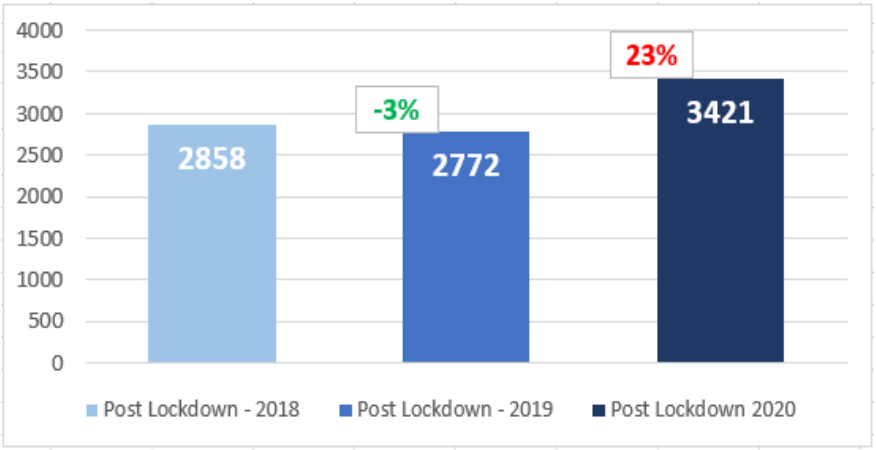
The reduction of offending in the city centre was more than double the citywide reduction of 18%. Hyson Green & Arboretum experienced the largest volume increase in the medium term with 53 more offences (+11%).

As the main retail location within Nottingham, the 46% reduction (127 fewer offences) in shoplifting offences recorded within the city centre was an expected result of the lower footfall in the post-lockdown period. As with the lockdown period, the other main volume reductions within the city centre in the post lockdown period were in Possession of Drugs and Violence with Injury offences.

5.14 Anti-Social Behaviour

This section compares the period post-lockdown, that is from the 4th July 2020 through to the 31st August 2020, with the same periods in 2018 and 2019. For the period described, ASB calls increased by 23%, an additional 649 calls.

Figure 24: ASB Volume – Post-Lockdown



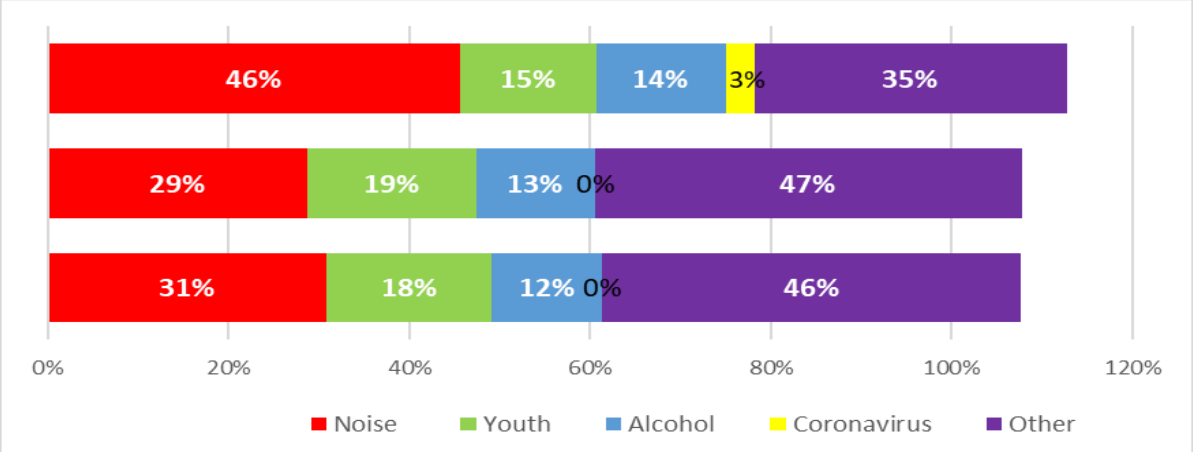
ASB relating to noise incidents was still the most problematic, increasing by 96% or 765 incidents compared to 2019. The volume of youth ASB calls remained static, whilst alcohol incidents increased by 34% (+123). Other ASB reduced during this period by 129 incidents, a 10% reduction, whilst there were 111 calls referring to Coronavirus. Incidents can have multiple tags so there will be double counting in some instances.

Figure 25: ASB by Category – Post-Lockdown

ASB Category	Post Lockdown - 2018	Post Lockdown - 2019	Post Lockdown 2020	Change from 2019	
				Volume	%
Noise	882	797	1562	765	96%
Youth	523	516	516	0	0%
Alcohol	347	364	487	123	34%
Coronavirus	-	-	111	-	-
Other	1326	1310	1181	-129	-10%
Total ASB Incidents	**2858**	**2772**	**3421**	**649**	**23%**
Total ASB Tags	**3078**	**2987**	**3857**	**870**	**29%**

Similarly to the previous periods, noise incidents continued to make up the largest proportion of calls with 46%, increasing from around 30% in previous years. Coronavirus incidents decreased from 13% in the lockdown period to just 3% during this period - this was to be expected as lockdown measures eased.

Figure 26: Proportion of ASB by Category – Post-Lockdown



During this period the city centre accounted for the largest proportion of ASB calls with 13%, lower than the usual 25% pre-Covid. The city centre was the only area to have a reduction in calls compared to 2019, this equated to a 31% reduction or 203 fewer calls.

Hyson Green & Arboretum had the highest volume of calls amongst the twenty wards with 353 calls, increasing by 31% or 83 calls. Bilborough and Radford had the largest volume increases whilst Radford and Bulwell Forest had the largest percentage increases.

Figure 27: ASB by Ward – Post-Lockdown

Ward	Post Lockdown - 2019	Post Lockdown 2020	Change	
			Volume	%
Aspley	141	172	31	22%
Basford	144	150	6	4%
Berridge	155	174	19	12%
Bestwood	121	145	24	20%
Bilborough	126	256	130	103%
Bulwell	136	212	76	56%
Bulwell Forest	52	118	66	127%
Castle	27	34	7	26%
City Centre	655	452	-203	-31%
Clifton East	90	152	62	69%
Clifton West	40	48	8	20%
Dales	207	186	-21	-10%
Hyson Green & Arboretum	270	353	83	31%
Leen Valley	32	63	31	97%
Lenton & Wollaton East	84	174	90	107%
Mapperley	61	99	38	62%
Meadows	85	101	16	19%
Radford	92	201	109	118%
Sherwood	73	111	38	52%
St Ann's	142	167	25	18%
Wollaton West	39	53	14	36%
Total	**2772**	**3421**	**649**	**23%**

5.15 Substance Misuse

Data for the period following the national lockdown is not available due to the access restrictions noted at section 5.10. However, it should be noted that performance was not expected to improve as service providers continued to prioritise the health and retention of clients in treatment, whilst also running services that would keep staff and service users safe and minimise the spread of Coronavirus. This was the case nationally, with the national average decreasing month on month between March and August 2020. In this period all the core cities successful completion rates saw reductions, with just one exception.[43]

The change in the profile of clients accessing treatment has put a strain on treatment services, in particular the open access community service. This has mainly related to an increase in opiate users requiring prescriptions and a rise in the number of alcohol self-referrals. The criminal justice service has managed to maintain a fairly stable number of clients in treatment, mainly through prison releases and probation referrals.

As further restrictions are placed on Nottingham and other areas, it's difficult to know how this will impact drug markets, with substance availability and purity likely to be volatile. Successful completions are likely to continue to reduce whilst re-presentations may increase as people

[43] Public Health England, NDTMS, (2020) - https://www.ndtms.net/

return to treatment for additional help and support, whilst some may find further lockdowns detrimental to their recovery and so represent to treatment.

Monitoring national and local drug markets is difficult, however, intelligence from the police, treatment services, commissioners, Public Health England and other key front-line services, can paint a picture of trends locally. The local Drug Monitoring Group and national Release study have provided useful insight into what is happening nationally and locally. There have been many anecdotal reports that heroin and crack purity has been more volatile than usual, with reports from some users that quality is very low one week and then very high the next. Inconsistent drug markets can increase the chances of users overdosing as potency varies.

There has also been a large increase in the demand for, and supply of, benzodiazepine and 'mamba' (synthetic cannabinoids and cannabinoid receptor agonists) during lockdown and beyond.

Substance misuse services have been proactive throughout the pandemic period. Naloxone distribution increased and clients were all issued with lock boxes for their medications, if they did not already have them.

5.16 Community Tensions & Intelligence

Compliance & Mistrust

Clarity and understanding of rapidly-changing central government guidance, as well as concerns around the UK's broader management of the pandemic and the need for future ongoing mitigations, both became key issues across local communities. A sense of declining trust in authorities was noticeable.

As alterations to guidance continued, widespread compliance concerns emerged, as well as disagreement over the measures themselves. While social distancing, gatherings, and ASB remained the major issues locally, further concerns grew (e.g. 'COVID-secure' premises, use of face coverings, access to testing capacity, tracking and isolation and the ability to travel, etc.)

Migration, Asylum Seekers & Refugees

In late July, as reports of migrants attempting to cross the English Channel in small boats again became prominent, the Home Office use of hotels emerged as a widespread discussion topic. Multiple alt-right and/or extreme right-wing aligned voices, of both national and local prominence, took up a message around 'exposing' this contingency.

In early August, Serco signalled intent to resume a phased programme of evictions from its residential estate for individuals receiving positive decisions (i.e. formal refugee status), with the intent to create capacity to begin decanting from hotels.

By late August, viral videos of Britain First activists gaining access to various hotels and directly challenging residents were witnessed. To date, activity of this type has not been reported in Nottingham; however, staff capacity has been diverted towards mitigation efforts.

Civil Unrest

Themes which emerged in the early summer continued into July and August. Where BLM movements captured attention in the early weeks of summer, counter-movements (frequently styled as 'All Lives Matter') achieved prominence during July and August.

Existing points of tension (notably BLM, COVID-19 mitigations, migration and CSE) became key drivers within publicity around demonstrations. Counter-extremism colleagues noted a tendency of local and regional right-wing extremist ('RWE') groups to incorporate and inflame such tensions for recruitment and propaganda purposes.

A key demonstration called for Nottingham city centre on Saturday 23rd August 2020 (styled as 'Justice for All') created widespread concern due to the presence RWE elements, and touched on the points of tension noted above. Meanwhile a counter-demonstration supporting by local anti-racist and anti-fascist groups was publicised for the same day, increasing anxiety about a clash.

The protest attracted substantial numbers, generated significant national and local media coverage, and created a considerable amount of interaction online. Some known RWE and proscribed groups were represented at the event.

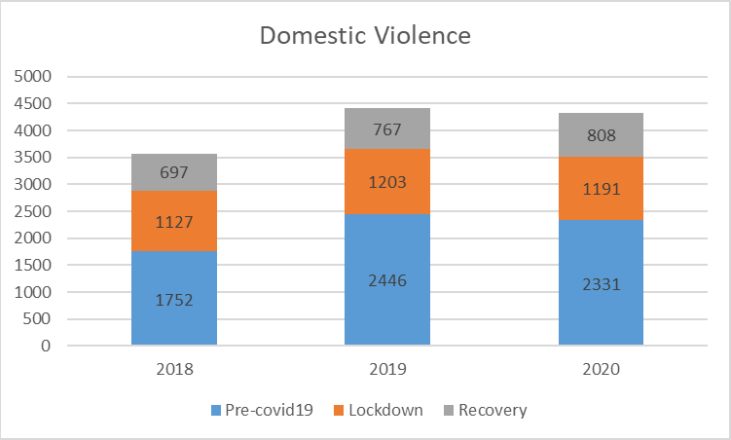
5.17 Thematic Focus – Domestic & Sexual Violence & Abuse

As noted at section 5.1, above, there are five categories of domestic violence and abuse recorded by the police. The analysis in this section will primarily focus on the largest of these – domestic violence crime.

There are four key crime types that make up domestic violence – Homicide, Stalking & Harassment, Violence with Injury and Violence without Injury. The way in which Stalking & Harassment offences are counted was amended in 2018/19, so that stalking and harassment in all cases should be recorded in addition to the most serious additional victim-based offence involving the same victim-offender relationship. This in effect means that in some instances two crimes will be recorded in relation to the same incident. This is partly responsible for the increase in domestic violence offences seen from April 2018 onwards.

Between September 2017 and August 2020 there were 12,322 domestic violence offences recorded in Nottingham. With offences seeing an increase of 23% in 2018/19 over 2017/18, the overall volume of DV crimes over that three year period has gradually increased, such that the average monthly volume of offences increased to 364 per month over the previous 18 months to August 2020, from 358 offences in the 18 months prior to August 2019

Figure 28: Domestic Violence Volume



For the medium-term assessment period, domestic violence decreased moderately; with 86 fewer crimes, a 2% decrease. There was one Homicide in 2019/20 compared to none in

2018/19. Violence with Injury made up for the largest decrease in the comparative periods, decreasing by 16% or 275 crimes. Stalking and Harassment increased by 5%, 65 more crimes;

Violence without Injury made up for 36% of domestic violence offences in 2019/20, this category increased by 9%, 124 offences.

The positive outcome rate for domestic violence offences in 2019/20 was 10%, decreasing from 17% in 2018/19. There were 450 domestic violence offences with the outcome of charged, 8% of all outcomes for this offence type. The number of outcomes where the survivor declined to support, or withdrew support from, a criminal investigation was 57%, increasing from 50% in the previous period.

Before Coronavirus (1st September 2019 to 22nd March 2020)

In the pre-Coronavirus period Nottingham was experiencing a medium-term DV crime reduction of 5% (115 fewer offences), but a long-term increase of 33% or 579 more offences.

The primary wards with a volume increase of DV crime in the medium-term (and long-term), were Clifton East ward with 23 more offences and Aspley (which accounted for 10% of all DV in this period), with 34 more offences.

The decreasing volume of offences was driven by reductions in Violence with Injury, which decreased by 29% (288 fewer offences). Stalking and Harassment however, experienced a medium-term increase of 14% (94 more offences).

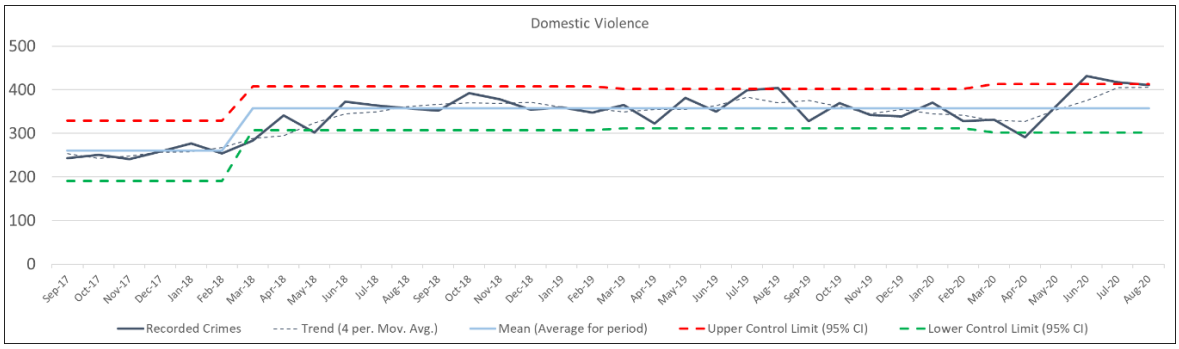
Analysis of victim demographic information reveals that 5% of DV victim data was not recorded. Females made up for 79% of recorded victims, higher than the local population of 50%. Domestic violence is most commonly abuse carried out by men against women, nevertheless, 21% of recorded victims were male, which was a 2% decrease on the comparative period in 2018/19. White British victims made up 70% of those identified, down 2% on 2018/19 (26% of victims had no ethnicity recorded). Those aged 30-39 made up for 29% of victims, higher than the local population, of which this age group make up 13%. The relationship of the victim to the offender reveals that 42% of offenders were ex-partners of the victim, with 28% of offenders the current partner of the victim.

Demographic information for offenders shows 77% of offenders were male, with 20% female and 2% not recorded. Offender ethnicity data has not been recorded in 3% of cases, an improvement from 4% in 2018/19. White British made up for 63% of offenders, whilst 37% were from a black and minority ethnic background. Like victims, offenders aged 30-39 accounted for 30% of offenders, higher than the Nottingham population in this age band (13%).

The Lockdown Period (23rd March 2020 to 3rd July 2020)

The medium-term reductions seen before Covid-19 slowed in the lockdown period as Nottingham experienced a medium-term DV crime reduction of 1% (12 fewer offences), and a long-term increase of 6% or 64 more offences. This was contrary to expectations of an increase in DV during lockdown. As can be seen from the chart below the increase in volumes actually came as lockdown restrictions began to be eased – possibly due to offences that occurred during lockdown being reported at a later date.

Figure 29: Domestic Violence Long Term Trend



The primary wards with a volume increase of DV crime in the medium-term (and long-term), were St. Ann's (which accounted for 8% of all DV in this period) with a 34% increase (23 more offences), and Dales with a 32% increase (20 more offences).

The positive outcome rate for domestic violence offences during lockdown was 8%, decreasing from 16% the previous year. There were 88 domestic violence offences with the outcome of charged, 8% of all outcomes for this offence type. The number of outcomes where the survivor declined to support, or withdrew support from, a criminal investigation was 58%, increasing from 50% in the previous period.

During lockdown females accounted for 75% of recorded victims, whilst males made up 25% - a 4% increase on the pre-pandemic share. White British victims made up 73% of those identified, up 2% on 2018/19. The relationship of the victim to the offender reveals that 37% of offenders were ex-partners of the victim, with 33% of offenders the current partner of the victim.

76% of offenders were male, with 21% female and 2% not recorded. White British made up for 67% of offenders, whilst 33% were from a black and minority ethnic background. Like victims, offenders aged 30-39 accounted for 28% of offenders, higher than the local population in this age band (13%).

Multi-Agency Risk Assessment Case Conference (MARAC):

From September 2017 all high risk domestic abuse referrals are referred to the MARAC, with only duplicate referrals (which are merged for information) being removed.

To accommodate the increase in MARAC referrals it was agreed that the MARAC meetings would remain fortnightly with every other MARAC meeting being a 2 day meeting. Each meeting discusses 25 cases (50 cases for the 2 day MARAC meeting), it was agreed by the MARAC Steering Group to cap the meeting at 25 cases, as this was the maximum cases that could be discussed in a day whilst ensuring the same level of attention is given to the last case discussed as the first.

As well as an increase in cases being discussed at the MARAC year on year, the cases are also becoming more complex, which could be attributed to the impacts of austerity. Agencies have continued to support the MARAC and ensure survivors, their children and other vulnerable adults are safe and accommodate these challenges with limited resources.

The MARAC is piloting the use of ECINs, a secure, encrypted, case base management system to assist with the increase in cases and be more compliant with GDPR requirements. The MARAC Steering Group are also reviewing the whole MARAC process to see what else can be done to manage the increase in referrals with limited resources to ensure support is maintained to increase safety and reduce risk to survivors, their children and other vulnerable adults.

The Post-Lockdown Period (4th July 2020 to 31st August 2020)

The medium-term reductions seen in the previous periods of 2019/20 reversed in the post-lockdown period when Nottingham experienced a medium-term DV crime increase of 5% (41 more offences), and a long-term increase of 16% or 111 more offences.

The increasing volume of offences was driven by Violence without Injury, which increased by 17% (43 more offences). Violence with Injury however, experienced a medium-term decrease of 2% (5 fewer offences).

Analysis of demographic information revealed similar trends to those seen in the pre-Covid and lockdown periods. As would be expected the majority of victims were female, with most offenders being male. The 30-39 age group remained the most common for victims and offenders alike.

Domestic Homicide Reviews:

Domestic Homicide Reviews (DHRs) were established on a statutory basis under section 9 of the Domestic Violence, Crime and Victims Act (2004). This provision came into force on 13th April 2011.

The purpose of a DHR is to:
a) Establish what lessons are to be learned from the domestic homicide regarding the way in which local professionals and organisations work individually and together to safeguard victims;
b) Identify clearly what those lessons are both within and between agencies, how and within what timescales they will be acted on, and what is expected to change as a result;
c) Apply these lessons to service responses including changes to inform national and local policies and procedures as appropriate;
d) Prevent domestic violence and homicide and improve service responses for all domestic violence and abuse victims and their children by developing a co-ordinated multi-agency approach to ensure that domestic abuse is identified and responded to effectively at the earliest opportunity;
e) Contribute to a better understanding of the nature of domestic violence and abuse;
f) Highlight good practice.

Reviews should illuminate the past to make the future safer and it follows therefore that reviews should be professionally curious, find the trail of abuse and identify which agencies had contact with the victim, perpetrator or family and which agencies were in contact with each other. From this position, appropriate solutions can be recommended to help recognise abuse and either signpost victims to suitable support or design safe interventions

The following learning points have been identified across multiple DHR's conducted in Nottingham:

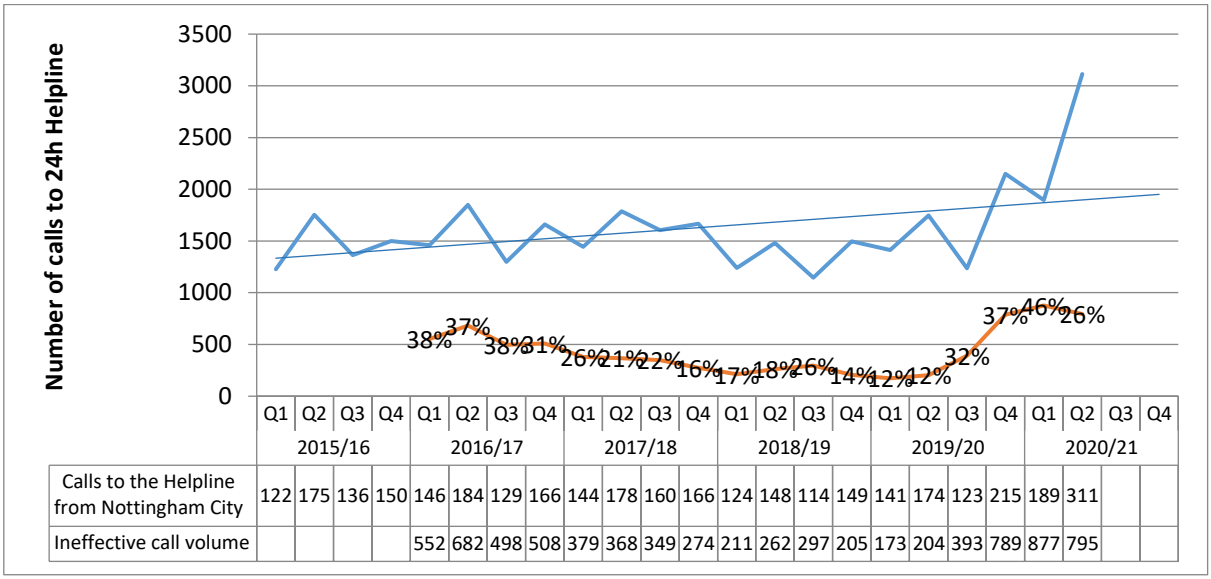
1. The importance of rigorous information sharing, including third party information;
2. The response to people with vulnerabilities or complex needs;
3. The issue of victims not engaging with services;
4. The requirement for accurate record keeping;
5. The value of a whole family approach;
6. The need for specialist knowledge within the criminal justice system in relation to perpetrators and young people who harm;
7. The need for DSVA training across partner agencies, including risk assessment and perpetrator identification.

Juno Women's Aid Helpline

The Juno Women's Aid 24 hour helpline received 5,010 calls from Nottingham in Q1 & Q2 of 2020/21.

The chart shows the proportion of ineffective calls along with the overall volume of calls. The volume of ineffective calls in 2020-21 increased by 344% (1295 more calls) when compared with the same period in 2019/20. This was largely related to issues caused by the service moving into business continuity, working from home arrangements when lockdown was introduced. As can be seen demand on the helpline increased dramatically following the imposition of lockdown restrictions.

Figure 30: DV Helpline Call Volume



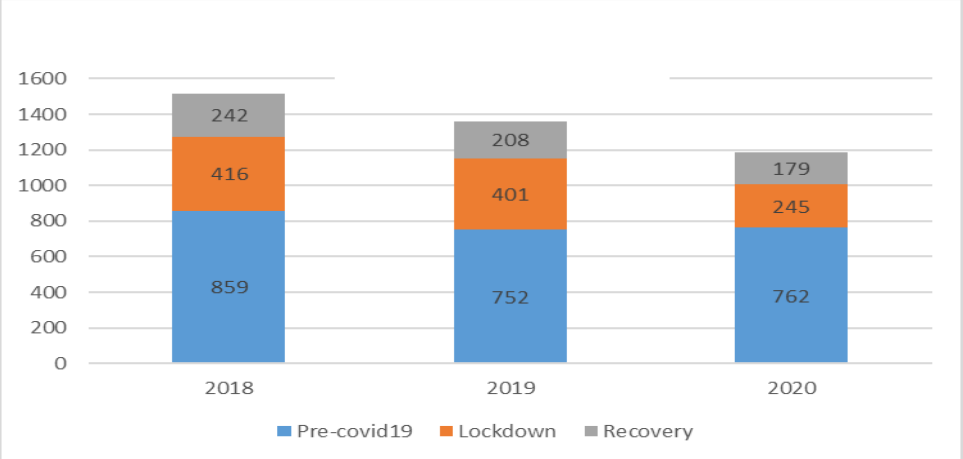
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	2015/16				2016/17				2017/18				2018/19				2019/20				2020/21			
Calls to the Helpline from Nottingham City	122	175	136	150	146	184	129	166	144	178	160	166	124	148	114	149	141	174	123	215	189	311		
Ineffective call volume					552	682	498	508	379	368	349	274	211	262	297	205	173	204	393	789	877	795		

Sexual Offences

Sexual Offences are made up of the two sub-categories of Rape and Other Sexual Offences, with overall offences accounting for 3.1% of all crime in 2019/20. For the long-term comparison, sexual offences show a decrease of 22%, 331 fewer offences. This decrease is also reflected in the medium-term with a reduction of 13%, 175 fewer offences.

Specifically, in the medium-term, Other Sexual Offences decreased by 108 offences (13%), with Rape offences decreasing by 67 offences, also a 13% reduction.

Figure 31: Sexual Offence Volumes



Monthly data for the last three-year period shows declining volumes by month, with the yearly average for the three-year period reducing from 126 in 2017/18 compared to 113 in 2018/19. There was a further decline when lockdown was enforced as the average reduced to 99 per month during this period.

Nottingham was in sixth position in the Most Similar Family for Other Sexual Offences in the last 12-month period up to August 2020, the same as for the previous 12 months. The rate of sexual offences per 1000 of the population was 1.6, a reduction from 2.5 in the previous comparative period. For rape offences, Nottingham was twelfth among the MSF with 1.5 Rape offences per 1000 people. For the comparative period in 2018/19, Nottingham was seventh, also with a rate of 1.5 Rape offences per 1000 people.

Sexual Violence Action Network:

Nottingham Crime and Drugs Partnership coordinates the Sexual Violence Action Network (SVAN); a group which consists of 19 locally-based statutory and voluntary-sector organisations, each with a working knowledge and insight in the field of sexual violence, and with the shared aim of ensuring Nottingham has an effective partnership response to sexual violence.

In 2020 the SVAN created a media and marketing brand that represents the work delivered by the SVAN; the Consent Coalition. The Consent Coalition has its own website and three social media accounts which are hosted and managed by Nottingham Sexual Violence Support Service (the commissioned sexual violence support service for Nottingham and Nottinghamshire). The establishment of the Consent Coalition has allowed the SVAN to create and distribute a number of key sexual violence resources, including the nationally recognised "*Your Journey – Sexual Violence – a Survivors Guide to Support and Reporting*" booklet. The SVAN has also created a successful consent campaign and sexual violence survey.

The launch of the Consent Coalition received exceptional feedback from a wide range of audiences, such as MPs, councillors, local, regional and national organisations. The Consent Coalition's platforms managed to reach and engage with a staggering amount of people, unparalleled in the context of comparable sexual violence projects in other regions of the country.

In February 2020, the National Director of Public Prosecutions, Max Hill QC, visited Nottingham City and spoke to members of the SVAN in relation to their collaborative working, and the potential roll-out of the 'Your Journey' booklet nationally. It was acknowledged that the SVAN should be viewed as an exemplary model demonstrating excellent partnership work; one which should be replicated in all cities. In July, the Crown Prosecution Service presented the SVAN model and the Consent Coalition resources to the Legal Cabinet and the Attorney General. The projects were well received and the Attorney General hoped to present them to Parliament as a best practice model. In late July 2020, the Crown Prosecution Service released their Rape and Serious Sexual Offences Strategy 2025, in which, the SVAN and their projects were acknowledged as best practice.

The SVAN has developed its 2021-2022 Strategy Plan, which will drive forward their key aims and objectives. The national success of the SVAN and the creation of the Consent Coalition in Nottingham has set a precedent for other cities on how to successfully tackle sexual violence.

Of the offences recorded by the police in 2019/20, 16% of all sexual offences were deemed historical cases, defined as having occurred over a year after the crime was reported. For Other Sexual Offences historical cases made up for 12%, whilst historical Rape offences accounted for 21%.

Nottinghamshire Police are consistently amongst the highest performing police forces for converting rape and serious sexual offence charges into convictions at court, therefore whilst the volume of detections is low, where charges are brought there is a high likelihood of conviction.[44]

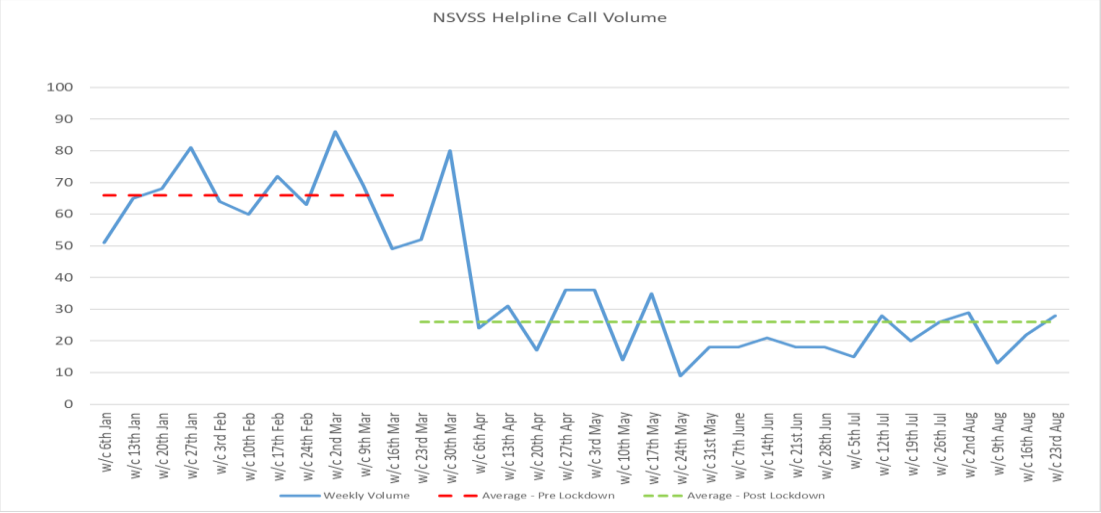
The Impact of Lockdown

The overall volume of sexual offences reduced by 39% (156 fewer offences). The most significant reductions were seen in the early weeks of lockdown, however, the rate of decrease lessened week on week to such an extent that volumes at the end of August were similar to those seen in the same period the previous year.

The closure of the night time economy for a long period is likely to have been a significant factor in this reduction, in particular that seen in 'other' sexual offences, which reduced by 50% (132 fewer offences). The equivalent figure for rape offences decreased by 17% (24 fewer offences).

As can be seen below, calls to the Nottingham Sexual Violence Support Service helpline saw a significant reduction following the introduction of lockdown. In the period between 1st Jan and 23rd March there were an average of 66 calls per week to the helpline in 2020. After this date the average fell to 26 calls per week. The number of referrals into the ISVA and counselling services also reduced during the lockdown period.

Figure 32: NSVSS Call Volume



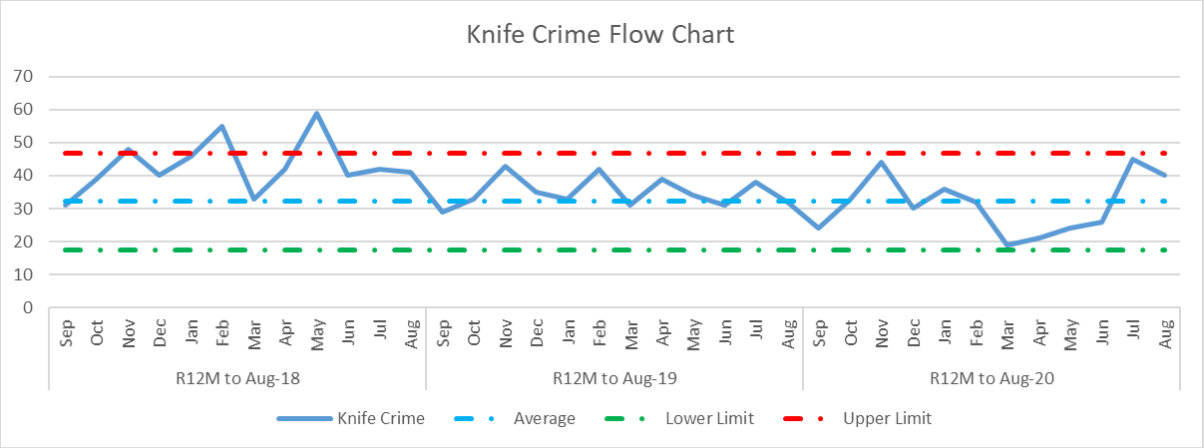
5.18 Thematic Focus – Knife Crime

Between September 2017 and August 2020 there were 1,310 knife crime offences recorded in Nottingham. Overall the volume of knife crimes has gradually decreased, such that the average

[44] https://www.google.co.uk/amp/s/amp.theguardian.com/society/2019/nov/10/half-of-victims-drop-out-of-cases-even-after-suspect-is-identified

monthly volume of offences decreased to 32.2 per month over the previous 18 months to August 2020 from 37.6 offences in the 18 months prior to August 2019.

Figure 33: Knife Crime Chart



Niche | Nottingham | Knife Crime | Reported September 2017 - August 2020 | 09/09/2020

As can be seen from the chart above, the volume of knife crime reduced sharply when the national lockdown was introduced in March. This was an escalation of a longer term trend that saw overall volumes reducing from the peak seen in the summer of 2018. As lockdown restrictions were eased the volume increased to levels similar to those seen over the previous two years.

Over the long term the decreasing volume of knife offences has been driven by reductions in knife related robberies, which have reduced by 31 offences in the most recent twelve month period.

Hyson Green and Arboretum accounted for 15% of all knife crime in the twelve months to August 2020. The largest volume increase in that period was seen in the Meadows ward, which saw an increase of 8 offences.

Ending Youth Violence Network

The Ending Youth Violence Network is a network of 105 voluntary sector organisations in Nottingham who work with vulnerable young people. They hold quarterly network meetings and the NCC Community Cohesion Team provide support with training opportunities, funding opportunities, collaboration opportunities and regulatory guidance. Since April 2020 24 organisations have been provided with support to draw in over £400,000 of funding to support services for vulnerable young people. In the previous financial year over £800,000 of external funding was brought into the voluntary sector through organisations in the network.

Males account for 73.5% of victims, with 62% of victims identifying their nationality as UK or England. Victim age demographics show a very similar pattern to that of offenders in 2019/20. The 18-24 cohort are the most represented, whilst the 30-39 age group are recorded at a rate more than 50% higher than that age groups city baseline demographic.

Offence victims aged 18-24 are more likely to be the victims of violent knife crime with 51% (n=49) suffering violence and 49% (n=48) being robbed, however, there is a decrease of overall victimisation for this age group of 14% (16 fewer offences) when compared with the previous 12 months.

Offender demographics show that males accounted for 80% of offenders in 2019/20. The proportion of identified BAME offenders (27%), has reduced in the medium-term from 39% and is currently below the city BAME population proportion of 35%. It is noted however, that 27% (n=78) of recorded knife offenders had no ethnicity recorded.

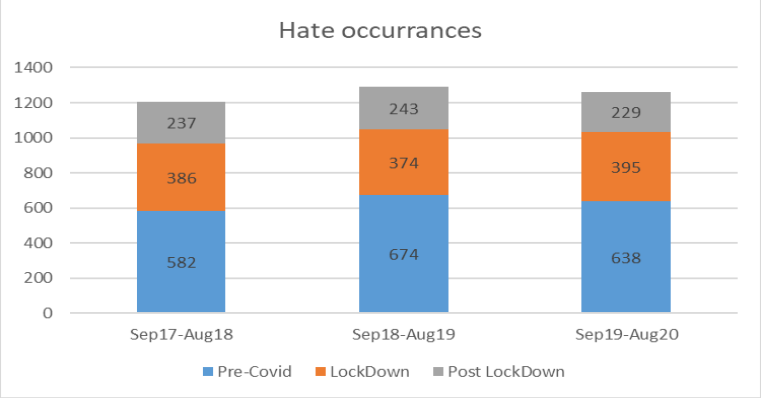
Offender age demographics in 2019/20 show that although the 18-24 cohort were the most represented age group, two other age groups (15-17 and 30-39) recorded a rate more than 50% higher than that age groups city baseline demographic.

Knife crime offenders in the 12 months to August 2020 were more likely to be aged 18-24 and 30-39, although the offence type volumes varied between age groups. Violence against the Person accounted for 60% (n=48) of the offending by the18-24 cohort, whilst among the older 30-39 cohort, violence offences accounted for 75% of offending.

5.19 Thematic Focus – Hate Crime

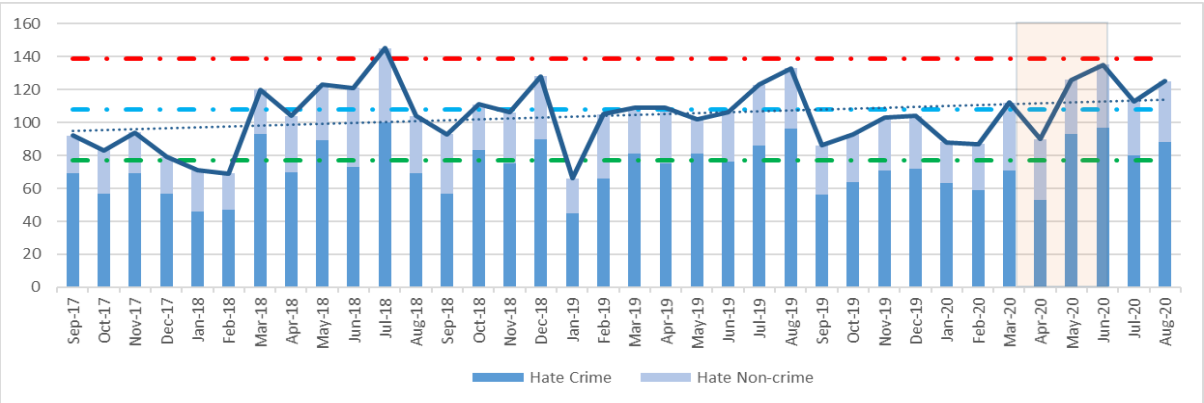
During the period covered by the 2020 Strategic Assessment hate occurrences within Nottingham saw a long-term increase of 5% (56 more occurrences), and a medium-term reduction of 2% (30 fewer occurrences).[45]

Figure 34: Volume of Hate Occurrences



The volume of hate occurrences has remained consistent over the last three years, although occurrences can vary greatly from one month to another. During the period of 2019/20, hate crime accounted for 2.8% of all offences in Nottingham, which is similar to the rate in the previous two years.

Figure 35: Hate Crime Monthly Volume



[45] A hate occurrence will be recorded as either a crime (if there is sufficient evidence that a crime has been committed) or a non-crime (if there is not). The sum of the two categories gives the overall volume of hate occurrences.

During the assessment period 969 occurrences (77%) included a race element, which was a 3% increase (27 more occurrences) in the medium-term. A further 151 (12%) contained Sexual Orientation elements, which was a 2% increase (3 more occurrences) in the medium-term. These were the only elements to experience both long and medium-term increases.

Before Coronavirus (September 2019 to 22nd March 2020)

Before the lockdown period hate occurrences in Nottingham saw a long-term increase of 9% (55 more occurrences), but a medium-term decrease of 5% (37 fewer occurrences). This medium-term reduction was constituted of a 5% decrease (25 fewer crimes) in crime and a 6% decrease (12 fewer incidents) in non-crime occurrences

The highest volume increase was seen in the Berridge ward - 20 more occurrences (+51%). The largest volume wards outside of the city centre (which accounted for 23% of all occurrences), were Hyson Green and Arboretum and Berridge, which accounted for 9% each of all hate occurrences in the pre-Coronavirus period.

Figure 36: Hate Occurrences by Ward - Pre-Coronavirus

				Long Term		Medium Term	
Ward	Sep17-Mar18	Sep18-Mar19	Sep19-Mar20	volume +/-	% change	volume +/-	% change
Aspley	18	24	23	5	28%	-1	-4%
Basford	27	34	26	-1	-4%	-8	-24%
Bestwood	26	25	30	4	15%	5	20%
Bilborough	14	26	20	6	43%	-6	-23%
Bulwell	24	27	32	8	33%	5	19%
Bulwell Forest	23	35	18	-5	-22%	-17	-49%
Leen Valley	9	20	15	6	67%	-5	-25%
North Locality Totals	**141**	**191**	**164**	**23**	**16%**	**-27**	**-14%**
Berridge	35	39	59	24	69%	20	51%
Castle	1	5	6	5	500%	1	20%
Hyson Green and Arboretum	53	55	59	6	11%	4	7%
Lenton and Wollaton East	28	33	36	8	29%	3	9%
Radford	27	18	13	-14	-52%	-5	-28%
Sherwood	17	42	18	1	6%	-24	-57%
Wollaton West	12	6	14	2	17%	8	133%
Central Locality Totals	**173**	**198**	**205**	**32**	**18%**	**7**	**4%**
Clifton East	20	22	19	-1	-5%	-3	-14%
Clifton West	1	4	9	8	800%	5	125%
Dales	37	49	29	-8	-22%	-20	-41%
Mapperley	14	21	21	7	50%	0	0%
Meadows	22	16	10	-12	-55%	-6	-38%
St Anns	28	15	33	5	18%	18	120%
South Locality Totals	**122**	**127**	**121**	**-1**	**-1%**	**-6**	**-5%**
City Centre	146	158	147	1	1%	-11	-7%
Grand total	**582**	**674**	**637**	**55**	**9%**	**-37**	**-5%**

The majority of hate occurrences recorded during the pre-Coronavirus period were race related (79%), this category saw a reduction of 8% (30 fewer occurrences) when compared to the previous period. The sexual orientation strand accounted for 10% of recorded occurrences, this was an increase of 26% (9 more occurrences).

Non-crime occurrences accounted for 31% of hate occurrence records, with Public Order Offences accounting for 62% of crime occurrences (42% of all hate occurrences).

Figure 37: Hate Occurrences by Category – Pre-Coronavirus*

Crime Type	Hate Occurrences	Race	Sexual Orientation	Religion/ Faith	Misogyny	Disability	Transgender	Alt. Sub-culture	Other
Arson	1	1	0	0	0	0	0	0	0
Criminal Damage	20	16	1	3	0	0	0	0	0
Miscellaneous Crimes Against Society	6	6	0	0	0	0	0	0	0
Other Sexual Offences	1	0	0	0	0	0	1	0	0
Other Theft	2	1	1	1	0	0	0	0	0
Public Order Offences	270	222	28	10	18	5	8	0	20
Robbery of Personal Property	1	1	0	0	0	1	0	0	0
Stalking and Harassment	54	33	6	7	0	3	3	0	5
Violence with Injury	29	23	4	1	1	0	1	1	1
Violence without Injury	53	42	4	3	2	1	3	0	2
Non-Crime	200	132	25	17	10	17	5	1	19
Grand Totals	**637**	**477**	**69**	**42**	**31**	**27**	**21**	**2**	**47**

*Hate occurrences can be recorded with more than one element

The Lockdown Period (23rd March 2020 to 3rd July 2020)

During the lockdown period there was an occurrence increase in the long term of 2% (9 more occurrences) and a medium-term increase of 6% (21 more occurrences).
The restrictions on city centre businesses during this period led to a significant medium-term reduction in that area of 45% (35 fewer occurrences), which was contrary to the citywide increase of 6%. This is reflective of reduced footfall and the attendant lack of opportunities to commit offences within the city centre, in particular in the night time economy.

Wards in the south locality experienced the largest volume increases in hate occurrences during the lockdown period, with the leading wards to experience increases being Dales (+124%, 31 more occurrences) and St Ann's (+118%, 13 more occurrences). A number of other wards also saw increases during this period, most notably Radford, Bulwell Forest and Bilborough, and a clear pattern of offending moving to neighbourhood settings can be observed.

Figure 38: Hate Occurrences by Ward – Lockdown Period

				Long Term		Medium Term	
Ward	2018	2019	2020	volume +/-	% change	volume +/-	% change
Aspley	14	19	16	2	14%	-3	-16%
Basford	16	17	18	2	13%	1	6%
Bestwood	8	18	21	13	163%	3	17%
Bilborough	12	7	15	3	25%	8	114%
Bulwell	35	21	12	-23	-66%	-9	-43%
Bulwell Forest	12	12	22	10	83%	10	83%
Leen Valley	9	13	4	-5	-56%	-9	-69%
North Locality Totals	**106**	**107**	**108**	**2**	**2%**	**1**	**1%**
Berridge	22	24	24	2	9%	0	0%
Castle	0	2	3	3		1	50%
Hyson Green and Arboretum	33	33	28	-5	-15%	-5	-15%
Lenton and Wollaton East	23	16	16	-7	-30%	0	0%
Radford	9	13	26	17	189%	13	100%
Sherwood	13	17	16	3	23%	-1	-6%
Wollaton West	9	6	10	1	11%	4	67%
Central Locality Totals	**109**	**111**	**123**	**14**	**13%**	**12**	**11%**
Clifton East	15	10	10	-5	-33%	0	0%
Clifton West	6	6	4	-2	-33%	-2	-33%
Dales	28	25	56	28	100%	31	124%
Mapperley	11	8	14	3	27%	6	75%
Meadows	8	18	13	5	63%	-5	-28%
St Anns	21	11	24	3	14%	13	118%
South Locality Totals	**89**	**78**	**121**	**32**	**36%**	**43**	**55%**
City Centre	82	78	43	-39	-48%	-35	-45%
Grand total	**386**	**374**	**395**	**9**	**2%**	**21**	**6%**

As with the pre-Covid period, race (77%), and sexual orientation (13%) were the primary recorded strands. Although the pre-Covid period saw medium-term decreases in race related occurrences, this was reversed during the lockdown period with an 18% increase, 47 more occurrences. Sexual orientation occurrences in the same period decreased by 20%, 13 fewer occurrences.

In the lockdown period non-crime occurrences accounted for 32% of all records, with Public Order Offences accounting for 51% of crime occurrences, which equated to 34% of all hate occurrences.

Figure 39: Hate Occurrences by Category – Lockdown Period*

Crime Type	Hate Occurrences	Race	Sexual Orientation	Religion/ Faith	Misogyny	Disability	Transgender	Alt. Sub-culture	Other
Burglary - Residential	1	1	0	0	0	0	0	0	0
Criminal Damage	11	9	0	2	0	1	0	0	1
Miscellaneous Crimes Against Society	5	4	0	0	0	1	0	0	0
Possession of Weapons	1	1	0	0	0	0	0	0	0
Public Order Offences	136	123	10	4	0	0	0	0	0
Shoplifting	1	1	0	0	7	2	0	0	8
Stalking and Harassment	70	51	9	11	0	0	0	0	0
Theft from the Person	1	1	0	1	4	3	1	0	5
Violence with Injury	14	12	3	0	0	0	0	0	0
Violence without Injury	28	21	4	0	0	1	1	0	2
Non-Crime	127	82	27	12	3	10	2	1	5
Grand Totals	**395**	**306**	**53**	**30**	**14**	**18**	**4**	**1**	**21**

*Hate occurrences can be recorded with more than one element

Victim ethnicity data was only available for 41% of occurrences and age data for 67% of occurrences. Where known data for hate victims was available, 27% of victims were aged 30-39, with White British victims accounting for 31% of all hate occurrences.

Figure 40: Hate Occurrences by Age & Ethnicity - Victims

	Victim									
	Black		Asian		Mixed		Other		White British	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
Under 18	2			4						1
18-24			2	3	2	1	2		2	2
25-29	2	2	2	1	8	2	2	1	4	3
30-39	6	2	5	6	3	1	3	2	6	9
40-49	3	3	1	9	2		1	3	4	8
Over 50	7	6	1	4	1			3	6	4
Totals	20	13	11	27	16	4	8	9	22	27

Offender ethnicity data was only available for 33% of occurrences and age data for 45% of occurrences. Where known data for hate offenders was available, 29% of offenders were aged over 50, with White British offenders accounting for 71% of all hate occurrences. These occurrences were predominantly (87%) race related with a further 12% being in relation to sexual orientation.

Figure 41: Hate Occurrences by Age & Ethnicity - Offenders

	Offender									
	Black		Asian		Mixed		Other		White British	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
Under 18				1				1	3	4
18-24		1			1	1				1
25-29		1	1	1	1	1		2	3	3
30-39	1		2	1	1	1	1	2	12	15
40-49	2	5		1	1			2	1	16
Over 50		2						2	8	25
Totals	3	9	3	4	4	3	1	9	27	64

Hate crime offences saw a nine-percentage point decrease in the rate of positive outcomes during the lockdown period compared to the pre-Covid period, and this rate decreased further

still after the 4th July. However, this reduction is likely to be the result of the lack of time for the offences recorded during 2019/20 to be fully investigated and closed.

There are consistent annual increases in the rate of positive outcomes for hate crime offences.

Figure 42: Hate Crime Positive Outcomes

Victim-based Crimes	Pre-Covid19	Lockdown	Post Lockdown
Positive Outcomes 2017/2018	13%	12%	15%
Positive Outcomes 2018/2019	19%	12%	6%
Positive Outcomes 2019/2020	21%	12%	4%

Post-Lockdown (4th July 2020 to 31st August 2020)

The period after lockdown saw volume decreases in the long term of 3% (8 fewer occurrences) and in the medium-term of 6% (14 fewer occurrences).

Although restrictions on city centre businesses were reduced during this period, the volume in that area nevertheless saw a significant medium-term reduction of 60% (33 fewer occurrences), this contributed to the citywide decrease of 6%.

The leading wards to experience an increase in this period were Dales (+67%, 10 more occurrences), Bilborough (+200%, 10 more occurrences) and Basford (+113%, 9 more occurrences). As with the lockdown period, there was a noticeable shift away from the city centre as ongoing restrictions and changes in behaviour contributed to reduced footfall in that area.

Figure 43: Hate Occurrences by Ward – Post-Lockdown

				Long Term		Medium Term	
Ward	2018	2019	2020	volume +/-	% change	volume +/-	% change
Aspley	15	12	11	-4	-27%	-1	-8%
Basford	17	8	17	0	0%	9	113%
Bestwood	11	8	7	-4	-36%	-1	-13%
Bilborough	13	5	15	2	15%	10	200%
Bulwell	9	10	10	1	11%	0	0%
Bulwell Forest	9	11	10	1	11%	-1	-9%
Leen Valley	3	10	5	2	67%	-5	-50%
North Locality Totals	**77**	**64**	**75**	**-2**	**-3%**	**11**	**17%**
Berridge	16	11	11	-5	-31%	0	0%
Castle	3	3	1	-2	-67%	-2	-67%
Hyson Green and Arboretum	22	15	20	-2	-9%	5	33%
Lenton and Wollaton East	10	19	10	0	0%	-9	-47%
Radford	7	7	15	8	114%	8	114%
Sherwood	9	7	10	1	11%	3	43%
Wollaton West	3	4	1	-2	-67%	-3	-75%
Central Locality Totals	**70**	**66**	**68**	**-2**	**-3%**	**2**	**3%**
Clifton East	9	8	6	-3	-33%	-2	-25%
Clifton West	2	6	5	3	150%	-1	-17%
Dales	13	15	25	12	92%	10	67%
Mapperley	12	2	7	-5	-42%	5	250%
Meadows	4	7	5	1	25%	-2	-29%
St Anns	8	20	16	8	100%	-4	-20%
South Locality Totals	**48**	**58**	**64**	**16**	**33%**	**6**	**10%**
City Centre	42	55	22	-20	-48%	-33	-60%
Grand total	**237**	**243**	**229**	**-8**	**-3%**	**-14**	**-6%**

As with the earlier periods, race and sexual orientation were the primary recorded strands. Similarly, non-crime occurrences accounted for around a third of the total, with Public Order Offences making up nearly two thirds of all crime occurrences recorded.

Figure 44: Hate Occurrences by Category – Post-Lockdown Period*

Crime Type	Hate Occurrences	Race	Sexual Orientation	Religion/ Faith	Misogyny	Disability	Transgender	Alt. Sub-culture	Other
Criminal Damage	8	5	0	3	0	0	0	0	0
Miscellaneous Crimes Against Society	0	0	0	0	0	0	0	0	0
Other Theft	0	0	0	0	0	0	0	0	0
Possession of Weapons	1	1	0	0	0	0	0	0	0
Public Order Offences	96	84	8	5	3	1	0	1	3
Robbery of Personal Property	1	1	0	0	0	0	0	0	0
Stalking and Harassment	31	27	3	1	0	0	0	0	0
Violence with Injury	9	7	1	0	0	0	1	0	0
Violence without Injury	16	15	0	0	0	1	0	0	0
Non-Crime	67	46	17	1	2	5	0	0	4
Grand Totals	229	186	29	10	5	7	1	1	7

*Hate occurrences can be recorded with more than one element.

Nottingham City Hate Crime Strategy

The aims of this strategy are to:

- Increase reporting of hate crime
- Reduce repeat victimisation by 10%
- Establish and maintain a Hate Crime and Cohesion board for Nottingham

Objectives:

- Better understand scale and nature of hate crime
- Reduce the harm to victims and communities
- Strengthen the partnership

Nottingham Hate Incidents Performance Panel (NHIPP):

The NHIPP was established in 2015 to deliver a scrutiny and accountability function as well as learning points from hate crime/incidents. This process has recently been reviewed and the purpose and structure of the panel has now changed. The NHIPP process will now focus on repeat victimisation of hate crime as the local labour manifesto pledges to reduce repeat victims of hate crime by 10%. A framework to report on performance has been developed which will use the information collected through NHIPP to monitor performance on repeat victimisation on a monthly basis. The new framework will differentiate between repeat victims where the offender is known or unknown, and monthly reports will be produced outlining the number of cases, their type, interventions deployed and outcomes. A tactical menu has been created to aid this process which sets out the different interventions available for different kinds of cases.

5.20 Thematic Focus – Anti-Social Behaviour

The heat maps in Figure 37 show how ASB has changed during the medium-term comparative period. Prior to the pandemic ASB was most problematic in the city centre, due to a high density of shops, offices, licensed premises, as well as a high footfall of people. Additionally, the night-time economy was also a source of a high volume of ASB. The lockdown period removed many of these factors, as people worked from home, shops and licensed premises shut and the flow of people in and out of the city centre reduced significantly. This resulted in an increase in ASB occurring in residential areas as the movement of people was restricted and the majority of

commercial, leisure and hospitality venues were closed. The heat maps reveal concentrations of ASB outside of the city centre, with Hyson Green & Arboretum, Berridge, Radford and the Meadows all having large increases.

Community Protection Officers & ASB:

When the Government announced UK wide lockdown measures on the 23rd of March 2020, CPOs had to continually adapt their service delivery to ensure that those most vulnerable in the community were safe and well whilst continuing with their statutory regulation and enforcement. In the first six months of the 2020 financial year in comparison to 2019 CPOs received a greater number of service requests, with complaints regarding noise continuing to account for the majority (74%) of these complaints.

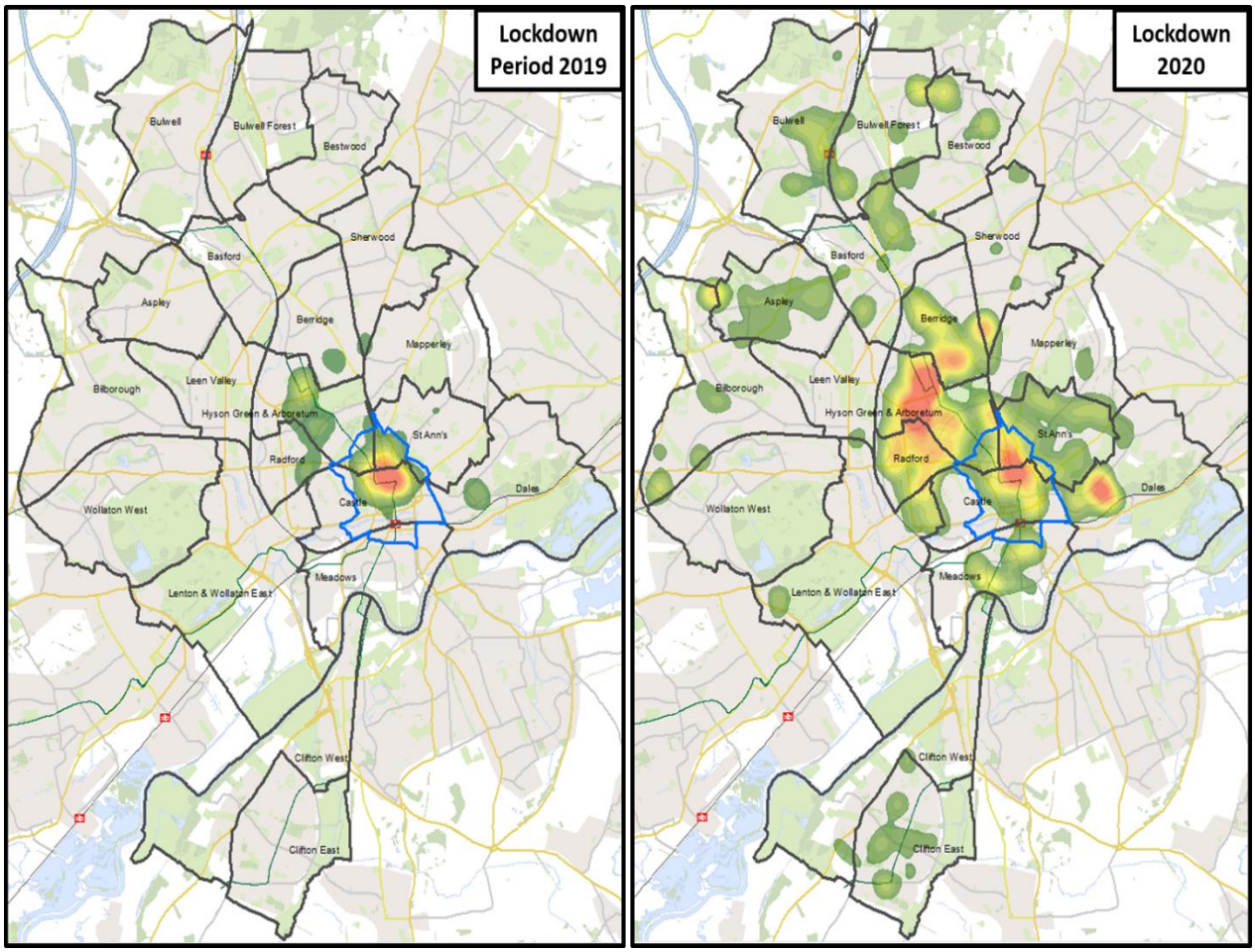
During lockdown complaints of domestic noise nuisance were dealt with in the same way as they were pre-lockdown, however more of the interactions with alleged offenders and complainants took place on the doorstep or via the telephone or emails due to the social distancing measures that were in place. Additionally with the suspension of the installation of noise recording equipment to evidence breaches of CPNWs and/or CPNs, CPOs had to work with complainants to utilise other means of gathering evidence.

These statutory regulations include, but are not limited to, smoke from bonfires, overgrown hedges, street drinking and vandalism, in addition to requests from other departments including Environmental Health and Safer Places and Safer Housing. Most notably, with the suspension of garden waste collections and the closing of recycling centres there was reported to be a sharp increase in the number of residents burning their waste and subsequent complaints of smoke nuisance from bonfires. Again, these complaints were dealt with under the Anti-social Behaviour, Crime and Policing Act 2014 and CPOs worked within the five stage model of enforcement to successfully resolve these issues.

Furthermore, it was recognised nationally that as a result of closing recycling centres and suspending waste collections that fly tipping had increased dramatically with some media outlets reporting a 300 per cent increase in rural areas. All fly tips and reports of fly tipping are fully investigated by CPOs and after conducting doorstep PACE interviews, Fixed Penalty Notices were issued to those responsible for small scale fly tips.

Along with continuing their statutory regulation and enforcement, CPOs played a crucial role in ensuring that parks, open spaces and retail environments were being used responsibly in the interest of public safety whilst closing non-essential businesses, cordoning off areas to prevent the spread of the virus and advising and educating the public on social distancing and stopping social gatherings. A lot of the work of CPOs has also focussed, and continues to do so, on ensuring that businesses are complying with new guidelines and subsequently CPOs have visited numerous premises to ensure that they are trading within the guidelines and have taken enforcement action against those that are not.

Figure 45: Heat map of ASB for the Comparative Lockdown Periods



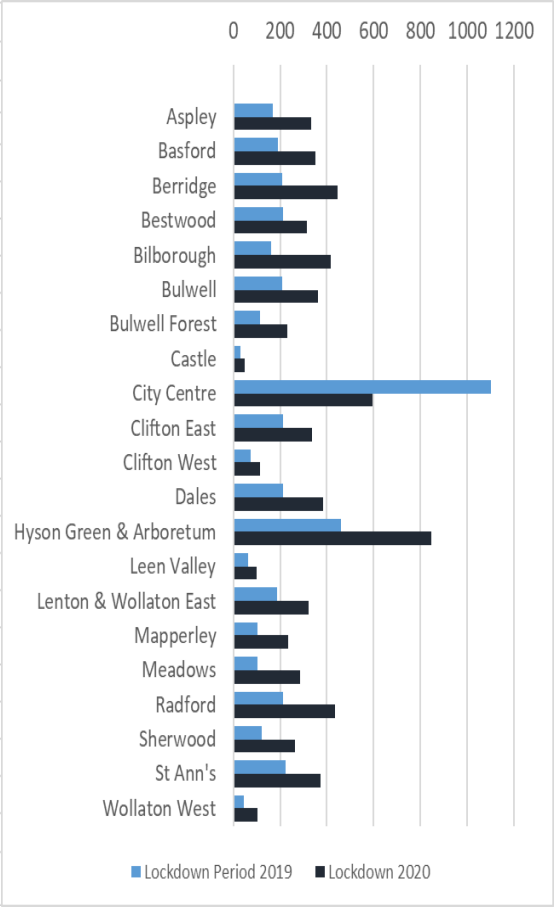
ASB by ward is displayed in Figure 38, comparing the lockdown period with the same period in 2019, with the highest volume and change highlighted. Before Coronavirus the city centre experienced the highest volume of ASB, accounting for roughly 25% of all ASB in Nottingham. During the lockdown ASB in this area reduced by 504 calls, a 46% reduction – this was the only area to experience a reduction in calls for this period. Nevertheless, the city centre still saw the second highest volume of ASB calls in this period.

As noted above, during lockdown ASB moved from the city centre to suburban areas and in this period all twenty wards experienced an increase in ASB calls, with every ward area increasing by at least 48%. Hyson Green & Arboretum ward had the highest volume for all areas during lockdown, accounting for 12.3% of all ASB in Nottingham. This ward also had the largest volume increase of 387 calls, an 84% increase compared to the comparative period in 2019.

Figure 46: Volume of ASB by Ward – Lockdown Period

Ward	Lockdown Period 2019	Lockdown 2020	Change Volume	Change %
Aspley	170	333	163	96%
Basford	192	351	159	83%
Berridge	207	445	238	115%
Bestwood	212	313	101	48%
Bilborough	161	415	254	158%
Bulwell	210	360	150	71%
Bulwell Forest	113	231	118	104%
Castle	29	48	19	66%
City Centre	1100	596	-504	-46%
Clifton East	213	336	123	58%
Clifton West	72	113	41	57%
Dales	212	385	173	82%
Hyson Green & Arboretum	459	846	387	84%
Leen Valley	63	98	35	56%
Lenton & Wollaton East	186	322	136	73%
Mapperley	103	236	133	129%
Meadows	102	286	184	180%
Radford	213	435	222	104%
Sherwood	120	265	145	121%
St Ann's	223	372	149	67%
Wollaton West	46	102	56	122%
Total	**4406**	**6888**	**2482**	**56%**

Top	2
	4
	6



The change in rates for all areas again demonstrates how much impact Coronavirus and lockdown had on the normal patterns of life. The rate of ASB per 1,000 people for each area is shown in Figure 39. Overall for Nottingham there was an increase from 12.6 calls per 1,000 people to 19.7 calls. Again, all areas experienced increases with the exception of the city centre - which decreased by 22 calls per 1000 or 46%. The Meadows ward had the largest rate increase from 10.9 to 30.6, a 180% increase. Hyson Green & Arboretum ward also had a large increase and also the highest rate for Nottingham, with 42.8 incidents per 1,000 people.

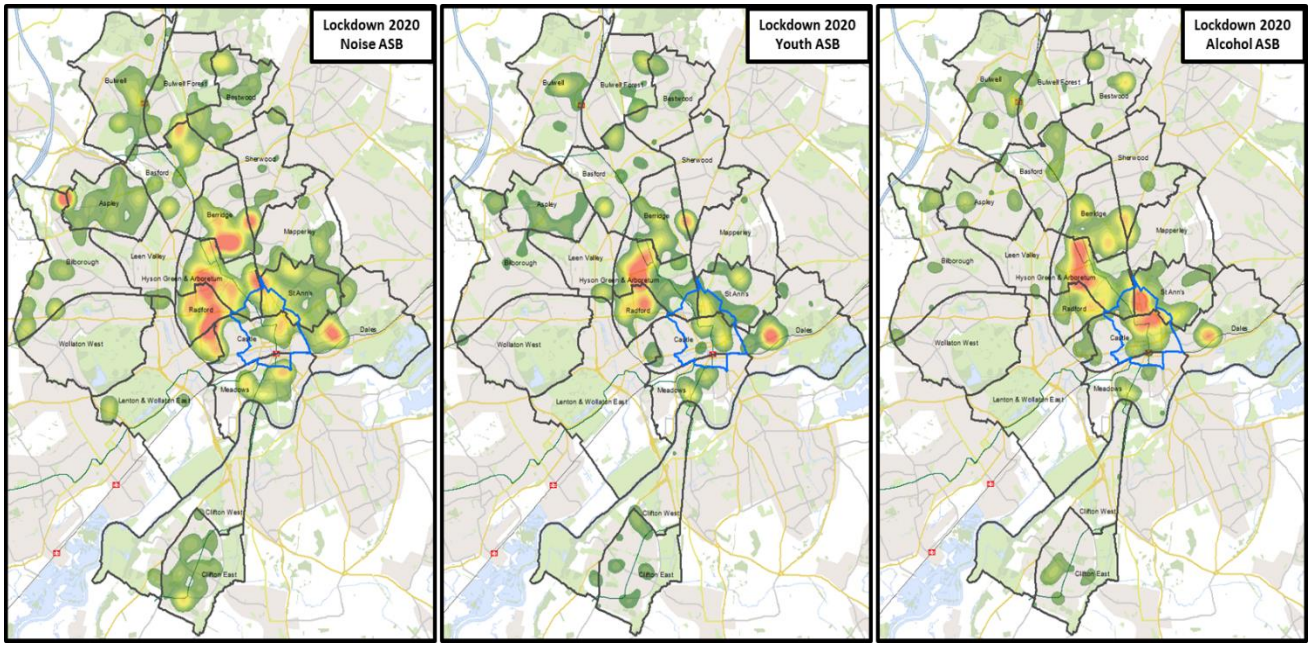
The heat maps in Figure 40 show the hotspots for ASB during lockdown for the main ASB categories of noise, youth and alcohol. Some areas saw hotspots for each ASB category, such as the Hyson Green & Arboretum ward, as well as the Dales ward. Other wards had more intense hotspots for a certain category of ASB and much less for other types. ASB varies across Nottingham's twenty wards for a plethora of complex reasons including social deprivation, income, the type of housing, employment, community cohesion, number of schools and the amount of green space. There is also a level of personal subjectivity, tolerance and interpretation of behaviour that will vary from person to person and from area to area based on the factors previously mentioned.

During lockdown 43% of ASB calls related to noise, with the heat map identifying multiple hotspot areas across Nottingham. For the medium-term comparative period, noise incidents increased by an average of 77 calls for each area, a 147% increase on average - furthermore five wards saw an increase of over 200%.

Figure 47: Rate of ASB by Ward – Lockdown Period

Rate of ASB per 1,000 people by ward					
Ward	2019 Mid Year Population Estimates	Lockdown Period 2019	Lockdown 2020	Change	
				Volume	%
Aspley	19578	8.7	17.0	8	96%
Basford	16949	11.3	20.7	9	83%
Berridge	17103	12.1	26.0	14	115%
Bestwood	17443	12.2	17.9	6	48%
Bilborough	16535	9.7	25.1	15	158%
Bulwell	16481	12.7	21.8	9	71%
Bulwell Forest	13704	8.2	16.9	9	104%
Castle	2529	11.5	19.0	8	66%
City Centre	23340	47.1	25.5	-22	-46%
Clifton East	17149	12.4	19.6	7	58%
Clifton West	10958	6.6	10.3	4	57%
Dales	17119	12.4	22.5	10	82%
Hyson Green & Arboretum	19772	23.2	42.8	20	84%
Leen Valley	8854	7.1	11.1	4	56%
Lenton & Wollaton East	23215	8.0	13.9	6	73%
Mapperley	16355	6.3	14.4	8	129%
Meadows	9361	10.9	30.6	20	180%
Radford	16476	12.9	26.4	13	104%
Sherwood	16110	7.4	16.4	9	121%
St Ann's	14959	14.9	24.9	10	67%
Wollaton West	15219	3.0	6.7	4	122%
Total	**348787**	**12.6**	**19.7**	**7**	**56%**

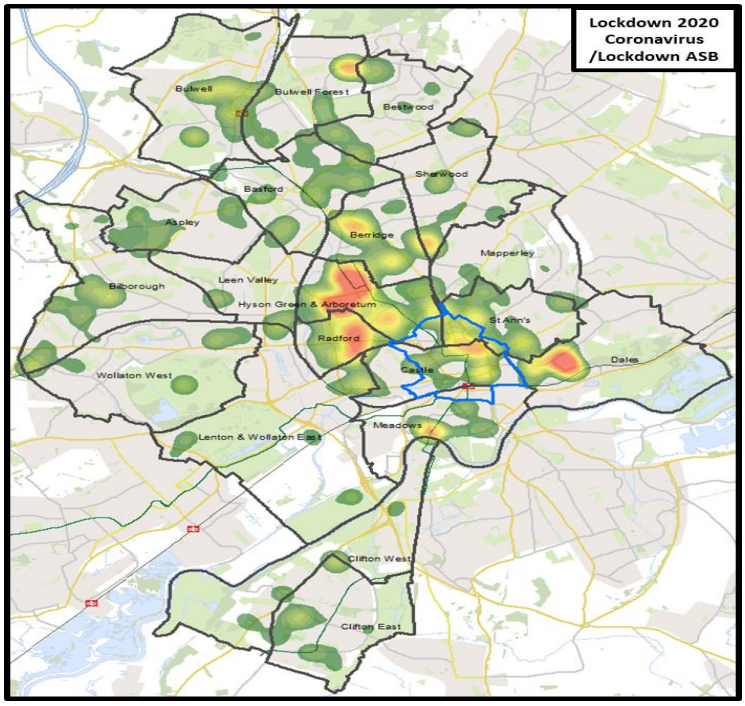
Figure 48: Heat Maps by Category – Lockdown Period



Coronavirus/Lockdown related ASB

ASB tagged as 'Coronavirus/lockdown' has been identified using a word search formula on the incident details, looking for key words and phrases. These incidents typically involved calls about people gathering in groups larger than six people, or people failing to correctly social distance, as well as broader lockdown measures or just where Coronavirus was mentioned. Although this method has its limitations it does provide a guide as to which areas were more problematic, as shown in the heat map at Figure 41. Key hotspots include the following wards: Hyson Green & Arboretum, Dales, Radford, Meadows and Bulwell Forest.

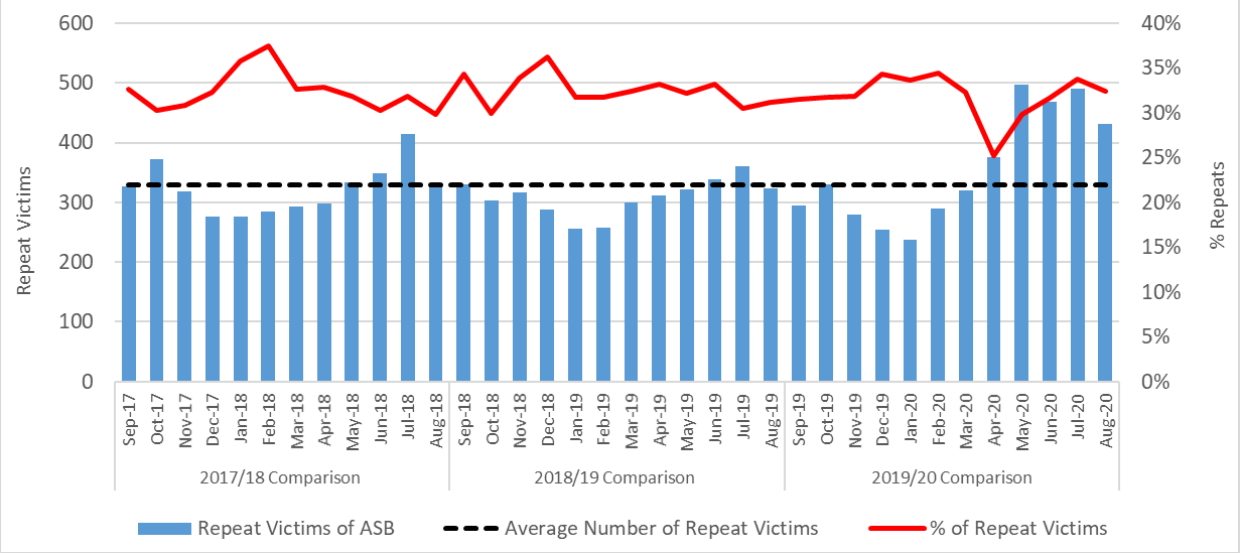
Figure 49: Heat map of Coronavirus/Lockdown ASB



Repeat Victims

Repeat victims of ASB can suffer greatly from either a broad range of ASB issues or from consistent and persistent behaviour that can be very detrimental to the victim. Repeat victims of ASB for the last three years are shown in Figure 42, with the total number of repeat victims, average volume and percentage of victims who were repeats all displayed. Whilst there was a large increase in repeat victims of ASB during the lockdown period, the proportion of victims who were repeats has remained similar over the three year period.

Figure 50: Repeat victims of ASB – Three Year Trend



ASB Tasking:

In April 2020, ASB Tasking was set up as a response to the sudden rise in Anti-Social Behaviour during the Covid-19 lockdown period. This was a joint request from both Nottinghamshire Police and Nottingham City Council.

ASB Tasking is now a bi weekly, multi-agency meeting with a representatives from Nottingham City Council (ASB Team, Intelligence and Performance, Safer Business and Safer Housing) Nottingham City Homes, Nottinghamshire Police and Nottinghamshire Fire and Rescue Service. The process is managed on the multi-agency case management system ECINS by the NCC Performance & Intelligence Team.

The meeting looks at the top 10 ASB repeat locations in the City which is sourced from both Council and Police data. The Performance & Intelligence Team detail the complaints, amount of complaints, relevant addresses and housing status for agencies to use as a reference point. These locations are then discussed in a virtual forum via Microsoft Teams and, once agreed by the group, resources are allocated.

Representatives are also encouraged to communicate any other ASB related issues they are facing that cannot be solved at a local level or to bid for any additional resources that they may require.

Temporal Analysis

The time of day that ASB occurred is shown in Figure 43. The patterns and proportions were similar for both lockdown and the same period in 2019, albeit the volume of ASB was much greater in 2020. The day of the week that ASB occurred also remained similar, with a slight reduction in the proportion of incidents at the weekend. Although the pattern of ASB by day is broadly the same, the volume of ASB increased substantially for each day. Wednesday and Thursday had the largest percentage increases compared to the 2019 comparison period, with 84% and 86% respectively.

Overview of Community Protection ASB Service:

The ASB Service delivers a wide range of services aimed at tackling the most serious cases of anti-social behaviour. The Enforcement Officer's role is to collate all the evidence and assess it, considering several other factors such as the mental and physical health and wellbeing all parties to ensure a full and comprehensive picture is obtained. The Enforcement Officer then formulates an action plan based on the most appropriate actions available utilising the full tools and powers available not just to the ASB Service but also involving a multitude of support agencies to tackle the behaviours being complained of in a holistic manner to provide long term relief.

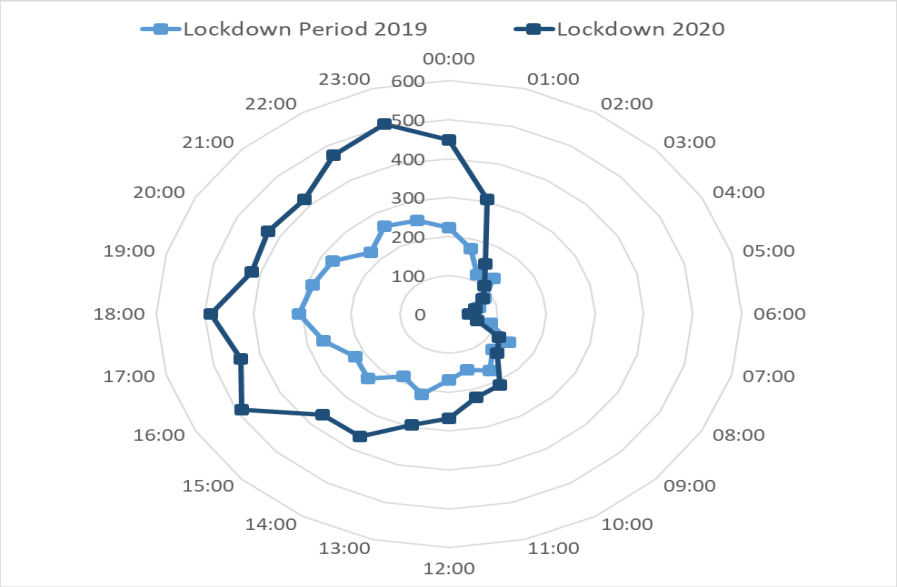
Prior to the pandemic, the ASB Service undertook their duties from within local police with four teams across the city who had access to several council systems and police systems for interrogation and evidence collation and access to a pool vehicle, public transport or their own vehicles to visit victims and witnesses either in their own homes or in a mutually convenient location to take statements.

In the last week of March 2020, urgent action was undertaken to provide all enforcement officers with laptops and access to council systems as the highest priority. A "duty manager" was appointed each day to attend Byron House and send out all documentation and a contact was appointed for intelligence and to provide vital information for case composition. Enforcement Officers were encouraged to make contact with all victims and witnesses by telephone and to, in as much as possible, take statements over the telephone or liaise with victims and witnesses remotely by whatever means available.

The Government introduced a "stay" on all evictions and the courts were only able to deal with any case where violence or threats of violence was present and in such circumstances, the courts would issue an Ex Part interim Injunction to restrict behaviours until such times as a hearing could be convened to allow the respondent an opportunity to defend the application.

The ASB Service has adapted very quickly to the lockdown imposed by the Government and have made several changes, evolving their services and adapting their ways of working in order to continue to provide high quality services to support those vulnerable citizens in Nottingham suffering intolerable anti-social behaviour.

Figure 51: ASB by Hour – Lockdown Period



The peak times for ASB vary for each category – these are highlighted in Figure 44. As can be seen, noise calls increased in the later hours of 20:00 – 01:00, whilst youth ASB peaked earlier between 15:00 – 20:00. Coronavirus/lockdown ASB incidents were at their highest volume between 16:00 – 20:00.

Figure 52: Type of ASB by Hour – Lockdown Period

	NTE						Day												NTE						
ASB Type	00:00	01:00	02:00	03:00	04:00	05:00	06:00	07:00	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00	18:00	19:00	20:00	21:00	22:00	23:00	Total
Noise	332	234	118	75	47	32	14	21	18	25	44	49	56	57	106	88	134	120	167	143	183	217	304	372	2956
Youth	51	25	13	10	3	3	6	3	10	13	20	28	29	43	69	78	112	109	96	91	86	67	66	63	1094
Alcohol	56	41	25	11	10	11	5	6	6	8	16	16	24	22	34	45	59	59	60	69	58	76	64	77	858
Coronavirus/Lockdown	41	21	9	4	2	1	4	10	9	16	26	17	35	52	63	48	90	72	73	66	71	57	59	44	890
Other	75	51	20	20	26	16	18	25	80	92	118	127	151	153	148	169	199	167	183	153	134	120	105	81	2431
Total ASB Tags	555	372	185	120	88	63	47	65	123	154	224	237	295	327	420	428	594	527	579	522	532	537	598	637	8229
Total ASB Incidents	448	305	150	103	80	56	41	60	119	140	211	221	268	294	363	365	491	442	487	419	428	417	473	507	6888
Proportion	7%	4%	2%	1%	1%	1%	1%	1%	2%	2%	3%	3%	4%	4%	5%	5%	7%	6%	7%	6%	6%	6%	7%	7%	100%

Nottingham City Homes (NCH):

Noise nuisance and garden nuisance are the most reported case types, accounting for 25% of total casework. Garden nuisance cases account for 22% of casework. The vast majority of garden nuisance cases are proactively identified by Housing Patch Managers through their work on our estates. ASB cases relating to drugs and criminal behaviour account for 12% of casework and NCH work closely with Police and partners to tackle criminal behaviour in our neighbourhoods.

The majority of NCH ASB casework is resolved by early intervention and supportive interventions such as verbal and written tenancy warnings, support referrals and mediation. If early intervention techniques do not revolve the case, then NCH work with the Community Protection ASB Team to deliver tenancy enforcement action.

Where possible NCH prevent anti-social behaviour from occurring in the first place, examples include NCH tenancy agreement with robust ASB and criminal behaviour clause, development of pre-tenancy training, tenant expectations set out a sign-up and new tenancy visit, environmental improvements to reduce the likelihood of anti-social behaviour taking place, delivery of training and awareness events to partners regarding anti-social behaviour and mediation. During 2019/20 the tenancy agreement was updated to include specific clauses about knife crime and domestic abuse.

During 2020/21 the ability to undertake ASB casework has been affected by COVID-19 and therefore the service had to adapt considerably. Since the start of April 2020, ASB casework has increased by 16%, noise nuisance cases alone have increased by 66%.

NCH has had to adapt as face-to-face contact with complainants and perpetrators has been limited by Covid-19 restrictions, thus making some contact more difficult. Despite this, ASB cases have been managed well and effectively by HPM's and victim satisfaction has remained high. Whilst ASB possession cases have been affected by the moratorium on evictions, during Covid-19 we have continued to work with Community Protection to use Civil Injunctions to tackle persistent and serious anti-social behaviour.

During Covid-19, NCH has seen an increase in the number of Domestic Abuse (DA) cases. Casework between April and May 2020 increased by 6.7%. To address the increased demand, NCH devised a Covid-19 Domestic Abuse action plan at the start of lockdown, in liaison with partner organisations. The primary purpose of this plan was to support and protect victims of domestic abuse, both internally through our frontline staff and in partnership with other local organisations. NCH quickly re-designed processes and action plans, identifying any tenants at risk and have made contact with those tenants and offered additional support where appropriate. NCH have provided an enhanced level of support to the NCC Sanctuary Scheme during Covid-19.

5.21 Thematic Focus – Modern Slavery & Exploitation

In October 2018, HM Government released an annual report on Modern Day Slavery in the UK[46], whereupon it renewed its commitment to its Modern Slavery Strategy[47]. The umbrella term 'modern day slavery', categorised by HM Government's topology of MDS[48] encapsulates labour exploitation, domestic servitude, sexual exploitation and criminal exploitation.

There were 56 slavery offences recorded in Nottingham in the 2019/20 assessment period. This compares with 36 and 46 in 2018/19 and 2017/18 respectively.

The National Crime Agency strategic assessment lists areas of concern as high cash flow businesses that do not require licences to operate and have no established inspection and registration regime with local authorities[49]. Hand car washes are an example of these business practices. Beyond initial planning permission applications for changing use of sites – primarily defunct petrol stations and public house car parks – there is no requirement to locally register the business or those involved in its operation

The GLAA identifies several business types of concern[50] including nail salons, which are prevalent in Nottingham. In 2018, a total of 58 beauty salons were identified in the city that partly or solely offered nail treatments. Usually these businesses do not need a licence to operate thus they are able to exploit people without being discovered by authorities.

Local understanding from work undertaken around modern day slavery is its effect on housing, particularly concerning the private rented sector - offenders exploiting people, the need to house them is apparent within this tenure. With improvements to inspection methods around registered state landlords, these perpetrators have moved to the private rented sector, particularly to Houses of Multiple Occupancy (HMO). Locations supporting older corporate stock such as Hyson Green and Sneinton - with densely populated, three storey houses – have proven to be conducive to conversion into HMOs without planning permission or for overcrowding with people. There are approximately 41,000 private rented properties in Nottingham.

The NCC Exploitation and Slavery Team, Adults (ESTA) was formed in 2018 and has found an emerging pattern of smaller scale exploitation, which usually receives less attention but represents significant harm to people living in Nottingham. For example, cuckooing – drug dealers taking over a local property, normally belonging to a person who is either vulnerable, disabled.

Since the COVID pandemic lockdown began in March, the team has experienced a 64% rise in referrals.

The majority of referrals have been around sexual exploitation and cuckooing. It is not unusual for these categories to dominate the teams' workload, but there has been a definite increase in both during the COVID period.

It appears likely that the increase in referrals will continue. The economic position of unskilled workers will worsen as furlough comes to an end and businesses will inevitably let workers go

[46] 2018_UK_Annual_Report_on_Modern_Slavery
[47] Modern_Slavery_Strategy
[48] typology-modern-slavery-offences
[49] NCA National Strategic Assessment of serious organised crime 2019
[50] https://www.gla.gov.uk/publications/labour-exploitation/

as they struggle to survive. This will leave people vulnerable to exploitation, especially those not entitled to recourse to public funds.

Another theme that has emerged over recent years is County Lines; the term refers to urban gangs supplying drugs to suburban areas, as well as market and coastal towns, by using dedicated mobile phone lines or "deal lines". Gangs use children and vulnerable people to move drugs and money to these areas. Once caught up in county lines, exploited individuals are at risk of extreme physical and/or sexual violence gang recriminations and trafficking.[51]

The Nottingham city area is more often an exporter of county lines, as opposed to recipient. There are known lines originating in Nottingham (due to young people from Nottingham being arrested) that travel to Hull, Oxfordshire, Derbyshire, and Lincolnshire. There are also city nominals operating in other areas of Nottinghamshire such as Newark and Sutton-in-Ashfield, as well as lines believed to originate in London.[52] It is highly likely that there are county lines (internal and external) operating in Nottinghamshire of which the partnership are not aware.

Exploitation and Slavery Team, Adults:

The Exploitation Slavery Team Adults has dedicated officers who work with partners to identify and tackle modern slavery and trafficking and offer support to survivors. Initially established as part of a Home Office pilot to provide post-National Referral Mechanism (NRM) support for victims, the Team has evolved in response to emerging need following suspected cases of slavery in which victims were known to a number of agencies but connections were not made and the harm not immediately identified.

To strengthen a multiagency approach to identification, prevention and management of cases, a Slavery Exploitation Risk Assessment Conference (SERAC) was established by the Team. The SERAC unites statutory and non-statutory agencies to discuss suspected or known cases and plan a joint response to manage risk and intervene. Discussions also feed into NRM referrals and police investigations. Safeguarding actions and interventions are managed locally for individuals that are either not suitable for or choose not to access the NRM process.

The SERAC model has supported the identification of a cohort of people that don't meet care act or police thresholds. It creates an instant response to safeguard and tackles criminality while holding agencies accountable. The function also tackles inequality (60% of referrals for individuals are survivors with a physical disability, mental health issue or learning need) and provides a single point of contact for agencies.

Outside of the SERAC arena, the Exploitation Slavery Team Adults triage referrals, liaise with other agencies, conduct low-level investigations, offer specialist guidance to professionals and advocate for survivors. The team also delivers awareness raising sessions and support Police on pre-planned operations to provide a survivor centred approach from first interventions in both business settings and dwellings.

Since the SERAC began in May 2019, the team has received more than 220 referrals, some of which go to SERAC, some dealt with more urgently. Cases include cuckooing, human trafficking, forced labour, labour exploitation, sexual exploitation, physical abuse, financial exploitation, domestic servitude, false imprisonment, criminal exploitation, slavery, debt bondage and county lines.

[51] Home Office guidance definition
[52] Source: Nottinghamshire Police intelligence

Controllers of county lines may also force young people to transport drugs, cash, or other commodities on their person, often by public transport to avoid suspicion. Not all county lines will necessarily evolve into modern slavery but where those young people are involved in offending by coercion, this presents a challenge for policing, safeguarding teams and partners in how to identify and respond.

In recognition of these challenges a co-ordinating safeguarding approach has been established in the city, the Child Criminal Exploitation Panel (CCEP) aims to support vulnerable young people by utilising the methodology from the CSE MASE panel. This is a strategic meeting to discuss young people involved in criminality who have already been subject to support services.

Modern slavery offences are a hidden offence type and these low numbers show only a partial picture. It is not known if more UK nationals are being found as victims of modern slavery because of increased proactive work by the police and partners or if criminals are increasingly targeting them.

6. Conclusion

6.1 Risks & Gaps

A summary of the risks and gaps identified during the assessment period is given below. These are arranged thematically in as far as is possible

General

- During the lockdown period there was a noticeable shift of crime and ASB from the city centre to the neighbourhoods. This was particularly noticeable in relation to hate crime, ASB and sexual offending. This presents a challenge for the partnership as resources are heavily weighted towards the city centre. Furthermore, many of the protective factors provided by the city centre and night time economy are not present in local neighbourhoods and private dwellings.
- The long term impact on offending and victimisation of Coronavirus, lockdown and the associated change in behaviours is not fully understood.
- The ability of the partnership to respond to changing circumstances has been drastically reduced in recent years as a result of funding cuts and the consequent reduction in available resources.

DSVA

- The DV system is struggling, including MARAC, as reporting goes up whilst services are underfunded and many have seen cuts in real terms. These issues are mitigated to a degree by the strength of local partnerships.
- There is a gap around some communities who do not understand that domestic abuse is an issue to be reported.
- There is a lack of funding for sexual violence services and that which exists is short term and fragile.
- There are no specialised services for refugees arriving in Nottingham with a history of sexual violence victimisation.

- Sexual violence remains underreported, particularly that which occurs at universities, where it is estimated that two thirds of offences go unreported

Knife Crime

- There is currently a gap in provision for those aged over 18 who are not managed or overseen by a statutory service.
- Commissioned service provision in this area is fragmented and much of the funding is short term.
- The role of social media in instigating and escalating conflicts is not fully understood and thus an appropriate response is yet to be developed.

Hate Crime

- As noted above, offending has largely moved to neighbourhood settings. This presents new challenges, especially around prevention.
- Repeat victimisation is not fully understood and consequently the response to these citizens can be improved, particularly in those cases which relate to long running disputes between neighbours or other known parties.
- Underreporting remains an issue within particular groups and communities, such as taxi drivers, fast food workers and transgender citizens.
- There is a lack of information about serial perpetrators as they are often not identified.

Substance Misuse

- Budget cuts to commissioned service may adversely impact treatment outcomes for clients in 2021/22 and beyond.
- The removal of the ring-fence from the public health grant could result in further cuts to substance misuse budgets.
- The understanding and response to Novel Psychoactive Substances and newer drugs, such as Fentanyl, is not yet fully developed.
- The identified need in relation to alcohol is far greater than that which is met through current treatment services.
- Changing patterns of drug use during lockdown and beyond present a challenge to the partnership, in particular a move to NPS as heroin becomes unavailable and/or unaffordable.

Anti-Social Behaviour

- The high volumes of ASB in local neighbourhoods look set to continue for some time as Covid related restrictions remain and people continue to work from home and the city centre and NTE remain under capacity.
- ASB related to domestic noise is particularly problematic and the partnership will need to use its limited resources in as targeted and effective manner as possible.
- Large scale parties and gatherings in private dwellings are also a cause of concern, both in respect of ASB and the transmission of Coronavirus. Effective intelligence and enforcement are key to tackling this problem.

- ASB in student areas of the city is a perennial problem and this has been exacerbated by the pandemic and lockdown restrictions. Again, limited resources will need to be creatively deployed in order to manage this issue.
- The full scale and nature of ASB is not understood and the available picture is partial and fragmented.
- The partnership response to ASB is disjointed and not easy for the public to understand.

Modern Slavery & Exploitation

- Support for victims is fragmented, due to the prevalence of short term funding and pilot projects.
- There is a need ease the transition when people move to the area. A pathway to other support services is required e.g. mental health services or services for looked after children.
- Asylum seekers and refugees with no recourse to public funds are particularly vulnerable to this type of offending.
- It appears likely that the increase in referrals will continue. The economic position of unskilled workers will worsen as furlough comes to an end and businesses will inevitably let workers go as they struggle to survive. This will leave people vulnerable to exploitation, especially those not entitled to recourse to public funds.
- There is little reason to suppose that the economic and social conditions that drive modern slavery offences will change substantially over the assessment period.
- The withdrawal from the EU by the UK may change the tactics and targets of modern slavery offenders if the movement of people for labour between the UK and EU is substantially affected.

6.2 Recommended Priorities for 2021/22

In line with the above, the six recommended priorities for 2021/22 are shown below. Subject to approval by the CDP Board these will be incorporated into the forthcoming refresh of the partnership plan.

Figure 53: Recommended Priorities for 2021/22

2021/22 Recommended Priorities
Priority
Anti-Social Behaviour
Drugs & Alcohol (including supply & possession)
Hate Crime
Weapon Enabled Offending
Modern Slavery & Exploitation
DSVA

Rationale for Recommendations

Of the six recommended priorities above, five were also identified as such in the 2019 assessment. This is reflective of the fact that many of the same behaviours and issues have remained prevalent in what has been an otherwise atypical year. The one exception to this is anti-social behaviour which, as noted elsewhere in this assessment, has seen a dramatic increase in scale over the pandemic period. Conversely, volumes of crime have reduced significantly over the same period and it is for this reason that burglary has not been included as a recommended priority in this year's assessment.