

Strategic Assessment
2019

Working together to reduce Crime, Disorder and the misuse of Drugs and Alcohol

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Nottingham Crime & Drugs Partnership

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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 2020/21. 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 2019 (unless otherwise specified). Specific timeframes are given below:

- Long term comparator – 12 month period September 2016 to August 2017 (hereafter referred to as the 2016/17 assessment period)
- Medium term comparator – 12 month period September 2017 to August 2018 (hereafter referred to as the 2017/18 assessment period)
- Current data - 12 month period September 2018 to August 2019 (hereafter referred to as the 2018/19 assessment period)

Detailed analysis has been carried out in line with the time frames highlighted above. Where particular areas are identified as disproportionately affected by one specific issue, further analysis at a local geographic level has been undertaken. The performance and analysis information, 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

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

how big a risk it poses to the city. As such there are some limitations that need to be acknowledged.

1.3 Structure & Focus

This year's assessment will be largely narrative based, with less focus on in depth analysis. This is reflective of reduced analytical capacity but also an acknowledgement that many of the issues around vulnerability and complexity are not easily quantified and will therefore benefit from more qualitative, intelligence based assessment. Whilst analysis will still underpin the document, this will be less prominent, with a greater emphasis on information obtained through intelligence, professional conversations and a thorough assessment of existing practice, plans and policies. The aim is to produce a short and easily accessible final product that reflects, but does not replicate, the ongoing performance and intelligence analysis that goes on throughout the year and which supports evidence-based decision making across the partnership.

In order to reduce the resource required to complete the assessment a number of sections have been removed this year. Those removed largely relate to high volume, low impact issues that are unlikely to score highly on the matrix and thus are not considered viable options for partnership priorities. The issues removed are as follows:

- Fraud
- Missing Persons
- Foreign National Offenders
- Public Order
- Arson
- Criminal Damage

Assessment and prioritisation remain a key part of the process and thus partnership analysts and the Community Protection Intelligence Team undertook a basic level of analysis around the identified issues and combined this with the outcomes of professional conversations and qualitative research. These individual analyses were then combined into a short document to inform the provisional completion of the assessment matrix. Following this a meeting of relevant professionals was convened to discuss the provisional findings, with the aim of arriving at an agreed final matrix. The results of this process are presented in this final document.

This method of assessment has secured a greater level of involvement from partner agencies in the assessment process. It is also an acknowledgment that ultimately any assessment will be largely subjective and that therefore such judgments are best made by involved professionals, with the appropriate level of analytical support. This change is reflected in both the order of the chapters and in the way that the recommended priorities have been determined. The analysis is now broadly grouped into the following four categories:

I. Vulnerable People
II. Vulnerable Communities
III. The Impact of Drugs & Alcohol
IV. Criminality

This assessment also features a greater focus on broader strategic threats to the city, beyond those identified in the individual analyses. These range from illegal tobacco through to unsafe housing conditions and the criminal exploitation of children. The aim is to identify cross-cutting issues, outside of the recommended priorities, which may require strategic direction and

governance by the partnership over the coming year. A comprehensive overview can be found in Chapter Four.

2. Context, Composition & Challenges

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.

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 (see 2.6 below) has gone some way to resolving these problems. As this way of working matures it is anticipated that links between the neighbourhoods and the centre will continue to strengthen thus enabling better local outcomes for citizens.

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 have undergone 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 has primarily impacted on the Hate Crime & Cohesion Sub-Group, the Nottingham Hate Incident Performance Panel and the Complex Persons Panel.

In the summer of 2019 a countywide Violence Reduction Unit (VRU) was established using funding from the Home Office. The core function of the VRU is to offer leadership and, working with all relevant agencies operating locally, strategic coordination of the local response to serious violence. VRU activity enabled by the funding must support a multi-agency, ‘public

health' approach to preventing and tackling serious violence. The VRU must produce, by the end of 2019/20, the following products:

- Strategic Needs Assessment
- Violence Reduction Strategy
- Response Plan

2.2 Overview of Crime, ASB, Substance Misuse & Reoffending

Crime

Recorded crime in Nottingham has a seen an increase of 4.3% over the past twelve months, equating to an additional 1,819 crimes.[2] This follows an increase of 11.7% in the previous assessment period (September 2017 to August 2018). This growth has been driven by three main factors.

Firstly, in the summer of 2016 Nottinghamshire Police undertook an internal crime data integrity audit in order to assess whether recording practices in the force were fully compliant with the National Crime Recording Standard (NCRS).[3] The audit revealed that a number of incidents had not been correctly recorded as crimes and, furthermore, that recording practices overall were not fully compliant with the national standard.

As a result the force made a firm commitment to embed more stringent and ethical recording practices. Consequently crime volumes in some categories, most notably violence and public order offences, saw dramatic increases the following twelve months. The impact of this audit and the associated changes has lessened over the past two years, albeit volumes were still rising at the time of writing. Three years after the audit the overall impact can be seen in the increased volumes in the aforementioned categories along with smaller rises across a range of crime types, particularly in relation to crimes which present little or no opportunity for further investigation or resolution - this can be due to a number of factors, for example lack of evidence or witnesses.

Similar audits have been completed across the country in line with Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) Crime Data Integrity Programme.[4] This work has taken place over a number of years to test whether crimes are being recorded by the police when they should be and then categorised correctly. A number of forces have been inspected and some have been found to have inadequate recording and categorisation practices. In some instances this had led to large numbers of crimes being created retrospectively. Nottinghamshire Police were inspected in April 2018 and the report and associated findings were published in October of the same year. The force was rated as 'Requires Improvement' and it was estimated that across the force area 87% of reported crimes were recorded.[5] It was noted in the report that the force had 'improved the quality of its crime-

[2] There were 44,155 crimes recorded in Nottingham between September 2018 and August 2019. This compares with 42,336 recorded between September 2017 and August 2018.
[3] The NCRS promotes consistency between police forces in how to record crime and in providing a victim-orientated approach to crime recording. This standard has three basic principles: 1) the police register an incident report for all reports of incidents (whether from victims, witnesses or third parties and whether crime related or not), 2) an incident is recorded as a crime (notifiable offence) if, on the balance of probability - the circumstances as reported amount to a crime defined by law and there is no credible evidence to the contrary, 3) once recorded, a crime remains so unless there is additional verifiable information to disprove it.
[4] For further details visit; https://www.justiceinspectorates.gov.uk/hmicfrs/our-work/crime-data-integrity/
[5] https://www.justiceinspectorates.gov.uk/hmicfrs/publications/nottinghamshire-crime-data-integrity-inspection-2018/#overall-crime-recording-rate

recording data', 'fully implemented the recommendations set out in the 2014 report' and 'made good progress against a national action plan developed to improve crime recording by police forces'.[6] Following on from the inspection the force have continued to improve crime recording practices in order to ensure the highest standard possible.

Not all crime types were subject to the internal audit process and a number of these categories have also shown significant increases over the past three years. This is the second factor driving the growth in recorded crime volumes. This is particularly noticeable in relation to acquisitive crime. Volumes of shop theft and vehicle crime increased significantly during the previous two assessment periods, with modest reductions recorded in the most recent period. Likewise, a number of other offence types are showing reductions in the current assessment period, following large volume increases over the previous two years. This includes burglary, robbery and sexual offences.

The volume of sexual offences also saw a period of increasing volumes which again began in mid-2016. The reasons for this are somewhat different from those described above, with a combination of factors producing an increase in reporting far in excess of that seen in the past. Continuing media coverage of a range of sexual offending, from historic child sexual abuse, through to sexual assaults by celebrities and those in the public eye has contributed to a rise in reporting in general and to a more specific increase in the reporting of historical offences. However, the greatest change has been in relation to offences where the victim does not wish any further investigation to take place and does not want a criminal justice outcome. This category has seen considerable inflation over the past three years and appears to be the single biggest contributory factor behind the increase in reported sexual offending. As noted above offences volumes are now reducing, nevertheless they remain considerably higher than those recorded prior to 2016.

Finally, changes to the counting rules for recorded crime have also had an inflationary impact on crime volumes.[7] This has primarily impacted upon stalking and harassment volumes as the way in which these offences are counted was amended in April 2018 so that stalking and harassment in all cases is now recorded in addition to the most serious additional victim based offence involving the same victim-offender relationship.[8] This in effect means that in some instances two crimes are now recorded in relation to the same incident. Over the past 12 months this has resulted in this offence type rising by 32%.

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 modest 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. More positively, knife-related robberies reduced by 31% over the assessment period.

The changes described above can be seen in Figure 1, below:

[6] Ibid.
[7] https://www.gov.uk/government/publications/counting-rules-for-recorded-crime
[8] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/721596/count-violence-jul-2018.pdf

Figure 1: 12 Month Crime Volume Comparison

Crime Type	Sep 17 - Aug 18	Sep 18 - Aug 19	Vol. Change	% Change
Arson	211	189	-22	-10.43%
Bicycle Theft	937	1013	76	8.11%
Burglary - Business and Community	722	763	41	5.68%
Burglary - Residential	2040	1717	-323	-15.83%
Criminal Damage	4202	4049	-153	-3.64%
Death or Serious Injury - Unlawful Driving	2	1	-1	-50.00%
Homicide	4	3	-1	-25.00%
Miscellaneous Crimes Against Society	926	1107	181	19.55%
Other Sexual Offences	908	845	-63	-6.94%
Other Theft	5148	4233	-915	-17.77%
Possession of Drugs	1422	2391	969	68.14%
Possession of Weapons	501	630	129	25.75%
Public Order Offences	2880	3378	498	17.29%
Rape	588	512	-76	-12.93%
Robbery of Business Property	54	43	-11	-20.37%
Robbery of Personal Property	680	605	-75	-11.03%
Shoplifting	4532	4353	-179	-3.95%
Stalking and Harassment	2498	3289	791	31.67%
Theft from Motor Vehicle	2084	1801	-283	-13.58%
Theft from the Person	690	1384	694	100.58%
Theft of Motor Vehicle	1054	775	-279	-26.47%
Trafficking in Controlled Drugs	414	500	86	20.77%
Vehicle Interference	389	362	-27	-6.94%
Violence with Injury	5403	5338	-65	-1.20%
Violence without Injury	4047	4874	827	20.43%
Grand Total	**42336**	**44155**	**1819**	**4.30%**

The changing patterns of crime noted above have also been experienced in a number of other cities across the country.[9] This, along with many other forces undertaking similar audit processes, means that Nottingham's position in relation its comparators amongst the English Core Cities has remained largely unchanged during the assessment period.[10] By contrast, the city's comparative position within its most similar family (MSF) of Community Safety Partnerships (CSPs) has improved over the past year.[11] It is important to note however that increases in crime have disproportionately affected large cities, relatively few of which appear in the same MSF as Nottingham.

[9] https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingjune2019

[10] For the period March to August 2019. The eight cities are: Manchester, Bristol, Leeds, Newcastle, Liverpool, Nottingham, Sheffield and Birmingham

[11] For the period September 2018 – August 2019 Nottingham was at position 8 out of 15 in the MSF with a crime rate of 134.44 per 1000 of population. In July 2018 the city was in position 10 with a crime rate of 128.54.

Anti-Social Behaviour

Police recorded anti-social behaviour incidents reduced by 5.6% (407 incidents) over the twelve months ending August 2019.[12] This compares to a 1% reduction in the previous assessment period. As a result the declining trend in recorded incidents that began in April 2015 has continued. In the past year the biggest reduction has been in relation to youth-related incidents, alcohol and noise-related incidents also reduced over the assessment period.

This long term reduction in incident volumes is not necessarily indicative of declining actual levels of ASB however and a number of potential problems have emerged over the past three 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 2018 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. This supports the hypothesis that the decline in incident volumes can be partly attributed to a lack of confidence in the partnership offer.

The apparent disconnect between increasing perceptions of ASB and 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.

National ASB volumes also declined between 2017/18 and 2018/19, with a fall of 11.4% across that period.[13] Whether these nationwide reductions in police recorded ASB are 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.

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

[12] There were 14,770 ASB incidents recorded in Nottingham between September 2018 and August 2019. This compares with 15,177 recorded between September 2017 and August 2018.
[13] July 2018 – June 2019 compared with July 2017 – June 2018.

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.

In July 2017 the Home Office launched the government's new drug strategy, designed to reduce illicit drug use and increase the rate of individuals recovering from drug dependence.[14] The strategy is broken into four key themes which have a strong bias toward criminal justice interventions:

- Reducing demand
- Restricting supply
- Building Recovery
- Global action

The strategy intends to develop new sets of measures to better capture the broader outcomes that the government is aiming for. This includes stronger governance through a board chaired by the Home Secretary and the introduction of a national recovery champion.

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.

[14] https://www.gov.uk/government/news/new-drug-strategy-to-safeguard-vulnerable-and-stop-substance-misuse

The Public Health England commissioning tool uses an estimate of 1,078 people in treatment in Nottingham (747 in alcohol only).[15] This suggests, based on a prevalence estimate of 5,014 dependent drinkers in Nottingham for 2017/18 that there is an unmet need of 79%, similar to the national and CIPFA unmet need of approximately 80%.

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.[16] 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.

In July 2018 the Ministry of Justice announced ‘a consultation to seek views on the future structure and services provided by the probation system’.[17] This will lead to 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.[18]

2.3 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

[15] Local data suggests in 2017/18 there were 747 people in alcohol only treatment and 331 in alcohol and non-opiate treatment, which would total 1078 in treatment in 2017/18.
[16] All data taken from Ministry of Justice figures for the July-September 2017 cohort of offenders. This is the latest available data and can be accessed at https://www.gov.uk/government/statistics/proven-reoffending-statistics-july-to-september-2017
[17] https://www.gov.uk/government/news/justice-secretary-outlines-future-vision-for-probation
[18] https://www.theguardian.com/society/2019/may/16/part-privatisation-probation-sevices-to-be-reversed-offender-management-nationalised-chris-grayling

for National Statistics (ONS), HMIC and the Home Office.[19] 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). In the period September 2018 to August 2019 victim-based crime accounted for 82% of all crime, whilst other crimes against society made up the remaining 18%.[20]

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.[21] 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).[22] 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 nine 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 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 casual factor in some of the problems highlighted in section 2.2, above.

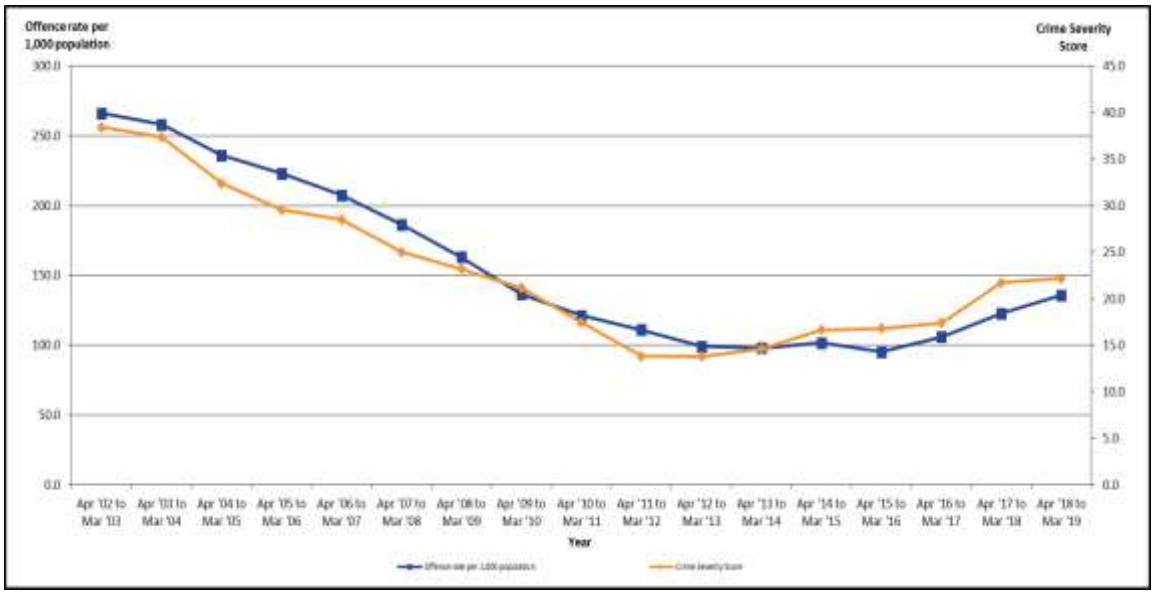
The Office for National Statistics has been developing a weighted measure of crimes recorded by the police, the 'Crime Severity Score' (CSS). This intended to reflect the relative harm of an offence to society and the likely demands on the police, given that the police resource requirements are likely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

[19] HMIC Inspecting Policing in the Public Interest. 2014. *Crime and Policing Comparator*. [ONLINE] Available at: https://www.justiceinspectorates.gov.uk/hmicfrs/crime-and-policing-comparator/about-the-data/#generalpoints
[20] Victim-Based Crime 36,149, Other Crimes Against Society 8,006
[21] As measured by Victim-Based Crime (baseline 37,486)
[22] 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

to a serious violent crime would be more resource intensive than their response to an incident of criminal damage.[23]

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



During 2019 Nottingham Trent University researchers have been developing a similar tool with which to measure the harm caused by ASB. At the time of writing work on the project is continuing alongside consultation and engagement with relevant partners and stakeholders.[24]

2.4 Geographic Overview

As of the local election on 2nd May 2019 the electoral ward boundaries of Nottingham were amended in line with recommendations made by the Local Government Boundary Commission for England. This resulted in the creation of one new ward and the merger of two others, whilst the majority of others saw amendments to their boundaries. From a community safety perspective the impact has been minimal, however, the changes have made historical comparisons at ward level more difficult, particularly when assessing long term trends.

Approximately 25% of all crime and ASB occurs in the city centre, with a further quarter taking place in just four wards – Hyson Green & Arboretum, Berridge, Bulwell and Lenton & Wollaton East. The first two wards are coterminous with each other and adjacent to the north and west of the city centre. Hyson Green & Arboretum has the highest rates of crime and ASB in the city,

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

[24] https://www.ntu.ac.uk/about-us/news/news-articles/2018/08/researchers-from-the-school-of-social-sciences-launch-policies-to-aid-external-partners

whilst Berridge continues to pose significant challenges across a range of issues. Bulwell lies on the north western edge of the city and also has high rates of crime, particularly in relation to violence and theft offences. Lenton & Wollaton East has been formed by the merger of two pre-2019 wards making it the largest ward both by area and population. The large student population in the area is a contributory factor in high levels of burglary and vehicle crime in the ward. A number of other wards in the city have particular problems that are posed by the specific geography of the local area - for example Castle ward has high levels of shop theft due to the presence of large retail parks in the area.

According to the Indices of Multiple Deprivation 2019 Nottingham is the tenth most deprived local authority area in England.[25] 30% of areas in the city rank within the most deprived 10% in the country, whilst a further 27% rank within the most deprived 20%. By contrast, just 4% of city areas rank within the least deprived 10%. This present obvious challenges in terms of resource demand and service delivery and following several years of austerity the partnership has a diminished capacity with which to address these problems.

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. Initially this has involved Nottingham City Homes and Nottinghamshire Fire and Rescue Service; other partners will be added organically as the model evolves.

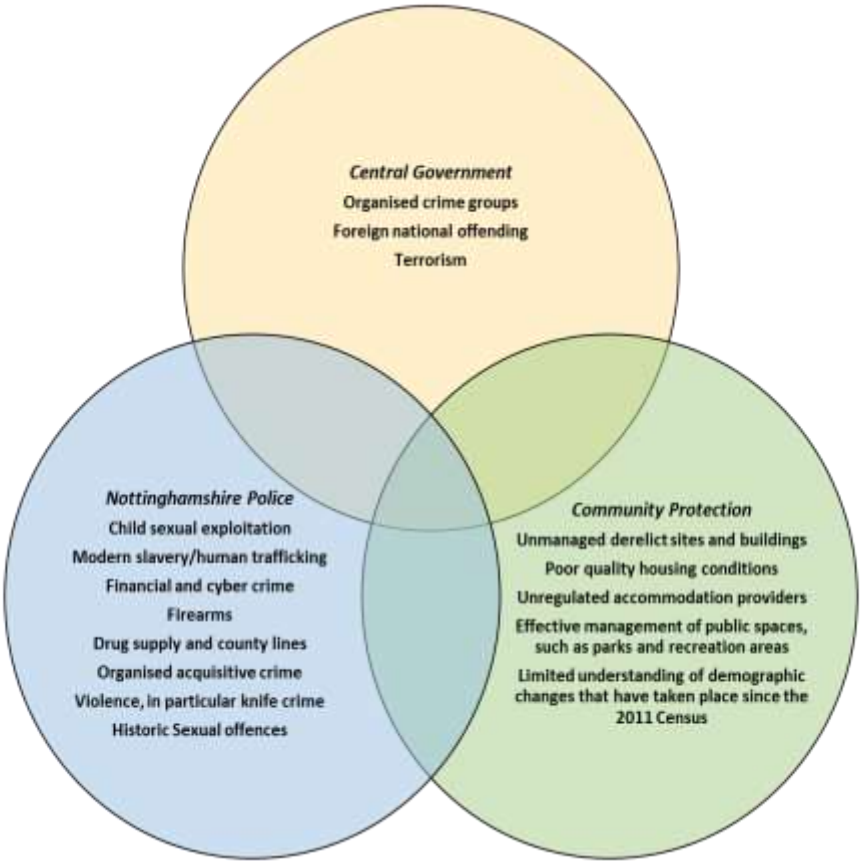
This Partnership Tasking is chaired by a senior officer of Community Protection and a senior officer of Nottinghamshire Police. The chair has the authority to task all participants as appropriate to facilitate effective problem solving.

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. This process is discussed in more detail at section 2.6.

2.5 Strategic Risk & Challenges

A number of broader strategic threats to the city, beyond those identified in the individual analyses, have been identified throughout the course of the last twelve months. The aim is to identify cross-cutting issues, outside of the recommended priorities, which may require strategic direction and governance by the partnership over the coming year. These threats and concerns have been identified through the combined work of the Nottinghamshire Police and Crime & Drugs Partnership intelligence teams and are summarised below:

[25] https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019



A number of these areas are discussed in greater detail in Chapter 4 – 'Infrastructure & Drivers of Risk'.

There is a high likelihood that the UK will leave the European Union in the near future. The likely local impact of this is unknown and depends to some extent on what exit deal, if any is agreed. Nottingham City Council has mitigation plans in place for a no-deal Brexit and has also been stockpiling fuel and dry food.[26] Nottinghamshire Police have also made plans to address any civil disorder that may occur as a result of a disorderly or chaotic exit.

Furthermore the Police & Crime Commissioner has highlighted a number of law enforcement issues that may arise as a result of Brexit, in particular the ability to exchange data with other European crime agencies and execute European arrest warrants. In June 2019 the commissioner stated that 'leaving the EU will unavoidably have a negative impact on Nottinghamshire Police and our ability to tackle crime in our community, as well as across the UK'.[27]

Universal Credit was rolled out in Nottingham in the autumn of 2018 and, similarly to other areas of the UK, there have been a number of issues associated with this, such as delays to payment and increasing rent arrears. Councillors in Nottingham have stated that the rollout 'has left households struggling to pay their bills' whilst protests in the city centre have called for the benefit to be scrapped. As of August 2019 there were 12,346 claimants in the city.[28]

[26] https://www.nottinghampost.com/news/nottingham-news/nottingham-city-council-stockpiling-food-3301360
[27] https://www.chad.co.uk/news/crime/nottinghamshire-police-and-crime-commissioner-backs-confirmatory-vote-on-brexit-1-9801030
[28] https://www.nottinghampost.com/news/local-news/concerns-over-debt-stress-caused-3204563

2.6 Partnership Response

In the past eighteen months the partnership has developed a range of operational and strategic responses to a number of the issues highlighted in this assessment. Those taking place at neighbourhood level are managed through the Partnership Tasking forum described at 2.4, above.

The first of these relates to the ward level action plans touched upon in section 2.1. These 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 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.

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. The strategy has four broad strands:

- Identification and management of risk
- Developing resilient spaces
- Communications and behaviour change
- Communities and the third sector

To support this work Nottingham City Council have 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. The initial focus of the hub's cohort has been on those individuals not currently managed in formal offender management processes and seeks to ensure that the deployable assets of the partnership are directed to those most in need of them.

In the summer of 2019 the OPCC was granted £880,000 by the Home Office to establish a countywide Violence Reduction Hub (VRU). This will be based in the city and will seek to offer

strategic coordination of the local response to serious violence. Initially the VRU will be responsible for the production of three mandatory products:

- Joint Strategic Needs Assessment
- Violence Reduction Strategy
- Response Plan

The activity enabled by the funding must support a multi-agency, 'public health' approach to preventing and tackling serious violence. The exact nature of this activity and the manner in which the VRU will interact with existing structures, such as the CDP, has yet to be determined.

As noted at section 2.1, above, the Serious & Organised Crime Board has been replaced by a Vulnerabilities & Commodities Group (VCG). The group is based upon two strands of organised crime identified by the National Crime Agency.[29] 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 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.

3. Consultation & Community Intelligence

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

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

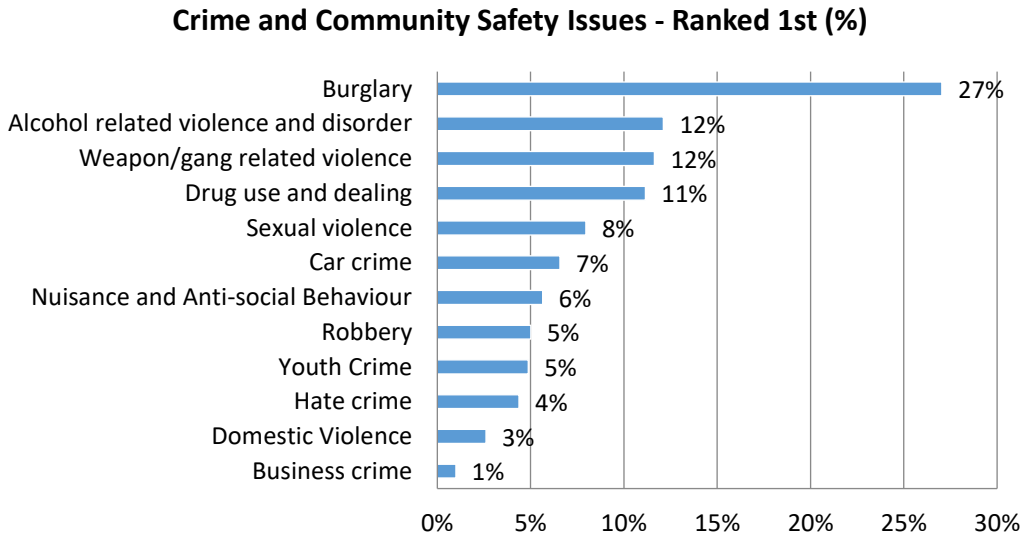
compounded by the internal crime data integrity audit conducted by the force in 2016 and the attendant changes to recording practices (as discussed in Chapter Two).

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.[30] As such, consultation with citizens is carefully considered when deciding the overall priorities for the partnership.

3.1 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 2018, the views of 2,751 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. Alcohol-related violence and weapon/gang 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

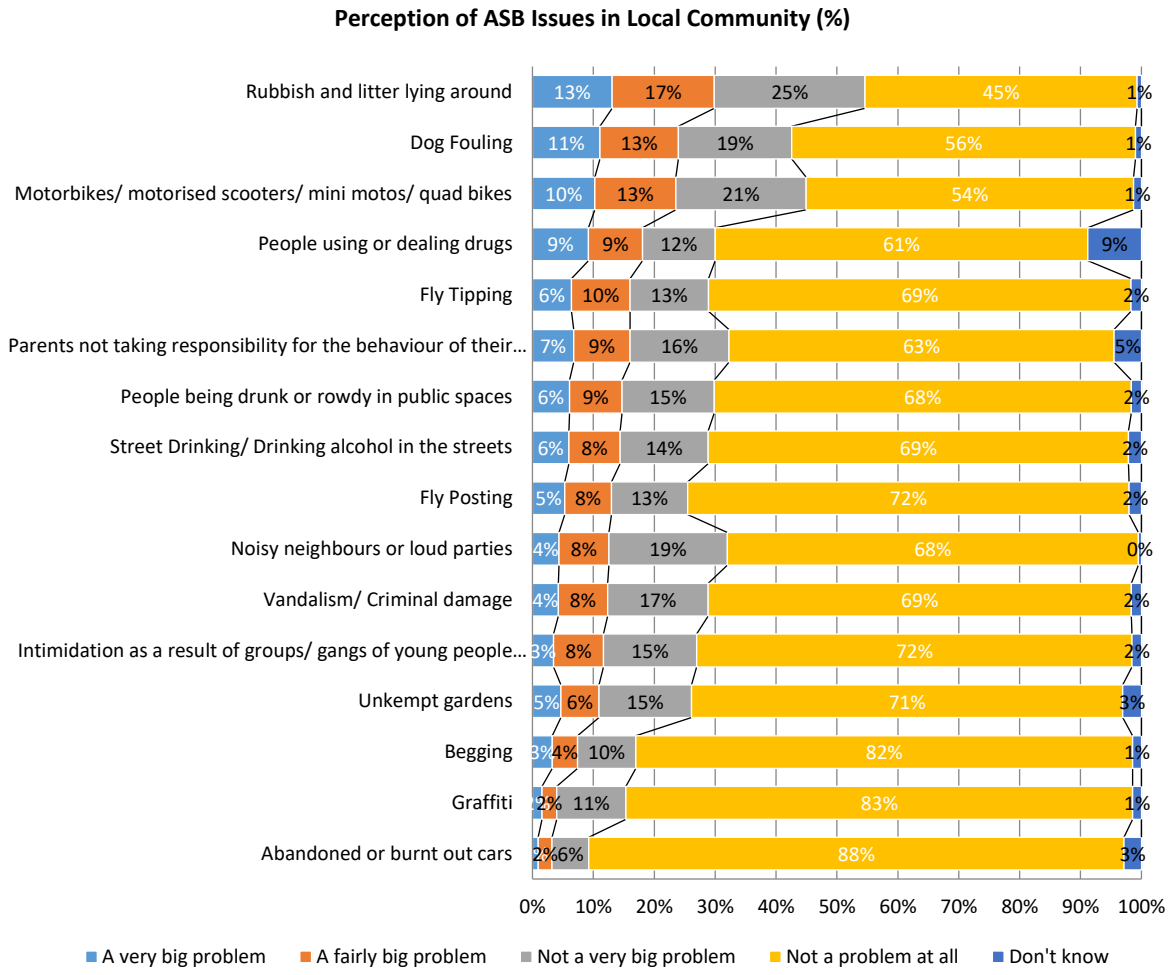


Base Size: 2,513

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 alcohol related issues remain persistent problems in local communities, whilst ASB caused by motorcycles and similar vehicles was an emerging problem across both 2017 and 2018.

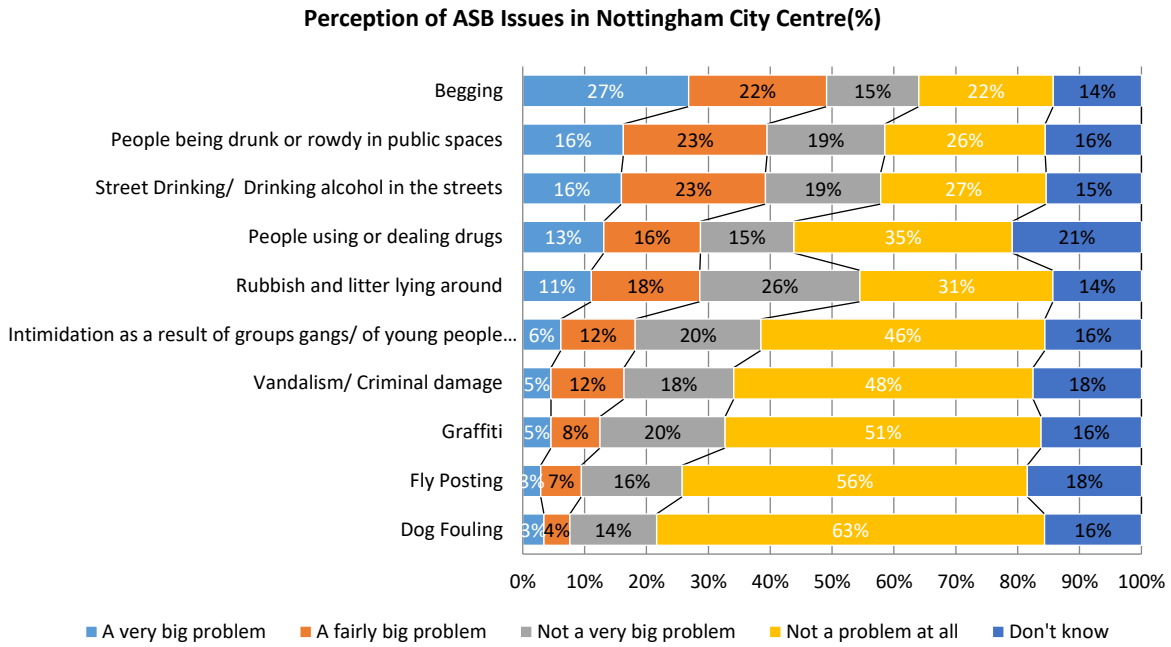
[30] Shaw, D. (Home Affairs Correspondent, BBC). (2015) *Police crime figures 'dead in the water', says City of London police chief,* Available at: *http://www.bbc.co.uk/news/uk-33060416* (Accessed: 7 September 2015).

Figure 4: Perception of ASB Issues in Local Communities



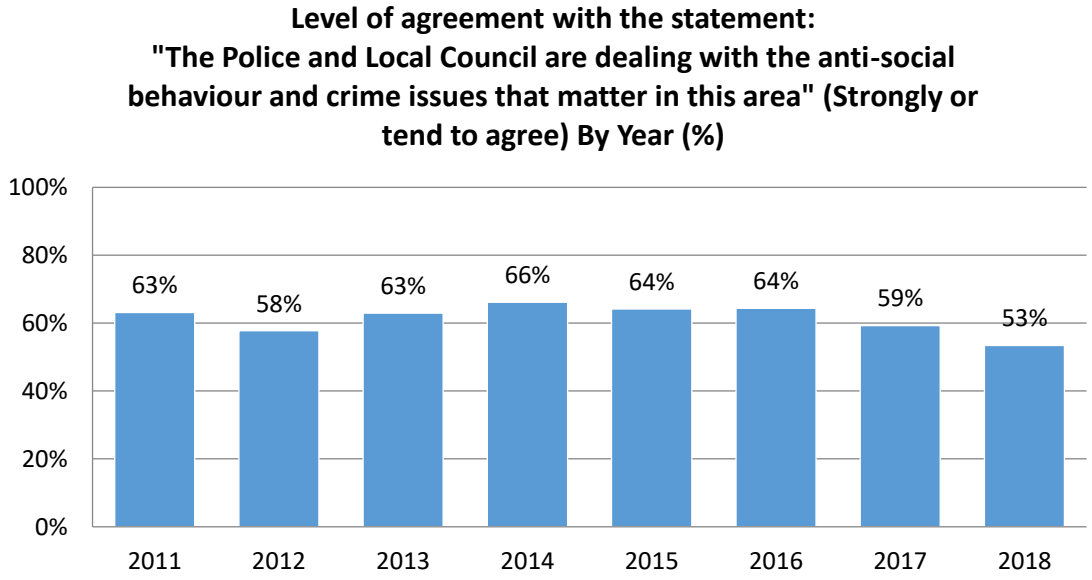
Begging was the issue most commonly highlighted by respondents as a problem in the city centre in 2017 and this continued in 2018. Citizens also highlighted issues relating to alcohol as being of concern. The results highlight much less concern around environmental issues when compared to local areas. 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. With only two exceptions (dog fouling and fly posting) all results in the city centre were worse in 2018 when compared to 2017. This was particularly noticeable in respect of issues related to begging, alcohol and drugs.

Figure 5: Perception of ASB Issues in the City Centre



Satisfaction with the council and police continued to decline in 2018, from a high point recorded in 2014. The continuing effects of austerity and attendant reductions in services are likely to be key drivers behind this trend.

Figure 6: Satisfaction with the Council & Police



3.2 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 2018 survey showed that 83% of citizen's were satisfied with their local area. This figure has remained broadly static since 2011. In the same survey 75% of respondents said that that they would speak highly about Nottingham. This figure has risen consistently from a low point of 54% in 2006.

In 2018 the proportion of high risk drinkers was 12%, which maintains the stable trend seen since 2015. However, this is higher than the 9% recorded in 2014. In the 2018 survey 14% of respondents reported poor mental wellbeing, this was an increase from the 12% recorded in 2017.

3.3 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.

Tensions from Outside the UK

Nottingham has a diverse and changing demography. New, emerging and settled newer communities have backgrounds from around the world. Nottingham also has a large population of international students attending both universities.

As a result of the increasingly diverse community in Nottingham communities may be increasingly affected by events elsewhere in the world. These may be communities affected by

terrorist incidents as in the case of the Christchurch mosque attack in New Zealand[31] which were met by messages of solidarity and support for Muslim citizens in Nottingham.[32]

Tensions between communities which originate elsewhere such as between India and Pakistan can have a local impact such as over the administration of Kashmir.[33] These tensions, as they originate outside of Nottingham, cannot be resolved by the local partnership but there is a need to maintain cognisance of them so that issues can be managed and community cohesion protected.

Civil unrest in Hong Kong for instance has led to local protests while elsewhere in the world these conflicts have escalated to major concerns for communities and institutions such as universities.[34] International students are a valuable cultural, social and economic asset to the city and it remains important for their concerns to be understood and tensions between groups managed should they emerge.

Some newer communities are from parts of the world that have experienced conflict and civil war, these communities continue to follow events in their places of origin and may require support to settle and integrate in Nottingham. It is an important part of tensions monitoring to ensure that local decision makers and public servants are aware of issues that may be affecting some new communities.

New Communities: Roma

Over the course of 2018/19 the Cohesion Service has worked with communities and community groups which present with specific needs or challenges. A key area of work has been with the Nottingham Roma community. The Roma communities in Nottingham come from a number of counties in Europe and do not represent a homogenised group.

Roma communities often struggle to engage with local partners and to access public services to which they are entitled. Low levels of literacy, itinerant communities and different community norms (such as 'community courts') present challenges to effectively engaging and supporting these groups.

There are immediate and practical needs presented by some Roma. In July 2019 an outbreak of measles was reported in the community, measles and other communicable diseases represent a threat to this community and beyond it where uptake of healthcare is partial or absent. The mistrust of authority and fear as to their place in the city can also expose the Roma to further risks and hazards including crime.

There is an on-going need for effective engagement with Roma groups in the city, new communities that are not able to access services, integrate successfully and develop and maintain positive relationships with public sector partners are at risk of victimisation, exploitation and offending.

The partnership has made good progress in recognising and responding to Roma needs; education, engagement and support projects have been run in the city over the last year whilst training has been provided to partnership staff to enable them to identify and understand the needs of the Roma communities in Nottingham.

[31] https://www.nottinghampost.com/news/uk-world-news/muslim-community-nottingham-condemns-new-2648179
[32] http://www.mynottinghamnews.co.uk/councils-message-of-solidarity-and-reassurance-following-christchurch-attacks/
[33] https://www.theguardian.com/world/2019/aug/11/kashmir-tensions-spill-over-to-britain-pakistani-indian-communities
[34] https://www.theguardian.com/uk-news/2019/oct/18/hong-kong-protesters-uk-pro-beijing-intimidation

Tensions Within and Between Communities

The Tensions Monitoring Framework has since its activation identified and recorded an number of concerns presenting from within communities in Nottingham. Over the summer of 2019 Nottingham experienced some of the community concerns that had previously emerged in Birmingham over the provision of religious and sex education (RSE) in schools.

Faith groups and individuals of a religiously more orthodox background (Muslim, Christian and Jewish) expressed concern that the RSE curriculum represented a challenge to their religious faith and opposed the provision of this statutory approach in schools. This tension culminated in a demonstration outside a Nottingham school which gathered national as well as local media attention. The event passed without major disruption to the school or pupils but did present a concern to LGBT communities, especially around the period of the Nottingham Pride march.

The City Council, police and education providers made use of well-established community networks in Nottingham to open a dialogue with concerned communities and citizens. Whilst there remain deeply held divisions on this subject, the healthy community networks and relationships of trust which have been established in Nottingham offers some mitigation against this issue building into the open hostility between groups which has occasionally been seen elsewhere in the UK[35].

Cohesion Officers also report through community conversations that there are often complex relationships within and between groups, these might include intolerant attitudes two minorities within the communities and lack of acceptance of 'out-marriage' or different relationships.

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

[35] https://www.independent.co.uk/news/uk/crime/muslim-woman-jamila-choudhury-gay-pride-parade-march-abuse-london-hate-crime-a9098011.html
https://www.standard.co.uk/news/london/muslim-leaders-make-formal-complaint-after-islamophobic-banners-spotted-at-london-pride-a3587351.html

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.

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 on specific premises or reports from citizens.

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.

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 GLAA attention given to the issue. 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. This is

common when visiting 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 several people. The recent 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. 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 previously proven themselves unfit to be landlords. However, progress on the implementation of this has been challenging, both locally and nationally.[36]

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 controlled accommodation establishments are not broadly 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.

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.

From 2013 to 2017 Nottingham City Council was able to return between 90 and 120 properties to occupation each year. It is anticipated that current resources will allow 50 to 80 properties per annum to be returned to use in the coming years. This is likely to leave a significant number of properties empty for the foreseeable future unless further targeted action is taken.

According to research conducted by Nottingham Trent University (based on data from the Crime Survey for England & Wales) those living in and near to private rented accommodation experienced between 13% and 86% more household crimes depending on their area of residence.[37] Specifically, private renters experienced:

- 86% more household crimes in urban areas; and
- 63% higher burglary risk than owner occupiers

[36] https://www.thisismoney.co.uk/money/buytolet/article-7360733/Governments-rogue-landlords-database-registered-just-TWELVE-offenders-launch.html
[37] Quantitative and Spatial Criminology Research Group, *Research and Recommendations on the Scale of Crime and ASB Victimisation on Private Renters*, Nottingham Trent University, 2017

Crucially in areas with a majority of privately rented housing stock **all** residing households face up to 40% more crimes.

Private renters experience 36% more personal crimes within their neighbourhood than owner occupiers regardless of where they live and specifically:

- 32% more thefts from person and robberies; and
- 36% higher odds of assault in the night-time economy

Private renters also have higher odds of experiencing or witnessing some types of ASB, specifically:

- 24% more street drinking, drunken behaviour and/or under-age drinking - alcohol-related ASB; and
- 28% more vehicle related ASB (e.g., abandoned vehicles and/or joy riding) than owner occupiers

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 in one such park, with a positive impact on public reassurance and the deterrence of anti-social activity on the park.

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.

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'.[38]

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

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.[39]

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.

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.

The work of the Violence Reduction Unit (see section 2.1) is likely to focus to a significant degree on this area. Once completed the VRU needs assessment will facilitate the development of a response plan which will be likely to address a number of the issues raised above.

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

[39] 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.

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
Street Tasking	*Engagement, support and enforcement in relation to the 'street community' - rough sleepers and beggars*	Weekly
Prostitution Support Network	*Engagement, support and enforcement in relation to prolific sex workers*	Monthly
Street Drinkers & Beggars Case Conference	*Engagement, support and enforcement in relation to the 'street community' - rough sleepers and beggars*	Monthly
Multi-Agency Sexual Exploitation Panel	*Victim focused meeting managing risk in relation to CSE*	Monthly
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
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
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
Nottingham Hate Incident Performance Panel	*Management of repeat victims of hate crime and a learning function for service improvement across all partners*	Monthly
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
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

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).[40] These crimes are frequently carried out by organised crime groups (OCGs)[41]. Nottinghamshire has 29 mapped OCGs, 14 of which are based in the City of Nottingham; however 2 have been submitted for archiving pending ratification.[42]

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, the current landscape and impact of which are examined in specific chapters of this assessment. What is considered the 'current criminality' of an OCG can be reviewed at any time in line with the available intelligence.

The East Midlands Regional Organised Crime Unit (ROCU)[43] designate a tier of risk and response to OCGs, 1 being high and 4 being low. Tier 1 is reviewed monthly, tiers 2-3 are reviewed quarterly, and tier 4 is reviewed every 6 months. In Nottinghamshire there are currently (October 2019) 2 tier 1 groups, 2 tier 2 groups, 17 tier 3 groups, and 8 tier 4 groups. In August 2018 there were 35 mapped OCGs, a reduction of 17% from across tiers 2 through 4.

The VCG, which replaced the SOC Board following a review in 2019 (see section 2.1for 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

[40] HM Government Serious and Organised Crime Strategy (2013) www.gov.uk/government/publications/serious-organised-crime-strategy
[41] 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.
[42] Email from Sean Donaghy of EMSOU Regional Organised Crime Unit
[43] Part of East Midlands Special Operation Unit (EMSOU)

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.

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. Assessment & Prioritisation

5.1 Overview of Individual Issues

I. Vulnerable People

Cyber Crime

The expansion of digital technology and the internet has vastly improved communications amongst people, both nationally and globally, allowing individuals to connect and businesses to grow online. Information and communication technologies have evolved over the last two decades and are now integrated into virtually every aspect of our lives. Unfortunately, this has also provided a platform for criminals to exploit, as digital technology has not only led to the emergence of new crimes, but also changed the way in which existing crimes are being committed.

Nottinghamshire Police define Cyber Crime as 'any crime that takes place online or where a digital system is targeted by means of a criminal attack'.[44] This can be categorised into crimes that were Online Dependent i.e. crimes that can only be committed using computers, computer networks or other forms of information communication technology (ICT), and Facilitated Online i.e. existing crimes that can be committed on or offline but that have been transformed in scale or form by use of the internet.[45]

Cyber Crime is an umbrella term for a range of offences committed using Information and Communication Technology. They are broadly categorized into two groups; cyber dependent (or pure cyber) crime, and cyber enabled crime. Cyber dependent crimes are offences that can only be committed through the use of ICT and target the same (i.e. hacking, malware, network/denial of service attacks etc.). Cyber enabled crimes are more traditional offences that make use of ICT; this includes but is not limited to fraud, harassment and transfer of illegal images. The definitions for these subgroups come from the Home Office National Cyber Crime Strategy 2016-2021 and the Crown Prosecution Service prosecution guidance.

Cyber enabled crime is by far the most common category of Cyber Crime offence within those studied, making up 79% of all offences picked up in the Cyber Crime query. The most common

[44] http://www.nottinghamshire.police.uk/Cyber Crime
[45] http://www.nationalcrimeagency.gov.uk/publications/709-Cyber Crime-assessment-2016/file

offences within cyber enabled were malicious communications (36%), harassment (22%), obscene publications (12%), sexual offences (9%), and blackmail (4%).

There were only five cyber dependent crimes within the offences recorded on Niche by Nottinghamshire Police; these offences included gaining access to victim's social media accounts or email to steal files for blackmail purposes, or internet banking service to transfer money without permission.

According to the police data genuine cyber dependent crime appears to be rare in Nottingham; however, it appears that this type of offences would be recorded by National Fraud Investigation Bureau (NFIB), Action Fraud or another enforcement organization, meaning that they would be a hidden offence type within police Forces. There are more of such offences within the NFIB data but the origins of offenders are unclear.

21% of the offences picked up in the police query were not Cyber Crime offences. The majority of these offences were theft offences in which websites or apps such as Amazon and Gumtree were mentioned in the summary. The next most common was violence offences that were preceded by arguments over social media or similar.

The statistical direction of travel for Cyber Crime in the city is broadly the same from 2017/18 to 2018/19, though not in volume. 41% more offences were recorded in the 2018/19 period; this could be due to increased prevalence of Cyber Crime, improved recording, or a combination of both. There were roughly corresponding increases and decreases month to month; these are particularity noticeable in October and January, though with no obvious common drivers or differences in the natures of the offences in those months to the rest of the year.

The crime type driving the volume of offences in all wards (with the exception of Castle) is social media related offences. This is typically harassment and malicious communications related. When excluding non-cyber offences within the dataset, social media enabled harassment and malicious communications make up 58% of all Cyber Crime recorded. 24% of these offences were tagged as domestic. This means that wards with a higher rate of violence and domestic violence will likely flag up as having a higher rate of cyber enabled crime, due to links to factors outside of what would ordinarily considered to be cyber related.

The offences in the data provided by the National Fraud Intelligence Bureau data pertained exclusively to cyber dependent crime, in direct contrast to offences recorded by Nottinghamshire Police. The offences were recorded as occurring at the location of the victim. There is no indication provided where the offence itself may have been committed.

For the financial year 2018/19 NFIB recorded 434 offences that occurred within the Nottinghamshire Force area, 116 of which were in the city. This is a much lower proportion of city to county than one would expect in traditional Nottinghamshire Police crime figures.

The most common offence reported to the NFIB is hacking of email or social media accounts; there are no further details provided but it is likely that these are the most commonly targeted due to comparatively lower level of sophistication necessary and access to victims' personal information. These proportions are roughly consistent with the national trends. Malicious software and hacking/extortion targeting individuals are the next most common. Hacking servers, phone systems and Denial of Service attacks were less common and all such offences recorded in 2018/19 were against organizations/companies.

There were 1233 identified victims within the data extracted from police data, 119 of which were repeat victims. 767 of these victims and 79 repeat victims were identified in offences occurring within the 2018/19 financial year.

The repeats are largely driven by harassment and malicious communications; however, the offences that did not fall under these types were generally still connected to them. The other repeat offences consisted of threats kill, obscene publications, grooming, and sexual offences. These were connected to the previous more common offences by way of escalation. Many of these offences were domestic and involved ex-partners harassing IPs through an ICT vector (generally through social media). There were also instances of CSE/online grooming that resulted in the commission of sexual offences.

Risks/Gaps:

- Local understanding of fraud is limited as the majority is reported centrally to Action Fraud. Fraud accounts for 80% of all cyber-crime nationally.
- Opportunities for prevention activities are not fully maximised, particularly in relation to domestic abuse related cyber offences.
- Cyber dependent crime is completely removed from all other crime in terms of drivers, patterns, and trends. The mitigations will likely be different given that offenders could be anywhere in the world and it is entirely possible that their actual location will be unknown; this means that prevention is even more important, as enforcement is unlikely to yield positive results, particularly at a local level.

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

The total number of hate occurrences (hate crime/non-crime) has remained consistent over the last three years, although occurrences can vary greatly from one month to another. During the period of 2018/19, hate crime accounted for 2.9% of all offences in Nottingham City, similar to the previous two years. There has been a 4.8% increase in hate occurrences, an increase of 59 hate occurrences during 2018/19 (Sep-18 to Aug-19) compared to 2016/17 (Sep-16 to Aug-17). Hate offences do appear to dip in January for the last three-year periods, with peaks generally occurring in the warmer summer months, particularly June to August.

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 in line with the partnership target 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.

Hate crime makes up roughly 70% of all hate occurrences, whilst hate non-crime accounts for 30%. For all hate occurrences racially motivated hate makes up for around 65% of hate occurrences, followed by sexual orientation (9%) and religion (7%).

For the medium term assessment period, hate occurrences increased by 7.1%, 86 additional occurrences. There was an 8.6% increase in hate crime, 72 offences whilst hate non-crime increased by just 3.8%, 14 non-crimes.

Public order offences account for 43% of hate occurrences during 2018/19 comparable to other periods, with this type of hate crime offence increasing by 11%, 56 offences. Violence against the person made up for 22% also increasing by 11% whilst 29% of occurrences were non-crime, a marginal increase compared to 2017/18.

The City Centre experiences the majority of hate occurrences (22%), which is to be expected given the high footfall. For the medium term assessment period, hate occurrences increased in the City Centre by 7%, 20 offences. Outside of the City Centre, Hyson Green and Arboretum ward had the most offences for both periods, although offences decreased in 2018/19 by 8 offences, a 7% reduction. Sherwood had the largest volume increase for all wards, with a 69% increase, 27 additional occurrences.

The positive outcome rate for hate crime during 2018/19 was 15.2% an increase from 13.2% in 2017/18. This was similar to the overall positive outcome rate for all crime, which was 15.4% for the same period. There were 93 (11%) offenders charged for hate crimes in 2018/19, a slight increase from 2017/18 (74 – 9%).

The Partnership Approach to Tackling Hate Crime

Since April 2018, the Partnership has taken an integrated approach to preventing and tackling all forms of intolerance and hate, bringing together policing, the justice system, voluntary sector, communities and statutory services. This has been documented in the Partnership Hate Crime Delivery Plan, which was developed after extensive consultation with victims, partners, communities and other stakeholders. The Delivery Plan uses the five key areas of focus identified in 'Action Against Hate', the UK government's plan for tackling hate crime (2016), to organise activity. These are:

- **Preventing** hate crime by dealing with the beliefs and attitudes that can lead to hate crime.
- **Responding** to hate crime in our communities with the aim of reducing the number of hate crimes and incidents
- **Increasing the reporting** of hate crime.
- **Improving support** for the victims of hate crime
- **Building our understanding** of hate crime

The aim is to engage all stakeholders who may come into contact with 'intolerance' including young people, offenders, communities, bystanders, organisations and agencies, equipping them to be active agents against hate crime.

Data and information on victims and offenders is reliant on identifying and co-operation with the person, as well as accurate recording and input of this information, much of this information is there for unavailable or incomplete. For victims of hate crime in the 2018/19 period, 43% of

victims were female whilst 54% were male, comparable to the local Nottingham estimates.[46] People from a BAME group made up for 45% of victims, higher than the proportion of those living in Nottingham (37%), although with the majority of hate crime motivated by racial hatred this is expected. A data/knowledge gap of victims is that 38% of victim ethnicities were not recorded. Victims aged 30-39 made up for 26% of victims, twice the proportion of Nottingham's population of 13%.

Data quality for offender information is poor as much of the data is not known or recorded. Offenders were predominantly male 77%, with 21% female. Ethnicity data is low volume with 64% of offender information not recorded; 26% of offenders were white British. Offenders like victims were mainly aged between 30-39 (30%) or 40-49 (19%).

Risks/Gaps:

- 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.

Community Conversations Project

The Community Conversations Project has been running since April 2019 across Nottingham. It came about to support members of the community to respond to prejudice and challenge harmful narratives before they develop into hate, as a way of reducing Hate Crime before it materialises. The project gives people the skills, confidence and tools they need to have difficult conversations in their communities about things that many people avoid discussing.

The programme launched with a 2 day training, with 38 participants from the Voluntary and Public sector representing different sections of the community. Right from the start, participants brought up controversial themes to be discussed, such as RSE, gender, racism, parenting, Islamophobia, military, sexuality, privilege, marriage. Many participants fed back that it was challenging but rewarding being encouraged to stay in times of discomfort within a safe environment. Since then, over 600 people have participated in conversations, ranging from planned public events, to impromptu conversations among small groups of people, to discuss issues of division and to notice things that we have in common.

[46] Crime occurrences do not always have the victim gender recorded therefore percentages do not always add up to 100%.

Cohesion Focus: Hate Crime

Race and religion

In legal and policy terms, race and religion are two separate strands of hate crime but in practice they overlap. We have seen this particularly in the case of Islamophobia and anti-Semitism where religion, race and even nationality are often conflated. Race continues to be the highest reported form of hate crime and while figures for religiously motivated hate crime are considerably lower, it is often conflated with race and recorded as such.

Visibly European communities tell us about increased instances of hate, often not reported to the police, as well as an increased fear of hate crime. Community intelligence suggests Eastern European and traveller communities are particularly unlikely to report or to get the support needed. This is partly due to lack of awareness of what it is and how to report and partly due to distrust of authorities. Hostility against economic migrants, refugees and asylum seekers (or those perceived to belong to this group) continues to be growing area of concern. The EU withdrawal referendum and the subsequent vote to leave have increased feelings of vulnerability and tension within and between communities, having an impact on cohesion more broadly. This is expected to grow as the uncertainly around the UK's relationship with the European Union and challenges of the refugee crisis increase.

Whilst the intersection of faith, race and geo-politics are changing the shape of race based hate, older forms of racism based on concepts of racial superiority continue to exist.

Hate crime continues to be a major concern for the Muslim community. Some Muslim women, in particular those who wear a hijab, carry a large degree of fear and change their behaviour as a result. This includes driving instead of taking public transport, not going out alone after dark and avoiding certain parts of the city. There also appears to be a lack of confidence and knowledge in approaching issues relating to Islamophobia. It is also believed that victims of hate crime in certain professions are less likely to report their victimisation due to the disruption to their work that this may entail, taxi drivers in particular.

Sexual Orientation

There continues to be reluctance to report from parts of the LGBT community, some of which can be traced to historic distrust of the police. The night time economy is an area of particular concern with regards to homophobic hate crime. Media attention around the RSE 'debate' and some high profile homophobic cases across the country has increased feelings of vulnerability and concern in this community, including considerations around 'going backwards' in terms of equality and inclusion.

Disability

Under-reporting is an area of professional concern with regards to disability hate crime. Reported disability hate crime continues to be very low and does not correspond to feedback from disability groups. Some of the causes of under-reporting are thought to be around accessibility of reporting, lack of confidence, lack of awareness, normalisation of the abuse, 'mate crime', and a desire to not play into narratives of being 'weak'.

Transgender Identity – Hate crime against trans people is also thought to be highly under-reported and certain parts of the trans community refuse to engage with the police in any way. The review of and possible changes to the Gender Recognition Act (GRA) present an area of risk and concern. The GRA is perceived to have huge implications for trans rights and is therefore a highly emotive subject for the community. It is also the subject of considerable backlash from certain parts of the LGBT community and some feminist groups who see it is as a possible risk to women's safe spaces. There is also tension relating to this amongst Muslim women, about possible implications for where it is 'safe' to take off the hijab for example.

Misogyny

As the newest and perhaps least understood form of hate crime, reporting is still quite low. Misogyny is thought to be a major issue especially for the student population and continues to be underreported by this group. Reasons for this include lack of understanding of what misogyny is, normalisation of the behaviour, trivialisation, self-blame and victim blaming. It links closely to the Violence against Women and Girls agenda and also intersects with all other forms of hate crime with women's experiences of other strands being very different to those of men from the same communities.

Domestic & Sexual Violence & Abuse

Domestic Violence

The cross-government definition of domestic violence and abuse issued by the Home Office[47] 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.

The Government has drafted a landmark domestic abuse bill, which aims to support victims and their families whilst pursuing offenders. A recent estimate of the cost of domestic abuse on victims ending March 2017 in England and Wales was £66 billion[48]. The bill will introduce the first statutory government definition of domestic abuse to specifically include economic abuse and controlling and manipulative non-physical abuse. This will enable everyone, including victims themselves, to understand what constitutes abuse and will encourage more victims to come forward and report abuse. Locally, Nottingham City Council has committed to training staff and councillors in domestic abuse awareness so more people can spot the signs and signpost to advice and local services. There will also be a local violence against women and girls strategy involving a range of partners to address the issues of violence against women and girls in their homes and in communities; this is currently being developed.

There are four key crime types that make up for domestic violence – homicide, stalking & harassment, violence with injury and violence without injury. For the long-term assessment period of 2016/17 (September-16 to August-17) compared to 2018/19 (September-18 to August-19), domestic violence increased by 1,342 offences, a 44% increase. Specifically,

[47] House of Commons Library Domestic Violence in England and Wales (2018) - https://researchbriefings.files.parliament.uk/documents/SN06337/SN06337.pdf
[48] Home Office, Domestic Abuse Bill, (2019) - https://www.gov.uk/government/news/government-publishes-landmark-domestic-abuse-bill

stalking and harassment increased by 96%, 545 additional crimes. Violence with injury increased by 166 offences, an 11% increase, whilst violence without injury increased by 64%, 631 crimes. For the serious offence of homicide, there were no offences for the comparative period, with two homicides for the period of 2017/18. Of the 4,403 domestic violence offences in 2018/19, 20% (898) had an alcohol tag linked to the offence, meaning alcohol was involved with the crime in some way. Domestic violence offences involving alcohol increased for violence with injury with 30% of offences having an alcohol tag, compared to 20% for 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-18 onwards.

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 survivors, their children and other vulnerable adults.

For the medium term assessment period of 2017/18 (September-17 to August-18) compared to 2018/19 (September-18 to August-19) period, domestic violence has also increased; with 858 additional crimes, a 24% increase. There were no homicides in 2018/19 compared to two in 2017/18. Violence without injury made up for the largest increase for the comparative periods, increasing by 42% or 474 crimes. Stalking and harassment increased by 38%, 304 crimes; violence with injury made up for 38% of domestic violence offences in 2018/19, this category increased by 5%, 82 offences.

The positive outcome rate for domestic violence offences in 2018/19 was 14%, decreasing from 17% in 2017/18. There were 457 domestic violence offences with the outcome of charged, 10% of all outcomes for this offence type.

Analysis of the victim's demographic information reveals females make up for 75% of victims, higher than the local population of 50%. Domestic violence is most commonly abuse carried out by men against women, although 23% of victims were male. Unfortunately 23% of victim ethnicity information was not recorded, increasing from 21% in 2017/18, making ethnicity

comparisons difficult. Those aged 30-39 made up for 27% 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 37% of offenders were ex-partners of the victim, with 26% of offenders the current partner of the victim.

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.

Demographic information for offenders shows 76% of offenders were male, with 20% female and 4% not recorded. Again offender's ethnicity data has not been recorded in 27% of cases, an improvement from 37% in 2017/18. White British made up for 49% of offenders whilst 24% were from a black and minority ethnic background. Like victims, offenders aged 30-39 accounted for 30% of offenders, higher than Nottingham's population in this age band (13%).

During 2019 Nottinghamshire Police have been delivering 'Domestic Abuse Matters' training to all front line staff who encounter domestic abuse during the course of their work. Delivery of this training will be completed in November 2019.

There is no specific offence related to honour based violence/abuse (HBA) although the Crown Prosecution Service describes HBA as an incident or crime "which has, or may have, been committed to protect or defend the 'honour' of the family and or the community." 'Honour' can be the motivation, excuse or justification behind a range of violent acts against women and girls. Forced marriage and genital mutilation are more specific forms of HBA. Those most affected by these crimes are women and girls from black and minority ethnic communities.

Over the three-year assessment period Nottinghamshire Police recorded 136 offences tagged as honour based abuse, forced marriage or female genital mutilation in Nottingham City. HBA is not an offence however, these incidents and offences will be tagged as HBA for which there were 133 over the three year period. These incidents increased by 90%, 36 additional offences in 2018/19 compared to 2017/18.

FM is an offence for which there were two crimes recorded, and a further 19 offences where the FM tag was recorded. FM offences have increased from four offences in 2017/18, to fourteen in 2018/19.

FGM offences are low volume with just 7 in the three year period. It's thought that these offences, along with HBA and FM are underreported and therefor the Police's recorded crimes are not a true reflection of the prevalence of these issues. Victims are often scared, coerced and controlled which contributes to low levels of reporting.

Sexual Violence

Sexual Offences are made up of the two sub categories of rape and other sexual offences, with offences accounting for 3.1% of all crime in 2018/19 in Nottingham city. For the long-term comparison of September-18 to August-19 compared to the same period in 2016/17, sexual offences show a modest increase of 3%, 41 additional offences. Specifically, other sexual offences have increased by 50 offences or a 6% increase, with rape offences decreasing by 9 offences, a 2% reduction.

Monthly data for the last three-year period shows fluctuating performance by month, although the yearly average for each three-year period has been stable at 110 for 2016/17 compared to 113 for 2018/19. Offences fluctuated during 2016/17 with sporadic highs and lows compared to more consistent performance during 2018/19.

Nottingham city currently sits sixth position in the MSF for other sexual offences in the last 12-month period up to August 2019, compared to eleventh for the previous 12 months. The rate of sexual offences per 1000 of the population was 2.5, a reduction from 2.7 in the previous comparative period. For rape offences, Nottingham is currently seventh among the MSF with 1.5 rape offences per 1000 people. For the comparative period in 2017/18, Nottingham was twelfth, with a rate of 1.7 rape offences per 1000 people.

For the period of 2017/18, sexual offences increased compared to the previous year, whilst the medium term assessment period of 2017/18 compared to 2018/19, sexual offences decreased by 11%, 139 fewer offences. Within this offence type, rape offences decreased by 76 offences a 15% reduction, with other sexual offences also decreasing by 63 offences, an 8% decrease. Of the offences recorded by the police in 2018/19, 17% of sexual offences were deemed historical cases, defined as having occurred a year after the crime was reported. For other sexual offences historical cases made up for 15%, whilst historical rape offences accounted for 21%.

The City Centre has the highest volume of offences with 216 although there was a 21% decrease from 2017/18, 59 fewer offences. The reduction in sexual offences can be seen in Lenton and Wollaton West, which had the largest reduction outside of the City Centre, a 29% reduction or 26 fewer offences. Hyson Green and Arboretum had the most sexual offences outside of the City Centre for both periods, although the ward did experience an 18% reduction, 24 fewer crimes.

Sexual Violence Action Network

In 2016 the Sexual Violence Action Network (SVAN) was developed and is made up of statutory and voluntary sector organisations, whom have a professional interest, working knowledge and experience of the field of sexual violence. The SVAN ensure that Nottingham has an effective partnership response to Sexual Violence. The SVAN agreed that one of its main aims was to create a joint public awareness campaign in Nottingham to reduce the prevalence of sexual violence and the harm it causes.

The SVAN in partnership with Nottinghamshire Police launched the first Sexual Violence Campaign Survey for Nottinghamshire. The aim of the survey was to gather data on local perceptions on rape and sexual violence and also to raise awareness of the law on consent.

The Consent Coalition is the branding for all the SVAN's sexual violence activities and campaigns in Nottingham City.

The Consent Coalition has their own webpage. This is hosted on Nottinghamshire Sexual Violence Support Services Website. This is the commissioned sexual violence provider for Nottingham City. Within the Consent Coalition webpage, viewers will be able to find the following:

- What is the Consent Coalition (its aims and its members/supporters)
- Campaigns (including each consent poster and key messages)
- How to get involved with the Consent Coalition and its campaigns
- Where to get sexual violence support
- Resources – reporting, support, sexual violence awareness raising information and social media links
- How to contact the Consent Coalition

Analysis of the victim offender profile reveals that 82% of victims were female, similar to the previous year and above Nottingham's local population of 50%; males made up for just 16% of victims. The majority of victims were white British (52%) however, 37% of victims did not have their ethnicity information recorded making comparisons difficult. The age of victim's shows a disproportionate amount of victims are under the age of 18, 40% compared to the local population of 24%.

Information relating to offenders is poor compared to victims due to offenders not being identified. Of the information that is recorded 78% were male and 4% female, with 18% not recorded. Ethnicity data has not been well recorded for offenders with 50% of this information blank, a slight improvement on the same period last year when 60% of this data was blank. The age of offenders who made up for the largest proportion were those aged 30-39 (20%), compared to 13% for the local population.

There were just 33 offenders charged out of the 1,357 offences in 2018/19, 2% of all outcomes. The overall positive outcome rate was 5%, far lower than the overall positive outcome rate for

all crime, which was 15% in 2018/19. Broken down the positive outcome rate for other sexual offences was 7%, whilst the rate reduced to just 1.7% for rape offences.

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.[49]

The Respect for Nottingham survey 2018 found that of crime and community issues that respondents were most concerned about, 8% thought sexual violence was the most important problem to them, the fifth most concerning issue.

Risks/Gaps:

- 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.

Stalking & Harassment

Under the Protection from Harassment Act 1997[50], it is an offence for a person to pursue a course of conduct that amounts to harassment of another individual, and that they know (or ought to know) amounts to harassment. The Act defines harassment and states, references to harassing a person include alarming the person or causing the person distress. A joint report HM Inspectorate Constabulary (HMIC) and HM Crown Prosecution Service Inspective (HMCPSI) described stalking and harassment crimes as “crimes of persistence. It is the unrelenting repeat behaviour by the perpetrator experienced in its totality, which seems inescapable and inevitable, that has such a detrimental effect on the victim. The actions in themselves may seem unremarkable, and this may partly explain why some victims suffer repeat behaviour over a prolonged period before reporting it to police, or do not report it at all”[51].

Nationally, 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[52]. This in effect means that in some instances two crimes will be recorded in relation to the same incident. This has therefore led to an increase in the recording of these offences, although it is a combination of the fact that the recording practices have changed and improved, as well as

[49] 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
[50] Legislation, Protection from Harassment Act 1997 - http://www.legislation.gov.uk/ukpga/1997/40/section/1
[51] HMIC and HMCPSI, Living in fear – the police and CPS response to harassment and stalking, (2017) - https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/living-in-fear-the-police-and-cps-response-to-harassment-and-stalking.pdf
[52] Home Office Counting Rules for Recorded Crime (2019) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/822472/count-violence-jul-2019.pdf

stalking and harassment offences now being recorded at a more accurate rate. This has driven the increase in offences although; it is difficult to know whether these offences have actually increased.

For the long-term assessment period of September-16 to August-17, compared to the same period in 2018/19, data reveals the significant increases seen in this crime type, due to the reasons stated above. Overall the recording of stalking and harassment offences increased by 1,474 crimes an 81% increase. All four sub-categories increased, with harassment offences increasing by 1,122 offences a 126% increase, accounting for 76% of the total increase. There was a large increase of 226% for stalking offences, although this is due to the volume of offences being fairly small, there were 61 additional stalking offences in 2018/19, compared to 2016/17.

Survivors of domestic abuse who leave coercive and controlling relationships often become victims of this behaviour again through stalking and harassment[53]. Nottinghamshire Police tagged a significant amount of stalking and harassment offences with a domestic abuse tag, with 34% (1,110 offences) of stalking and harassment offences in 2018/19 related to domestic abuse, similar to previous years.

For the medium term assessment period, stalking and harassment offences have increased by 791 crimes, a 32% increase. Harassment offences have been the main driver for the increase with 599 additional offences, a 42% increase, and making up for 76% of the overall increase.

In April 2017 the offences of 'Disclose private sexual photographs with intent to cause distress' and 'Sending letters etc. with intent to cause anxiety' were removed from Harassment and put into a new category of Malicious Communications. These offences have increased year on year, with a 13% increase from 2017/18, an increase of 132 crimes. The increased use of communications via social media apps and

Victim demographic information reveals 66% of victims of stalking and harassment offences were female, with males making up for 32%. Like other crime types, ethnicity information is insufficiently recorded making data validity poor, making comparisons between ethnic groups difficult. In this case 36% of victims did not have this information recorded. Of those whose data was captured, 46% were white British and 19% were from a BAME group. Those aged 30-39 were the most common age group for this offence (24%), similar to the previous period but way above the local population of 13%. Those aged 18-24 make up for the second highest age group with 19%, similar to the local population (20%).

Offender demographic information reveals 75% of victims to be male, despite accounting for just 51% of the local population. Females made up for 21%, with 4% of gender information not recorded. Again ethnicity data for offenders is poorly recorded with 40% of offender ethnicity information not captured. Offenders tend to be aged 30-39 (30%), above the local population of 13%.

Risks/Gaps:

- The scale and nature of stalking and harassment is not yet fully understood. There is a requirement for a more training and the introduction of a stalking register (as recommended by the Home Affairs Select Committee).

[53] HMIC, Living in fear – the police and CPS response to harassment and stalking, (2017) - https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/living-in-fear-the-police-and-cps-response-to-harassment-and-stalking.pdf

- The risk posed by virtual stalking through new technology needs to be better understood and an appropriate response developed.
- Victims with no recourse to public funds are not able to access a number of services, leaving them potentially vulnerable to further incidents.

The Stalking Clinic

In 2019 Police Public Protection launched a multi-agency 3 hour stalking clinic which hears a maximum of 5 domestic abuse and non-domestic abuse cases monthly. The clinic has heard 82 cases in the last 18 months. Police select cases for the clinic based on the perpetrator being high risk and having had a police interview. Cases which are not clinic ready will be reviewed and heard when it is appropriate to do so. There is currently no referral pathway, but where an agency is concerned, they can share information with the Police via the Stalking email inbox.

The objective of the clinic is to share information about the survivor and anyone else at risk and to set safeguarding actions. The aim of the clinic and the stalking advocates and IDVA's engagement is to enable survivors to be safer and to recover from harm and to manage the perpetrator.

Police use the Domestic Abuse Stalking and Harassment RIC form and the 12 stalking questions where DVA is not present with the survivor. The perpetrator is assessed by clinical psychologists using the stalking risk profile tool and the perpetrator is assessed for type, level of risk of violence, recurrence and persistence. The risk of psychosocial harm to the perpetrator is also assessed.

Members of the clinic include Police (as chair, administration and as officers presenting the case), MAPPA, Stalking Advocates from Juno Women's Aid and Nottinghamshire Women's Aid (NWA), Equation Men's Service, National Probation Service, Community Rehabilitation Company and Consultant Psychiatrists.

The Chief Inspector responsible for the Stalking Clinic in Police Public Protection updates a quarterly multi-agency Stalking Steering Group chaired by the Office of the Police and Crime Commissioner and Nottingham Crime and Drugs Partnership receive quarterly performance monitoring for the non DVA stalking advocates and IDVA's who support the survivors who are referred to the clinic.

The OPCC have funded Equation 10K during the same time frame to develop materials and resources and to develop a local training package on stalking and harassment.
Members of the Steering Group are the OPCC, Nottinghamshire Police, Equation, Juno WA, NWA, Nottinghamshire Sexual Violence Support Service, Victim Care, Nottinghamshire Police and Nottingham CDP.

The OPCC funded from July 2019 – Dec 2020 50K pro rata to cover two 0.6 FTE non DVA stalking advocate posts to cover the city and county. IDVA's support DVA survivors of stalking. The advocates cover the week between them and both work on a Wednesday. The stalking advocacy roles and clinic will be reviewed in July 2020 to inform future commissioning intentions. The OPCC have funded Equation 10K during the same time frame to develop materials and resources and to develop a local training package on stalking and harassment.

Child Sexual Exploitation

Child sexual exploitation (CSE) is a form of child sexual abuse. It occurs where an individual or group takes advantage of an imbalance of power to coerce, manipulate or deceive a child or young person under the age of 18 into sexual activity (a) in exchange for something the victim needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology.

CSE is not a specific criminal offence and instead encompasses a range of different forms of serious criminal conduct and individual offences. Offences include engaging in sexual activity in the presence of a child, causing a child to watch a sexual act, arranging or facilitating the commission of a child sex offence and the meeting of a child following sexual grooming.

Public awareness of the issue has increased in the recent years partly due to the number of high profile cases of CSE reported in the media. Ensuring effective prevention and detection is crucial, as well as providing the survivors with the necessary support from the partnership.

Due to the nature of CSE, children often do not realise that they are victims. As with victims of other forms of sexual abuse. Those that do understand find it difficult to report it or work with police to bring their offenders to justice, meaning police are often not able to secure a conviction for those arrested. This in itself makes the analysis of CSE, in order to obtain a comprehensive picture, extremely difficult. Due to the nature of these crimes, investigations are extremely time and resource intensive, and may not result in convictions.[54]

Nationally it is recognised that CSE offences are rising across the UK. This is, in part, down to the growth in social media as it allows direct access to children which then increases the risk of online grooming, blackmail and extortion[55].

There were 132 CSE related offences recorded in Nottingham between September 2018 and August 2019. This compares to 181 offences between September 2017 and August 2018 and 109 in the same recording period 2016/2017.

Other risky practices, including budget hotels, low cost accommodation can also represent potential risk to adults and children. In 2019, Nottinghamshire Police CSE Disruption Team issued the first CSE Hotel Notice s.116 ASB, Crime & Policing Act 2014 in Nottinghamshire in response to CSE related incidents at the Hotel. The notices were served on the Manager in situ and the owner/operator of the hotel. The notice requires the hotel to take reasonable steps to verify occupants permitting the Police to request guest's names and addresses. On-licence premises, such as bars and public houses, have also been found to have risks in regard to CSE and these are discussed at MASE to ensure a robust response.

[54] Nottinghamshire Police CSE Problem Profile 2017
[55] NCA National Strategic Assessment - SOC

Multi-Agency Sexual Exploitation Panel

The MASE is a monthly multi-agency forum chaired by the Director of Children's Integrated Services. The MASE provides a quality assurance function for work undertaken in relation to individual young people and correlates information to identify risks associated with possible perpetrators and locations of concern. The MASE has representation from key groups/sectors including Police, education, health (both public health nurses and sexual health services), Children's Social Care, Targeted Support services, Youth Offending Team, Early Help and Community Safety colleagues, in order to ensure that the full range of community safety measures are considered.

Cases are risk assessed using the CSE Risk Assessment Toolkit to be considered at strategy meetings and reviewed at the MASE panel where appropriate. In September 2019, there were 51 cases on the agenda for potential discussion at MASE. Matters that were heard included case closures – it ensures all agencies are in agreement and new cases and cases with updates can be re RAG rated. Discussions also include Children in Care that are placed outside of Nottingham, leaving care, locations/establishments and adults of concern.

All information on locations and establishments is shared with the CP Performance and Intelligence to ensure the necessary actions occur within the remit of Community Protection.

In October 2019, a Risky Premises section was included to Partnership Tasking launched in response to findings in the Strategic Assessment 2018 as it identified several premises and business types of concern. Whilst there are a plethora of specialist 'people groups' (MARAC, Complex Persons Panel, MASE) and 'places groups' (Neighbourhood Action Teams) the Risky Premises Group fits into the category of 'premises groups'.

So called 'paedophile hunter' groups have become more prominent in recent years. These groups are vigilantes who pose as underage children on social media platforms used by sexual predators.

Current plans and processes are deemed effective in tackling this crime type, with the risk being mitigated though raising awareness amongst young people, educating NTE hotel staff, and intelligence sharing. CSE is one of the Strategic Policing Requirements issued by HM Government, and there has been a substantial amount of resources dedicated to prevention, disruption and information sharing from both Nottinghamshire Police and Nottingham City Council[56] A multi-agency approach is utilised, with meetings such as Assessment of Sexually Harmful Behaviour Arrangements (ASHA) and MASE panel bringing professional expertise together, in order to improve the safeguarding of children and young people in Nottingham.

Risks/Gaps:

- Community safety tactics identified in the Casey Review appear to be underutilised, although the available data is partial.
- There remain problems with bringing offenders to justice, often due to an unwillingness by victims to provide evidence or report what has happened to them.

[56] https://www.gov.uk/government/publications/strategic-policing-requirement

Reoffending

From 1st April 2010 Community Safety Partnerships have had a duty to formulate and implement a strategy to reduce reoffending by adults and young offenders.[57]

Measuring true reoffending is difficult. Official records are taken from either the police or courts, but they will underestimate the true level of reoffending because only a proportion of crime is detected and sanctioned and not all crimes and sanctions are recorded on one central system. Other methods of measuring reoffending, such as self-report studies, are likely to also underestimate the rate.

The Ministry of Justice (MoJ) revised the methodology in regards to how reoffending is measured both nationally and locally in 2012. The new measure is much more inclusive, covering all those who come into contact with the criminal justice system and tracks reoffending over 12 months.[58] The most recently available MoJ data relates to the September 2017 cohort and shows that Nottingham has a proven reoffending rate for adults and juveniles of 35%, compared to the national average of 29.4%. This is an increase on the September 2016 cohort of 1.3 percentage points.

The October 2016 to September 2017 cohort represented 4,737 offenders and 1,659 (35%) of those went on to reoffend over the following 12 months. This cohort of re-offenders was responsible for 7,218 offences, representing 19% of all recorded crime during this period.[59] This is likely to be a significant underrepresentation of their impact on crime as there will be offences committed by this cohort that remain undetected.

Nottingham's position in the MSF is stable (currently 6th highest reoffending rate) and is now at mid-table, with a level consistent to the average. Additionally, in comparison to 2006, Nottingham's 2.3 percentage point reduction is the seventh best improvement in comparison to the rest of the MSF.

The usefulness of the MoJ proven reoffending data from a performance management perspective is limited for a number of reasons, this is predominately due to the significant time-lag (equating to almost 24 months between the identification of the cohort and publication of the statistics) and the significant size of the cohort. Ultimately, the partnership needs to develop a more meaningful measure of reoffending that enables effective performance management aimed at a more manageable cohort size

In June 2016 the CDP Board received a comprehensive paper in which a proposed new governance structure, process for design, temporary IOM Project Manager and IOM strategic priorities were presented and endorsed. The Safer Nottinghamshire Board also endorsed the proposed model and approach.

Arrangements are now in place for a Reducing Reoffending Governance Group which provides strategic oversight and also an IOM Design and Delivery Group which provides governance to the existing IOM scheme. Both groups have city and county representation.

[57] Sections 5, 6 and 17 Crime and Disorder Act 1998 as amended by section 108 of the Policing and Crime Act 2009.
[58] The new measure includes all those who come into contact with the criminal justice system (including those who are cautioned) (as opposed to just Statutory Offenders managed by the Probation Service). The cohort equates to approximately 4,737 offenders. Furthermore, offenders are tracked for 12 months (as opposed to 3 months) with an additional 6 months allowed for conviction
[59] Methodology: In the period Oct 2016 to Sep 2017 (the period in which the cohort were being monitored for 12 months) total recorded crime stood at 38,255 and 7,218 (19%) of this number were detected offences committed by the cohort.

The previously existing IOM scheme has been redeveloped so that it targets those priority offenders who pose the highest risk of harm and/or reoffending and harm. This change has been reflected in the profile of offenders accepted onto the scheme since the changes were implemented in May 2017. A separate cohort for managing domestic abuse perpetrators was launched in 2018 which also includes enhanced support for survivors. In summer 2019 a further scheme was also added which will manage non-statutory nominals known or suspected to be involved in knife crime.

Arriving at a single, local measurement of reoffending is problematic due to the range of agencies and methodologies involved. This has been exacerbated by the 2014 reforms to the probation services. Nevertheless, a number of local proxy measures are available that give varying degrees of insight into different parts of the overall problem. The intention is to create a local performance framework that incorporates some, or all, of these datasets. Work on this project is currently at the formative stage.

In May 2019 the Ministry of Justice announced plans for the future of probation. This followed a consultation held in the summer of 2018. The main points are summarised below:

- 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, and will continue to deliver those services reserved to the public sector such as advice to court.
- There will be a significant and more clearly defined role for the voluntary and private sector in the delivery of unpaid work; accredited programmes; and resettlement and rehabilitative interventions.
- There will be 12 probation areas across England and Wales - introducing 11 new probation areas in England with existing arrangements remaining unchanged in Wales.
- In England each area will be overseen by a new dedicated regional director who will provide strategic leadership and be responsible for the overall delivery and commissioning of probation services.
- The regional directors, along with the NPS Director in Wales, will work closely to ensure an effective, unified approach from pre-sentence stage in court through to management in the community.

Risks/Gaps:

- Reliable and up to date performance management information is not available and this impacts on the partnership's ability to set and monitor an effective strategy to reduce reoffending.
- Forthcoming changes to probation services will have a currently unknown impact on this area, both locally and nationally.

II. Vulnerable Communities

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'[60]. Since ASB is subjective, reporting of incidents can vary greatly between people, places and communities. To a degree, certain types of ASB will be more tolerable by people in a particular community or place than the same behaviour in a different area. ASB incidents can vary in their severity and harm to victims from low-level occurrences such as kids playing football in the street, to persistent noise incidents that keep people awake affecting quality of life. All incidents can harm victims in different ways however; repeat victims often suffer the most from ASB due to the issues being unresolved. Vulnerable people such as the elderly or disabled can often become targeted due to discrimination, causing further harm to victims.

For the long-term assessment period, police ASB incidents have reduced by 519 incidents, a 3.4% reduction. Despite an overall decrease in incidents noise incidents have increased during 2018/19 by 0.8%, 34 more incidents than in 2016/17. Youth ASB has reduced by 27.2%, 913 fewer incidents; alcohol ASB has experienced a decrease with a 26.4% reduction, 687 fewer incidents. Other ASB incidents are all cases of ASB that do not have one of the tags of noise, youth or alcohol. Other ASB incidents have increased by 10.4%, 720 more incidents than the comparative period.

For the medium term assessment period, ASB has decreased slightly in 2018/19 when compared to 2017/18. All ASB has reduced by 407 incidents, a 2.7% decrease. ASB calls relating to noise reduced for the latest 12 month period by 3.5%, 162 more calls. Youth ASB incidents reduced by 557 incidents a 19.1% reduction. Alcohol related ASB also reduced from 2017/18, by 136 calls or a 6.6% decrease. Other ASB increased in 2018/19 continuing a yearly trend; there were 294 additional calls from 2017/18, a 4.5% increase. In 2018/19, other ASB accounted for 48% of ASB incidents, an increase of 12% from the previous year. Noise ASB made up for the second largest volume of ASB incidents with 25%. Youth incidents accounted for 13%, followed by alcohol ASB which made up 10%.

Repeat victims of ASB can suffer greatly due to a particular ASB problem that becomes reoccurring and unresolved. For August 2018, 31.2% of ASB victims were a repeat victim of ASB. The average percentage of repeats in 2018/19 was 32.5%, compared with 32.4% in 2017/18.

The City Centre accounts for the largest proportion of ASB in Nottingham City (24.9%), due in part to the high volume and density of business's, shops, alcohol premises, NTE venues and the increased foot flow this creates. For the medium term assessment period ASB has decreased by 2.7%, representing 407 fewer ASB calls. The City Centre also has the highest rate of ASB, with 157 calls per 1000 people, over double that of the Arboretum which has the second highest rate.

Outside of the City Centre the Hyson Green & Arboretum ward made up for the highest volume of ASB with 1593 ASB calls, 10.8% of ASB in Nottingham. In 2018/19 calls in this ward increased by 161, a 11.2% increase. Excluding the City Centre, Hyson Green & Arboretum also had the highest rate of ASB with 64 incidents per 1000. Hyson Green & Arboretum saw the largest increase by volume in the city.

Bestwood experienced the largest percentage increase with 143 more ASB calls a 24.4% increase; the rate of ASB per 1000 people is 42, the city average being 32.

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

There largest decrease was in the Mapperley ward which had 199 fewer ASB calls compared to 2017/18, a 32.5% reduction. The Castle ward saw the fewest ASB incidents and had the lowest rate per 1000 people, though this is likely influenced by the small population of the ward.

Respect for Nottingham Action Plan Ward Priorities

Neighbourhood Development Officers and Neighbourhood Operations Managers work in all areas of Nottingham to ensure that all neighbourhoods are clean, safe and vibrant places to work and to live in. The Neighbourhood Development Team is responsible for community safety concerns identified as priorities by their citizens. The new priorities were intended to reflect the self-reported concerns of the citizens in each ward, which were identified by the annual Respect for Nottingham Survey. Neighbourhood Action Teams were given 3-5 ASB priorities from the Respect Survey, 1-2 crime priorities that were determined from volume of offences weighted against seriousness (and whether the issues were realistic to expect local providers to deal with), and 1 cohesion priority that would determine the lens through which community building initiatives would be delivered. These are plans are monitored through the Partnership Tasking process and bids for extra resources are received as appropriate.

Begging

Street begging affects the quality of life of citizens using Nottingham city centre. Citizens report their concerns regarding begging annually through the Respect for Nottingham survey.

During the weekly Street Tasking meeting, there are representatives from Nottinghamshire Police, Community Protection, Housing Aid, substance misuse services and Framework. Provided for the multi-agency meeting, there is a cohort of 30 city centre based individuals, which shows prolific begging behaviour. The cohort is RAG rated based on how many interactions and incidents both Police Officers and Community Protection Officers deal with on the streets of Nottingham.

While begging is a criminal offence it does not of itself carry a penalty of imprisonment. There are several civil tools in place in Nottingham to limit begging, which follows the City Council's 5 Stage Enforcement Model. These stages are enforced by both Community Protection and the Police.

There is also a Rough Sleepers Case Conferencing group and Street Drinkers and Beggars Case Conferencing, both of which have similar agency representatives at Street Tasking and often discuss the same problematic individuals.

Reasons for the Reduction in ASB Incidents

As noted in the preceding sections, the volume of ASB incidents reported to the police has shown a long term reduction. Whilst the 'true' level of ASB is impossible to gauge, recent surveys of citizens undertaken by the CDP and NCH indicate that levels of ASB remain stable at best and may even have increased. These surveys also reveal that an increasing number of citizens no longer report ASB as they do not feel that anything will be done about it. This is likely to be a factor in declining volumes. According to the Respect survey, within a 6 month period

in 2018, 52% of the people who answered that they had experienced ASB did not report it to anyone. 51% of those who did not report ASB gave reasons to the effect of "there was no point – nothing ever gets done".

Other potential causal factors include alternative methods of reporting, for instance to NCH or NCC, difficulties reporting ASB to the 101 number and the impact of the NCRS audit, whereby incidents that may previously have been recorded as ASB may now be classified as public order offences or another crime type.

In 2018 respondents to the Respect who stated that they had reported ASB reported the incidents in majority to the Police (80%) but some answered that they had reported it to Nottingham City Council (16%) or a landlord (10%). It is unclear if the respondents reported the ASB to multiple parties or single points.

It was discovered in July 2019 that ASB incidents were also being recorded through an NCC phone centre into the Firmstep recording system. The rolling 12 month incident figures show that in June 2019 Firmstep recorded 4239 incidents (Nottinghamshire Police recorded 14865 in the same period). It is unclear if these reports are also reported to Nottinghamshire Police through 101 and recorded in Vision, or if they are an entirely separate and additional dataset of ASB incidents. The reporting trend for Firmstep incidents was largely the same as Police ASB incidents.

Risks/Gaps:

- The full scale and nature of ASB is not understood and the available picture is partial and fragmented.
- Further work is needed to fully understand the links between ASB, mental health and/or substance misuse.
- The partnership response to ASB is disjointed and not easy for the public to understand.

Terrorism & Extremism

The United Kingdom is a high-priority targets for Islamist extremism, with the threat from international terrorism currently assessed as severe, meaning that a further attack is highly likely, with the main threats coming from extremist groups such as Al Qaeda and ISIS.[61]

The Counter-Terrorism and Security Act was introduced in February 2015 to limit people's ability to travel abroad with the purpose of engaging in terrorist activity, or to return to the UK afterwards. In 2018-19, examples of this have been seen with Shamima Begum and 'Jihadi' Jack Letts, whose involvement with terrorist group ISIS and subsequent attempts to return to the UK led to the revocation of their British citizenship.

The Contest Strategy – the national strategy for counter-extremism – was updated in June 2018, with learning from prior attacks being included. The new strategy's priorities emphasised the need for a greater local approach to intervention, information sharing and building community resilience[62].

[61] https://www.mi5.gov.uk/threat-levels
[62] https://www.gov.uk/government/publications/counter-terrorism-strategy-contest-2018

Channel is a national Home Office safeguarding project which aims to prevent children and adults from being drawn into violent radicalisation or becoming involved in terrorist related activity'[63]. The volume of referrals through the programme increased 20% between 2016/17 and 2017/18, with a 36% increase in referrals for right wing extremism, contrary to a 14% decrease in Islamist extremism[64]. 33% of referrals came from the education sector and a further 32% from the police. An increased awareness of the issues of radicalisation may be at least partly responsible for the overall increase, as well as heightened vigilance in the wake of terrorist incidents.

The prevalence of right wing extremism has been labelled the 'fastest-growing threat of terrorist violence to the United Kingdom' by the UK's highest ranked counter-terrorism officer in a public briefing on 19th September 2019[65], though he retains that the biggest threat continues to be from Islamist extremism. Reportedly, more than 30% of the plots to cause mass casualties since March 2017 were driven by extreme right wing ideologies and referrals to anti-radicalisation programmes have doubled between 2016 and 2018.

In the aftermath of the EU referendum in 2016 referendum, the results of which required that Britain leave the European Union, there has been a noted increase both in hate crime and in political extremism, with Jo Cox's murder in 2016 an extreme manifestation of this. Protests, rallies and demonstrations in and around Nottingham have occurred, with prominent Brexiteer Nigel Farage visiting the Albert Hall Conference Centre and hosting marches in advance before the 2019 EU election and go slow protests being held on the M1 in March and April 2019 in support of the leave campaign. Several protests have been held, including a pro-Brexit protest in July 2019 wherein a male and a female spray painted a Swastika on a protester's sign and there are on-going tensions between pro and anti-Brexit supporters.

Extinction Rebellion, an environmental activist group operating in the UK, has held several demonstrations in major cities, including Nottingham. A former chief anti-terrorism officer called in July 2019 for the police to consider Extinction Rebellion an extremist anarchist group, however demonstrations they have held in support of 'Earth Strike Day' in September 2019 have been supported by Nottingham City Council and, while disruptive, their activism in Nottingham has so far been lawful.

Quarterly updates from Nottingham's Counter-Extremism Coordinator – who has sat within NCC's Community Cohesion Service since starting in January 2017 – are supplied to the Home Office, outlining successes, barriers, requested support and forward planning. In the first quarter of 2019-20, work has been done to facilitate the development and proliferation of women's groups, including in new and emerging communities, to host community conversations, prevent harmful practices like female genital mutilation, and ensure women are aware of their rights.

A barrier identified in the first quarter was that there was little evidence surrounding areas of counter-extremism risk, with the primary source of information coming from community sources, which – while potentially useful – is generally low-graded intelligence. An identified solution, however, is the tensions monitoring framework, which gains information from community sources, local officers and other sources of information (including reports from RICU and NCC Communications) to provide an understanding of the currently known tensions landscape in

[63] http://www.eastmidlandsprevent.co.uk/Categories/WhatisChannel
[64] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/763254/individuals-referred-supported-prevent-programme-apr2017-mar2018-hosb3118.pdf
[65] https://www.bbc.co.uk/news/uk-49753325

relation – among other things, terrorism and extremism. This tool is to be used by Cohesion assets, including the Counter Extremism Coordinator, to proactively engage with risky communities and prioritise engagement in a structured way to disrupt extremist views.

The Counter Extremism Coordinator has sought more detailed information about methods of best practice – particularly in terms of communications – to challenge extremism and hate crime.

The current challenges identified in the feedback to the Home Office included the growth of Islamophobia, prejudice and dissatisfaction resultant from Brexit, anecdotal reports of self-segregation in neighbourhoods, and tensions between faith and LGBT communities over the issue of relationships and sex education. These issues are being approached using engagement, community conversations, myth-busting and communications, utilising credible voices in communities to spread positive messages and dispel misinformation.

Relationships and Sex Education

There have been high profile protests elsewhere in the UK – particularly in Birmingham – against teaching about LGBT relationships in primary school relationships and sex education (RSE) classes, which has received national attention. There has been some local activity and support for the anti-RSE movement in Nottingham, particularly among Muslim communities, which has been claimed by local activists to be against teaching children of primary school age about sex. The anti-RSE movement has also been used in some circumstances as a platform to criticise local councillors and MPs for a lack of democratic representation.

A protest at Fernwood Primary School (Wollaton) in July 2019 garnered local and national media attention and caused some friction between pro and anti-RSE protesters. There remains the risk of further activism and protests, however no further plans are currently known.

NCC has considered anti-RSE views to be a form of extremism and continues to support the teaching of the curriculum in Nottingham's schools. WhatsApp groups between Muslim community members have been used to share information relating to the anti-RSE agenda, including letter templates allowing parents to withdraw their children from RSE classes and from schools. The NCC Director of Education has provided a response that is to be used by all schools in Nottingham in the event that they receive such a letter.

Local Imams and community leaders have been engaged with Community Cohesion and several have been trained to host community conversations to facilitate safe conversations and clarify misinformation with members of their communities.

Tensions between Pakistani residents and the Indian governance of Indian-administered Kashmir have begun to impact on local tensions. HM Government responded to a letter sent by NCC, clarifying that their position remains that 'it is for India and Pakistan to find a lasting political resolution to the Kashmir dispute, taking into account the wishes of the Kashmiri people'. Engagement and cohesion assets have been informed that Imams are discussing the situation in Kashmir, condemning Indian actions encouraged Nottingham Muslims to peacefully protest against the Indian Government's actions. Concurrently (though separately), videos have been circulating in Muslim communities comparing Modi's methods to those of Nazis and an overarching narrative that HM Government is not acting due to the victims being Muslims. There

is a concern that, if an open conflict develops in Kashmir, people in these communities will be particularly susceptible to radicalisation and may be seek to participate in the conflict.

Partners have worked with Mosques in Nottingham to develop communication channels, resulting in the development of the Nottingham Council of Mosques, which represents 75% of the Mosques in Nottingham. The Council of Mosques has worked with NCC to help Muslim community leaders to build and develop resilience against religiously inspired extremism.

The attacks in Christchurch, NZ – wherein right wing terrorists attacked Mosques and killed attendant worshipers – also had an impact in the UK, motivating a renewal of funding to support the improvement of security in Places of Worship. As part of this process, Community Cohesion made informal assessments of the places of worship in Nottingham to identify those they believed to be at risk of attack. Through work with the Council of Mosques, Cohesion supported applications made by Mosques for the Home Office fund, which were complemented by official risk assessments made by Nottinghamshire Police.

Following the highly publicised terrorist attacks in the UK in 2017, concern in communities and in practitioners around the risk of terror attacks was heightened. One result of these concerns was the installation of steel gabions filled with sand bags (replaced later with more aesthetic planters) around key vehicular access points around Nottingham's Old Market Square during the Winter Wonderland (Christmas Market) at the behest of police crime reduction practitioners. This was in an effort to mitigate the risk of a hostile vehicle attack akin to the ones at the Nice Bastille Day celebrations and Berlin Christmas Market in 2016, responding to the apparent increase in lone actors utilising crude, low-tech methods to cause large scale harm in busy spaces.

Modern Slavery & Exploitation

In October 2018, HM Government released an annual report on Modern Day Slavery in the UK[66], whereupon it renewed its commitment to its Modern Slavery Strategy[67]. The umbrella term 'modern day slavery', categorised by HM Government's topology of MDS[68] encapsulates labour exploitation, domestic servitude, sexual exploitation and criminal exploitation.

There were 36 slavery offences recorded in Nottingham between September 2018 and August 2019. This compares to 57 offences in the period 2017/18 and 26 in 2016/17.

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[69]. 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[70] including nail salons, which are prevalent in Nottingham. In 2018, a total of 58 beauty salons were identified in the city that

[66] 2018_UK_Annual_Report_on_Modern_Slavery
[67] Modern_Slavery_Strategy
[68] typology-modern-slavery-offences
[69] NCA National Strategic Assessment of serious organised crime 2019
[70] https://www.gla.gov.uk/publications/labour-exploitation/

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.

In order to reinforce the partnership resilience towards slavery in Nottingham, new Police and Community Protection officers receive training about the warning signs to look for when it comes to people being victimised and premises being used to house victims of exploitation. The Modern Slavery Team also provides training to other NCC departments. However, there may be gaps regarding the breath of agencies and departments that may not receive suitable training.

A Home Office pilot scheme was launched in Nottingham in 2018 and is now due to conclude April 2019. This scheme is intended to provide post NRM support to adult victims of modern slavery and their children following acceptance into the scheme. It aims to empower survivors to regain control of their lives and move into housing and employment as well as integrate into local communities. Outcomes so far have included supporting a family to return to their home country, all survivors placed in permanent accommodation, accessing education, employment and support.

The Modern Day Slavery Team, which provides this support, found that there was an emerging pattern of smaller scale exploitation, which received 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, socially isolated or have issues with drug misuse, and use it to operate their criminal activity from[71]. Nottinghamshire Police stated there were 70 NRM referrals for the 2018/19 financial year and 7 MS 1 forms.

Another emerging theme of exploitation 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.[72]

[71] https://www.nationalcrimeagency.gov.uk/what-we-do/crime-threats/drug-trafficking/county-lines
[72] Home Office guidance definition

NCC Modern Slavery Team

The City Council MST has over the past year taken an increasing number of referrals of concerns relating to modern slavery and exploitation, many of which have been substantial enough to lead to their being considered by the SERAC (Slavery and Exploitation Risk Assessment Conference).

Whilst the SERAC process appears to be playing a significant role in safeguarding victims in these cases, there is now an improving understanding of the pattern of exploitation and exploiters that sit outside the scope of the Council Team and beyond the capacity of the Police Modern Slavery and Human Trafficking Team.

A number of the referrals coming through the SERAC have perpetrators that have been linked to other cases or are known by other services (such as ASB) to have been involved in exploitative behaviour.

In recent cuckooing cases, closure orders or injunctions were obtained to prevent the group of people from continuing activity at the address but there is evidence to suggest they then moved onto another vulnerable victim and the process begins again. Alongside this is evidence of the more organised exploitation of vulnerable adults, including appropriating benefit payments and forcing individuals to do unpaid work.

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[73]. It is highly likely that there are county lines (internal and external) operating in Nottinghamshire of which the partnership are not aware.

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 victim data provided by Nottinghamshire police shows support for the theory that there is an increase in UK nationals becoming Modern Slavery victims.

In the recording period for September 2016 – August 2017, the highest volume nationality was Vietnamese, followed by Polish and Hungarian and Nigerian. There were 3 unknown victim nationalities that have been listed in the category ‘other’ and this is a data gap. For September 2017 – August 2018, Romanian was the top Modern Slavery victim nationality with 13 victims listed, followed by 4 Bulgarians, 4 Polish and 4 Vietnamese. A total of 15 victim nationalities are unknown and listed in the category ‘other’. September 2018 – 2019 victims from the UK were

[73] Police Intelligence and email from Sam Clarke

second highest with 9 overtaken by Romanians with 10. Of those 9 UK nationals Sep-Aug 18/19, 6 were aged 16 years and under.

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 pro-active work by the police service or if criminals are increasingly targeting them.

In response to these findings, a Slavery Exploitation Risk Assessment Conference (SERAC) was established in May 2019 to pull professionals together to review cases. Since its inception SERAC has received a total of 62 referrals (May-October 2019), 29 of these have been heard at the SERAC and some required emergency strategy meetings with relevant agencies as they were time sensitive.

SERAC
The SERAC is a monthly meeting, co-ordinated by the Modern Slavery Team and Police Modern Slavery Human Trafficking Team. It was established to provide a multi-agency forum where suspected or known cases of exploitation/slavery/trafficking could be discussed and a multi-agency plan of action could be developed.

This is in order to increase the effectiveness and co-operation between agencies to result in better service provision, greater protection for victims and better outcomes for individuals who have been exploited.

Membership includes: Nottinghamshire Police, Gangmasters and Labour Abuse Authority, GAIN, Community Protection, Social Care, POW, Salvation Army, Framework, Safeguarding, Woman's Aid.

Data for offenders that have been changed with the offence of Modern Slavery is limited, with only 16 offenders identified over a 3 year recording period September 2016 – August 2019. The most prevalent nationality over this period is Polish, with 7 offenders identified, second being Romanian with 4, Offenders from the UK in 3rd with 3 offenders and 1 offender from Jamaica. 1 offender nationality was not listed in the data.

Risks/Gaps:

- 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.
- Understanding is partial and coordination between partners is not always efficient.

III. The Impact of Drugs & Alcohol

Drug Supply & Possession

The social and economic cost of drug supply in England and Wales is estimated to cost around £10.7 billion a year, although this is thought to be an underestimate. The HM Government Drug Strategy (2017) has four key themes; reducing demand, restricting supply, building recovery and global action, with drug offences falling into the theme of restricting supply. Drug supply and possession is a complex problem involving a vast web of serious and organised crime groups looking to profit through supplying for the demand of drug use. The serious and organised crime groups trafficking drugs often use the profits from selling drugs to facilitate further criminal activity (terrorism, modern day slavery, human trafficking, child exploitation, firearms, money laundering etc.). Whilst the use of violence and intimidation to control markets leads to further crimes including gun and knife crime and the increasing problem of county lines[74] which has contributed to the increase in violence across the county[75]. Drugs are detrimental to communities and neighbourhoods, with crime and ASB associated with drug supply and use, whilst the misuse of drugs can ruin lives and lead to drug related deaths, which are at the highest levels since records began.

The Misuse of Drugs Act 1971 aims to prevent the misuse of controlled drugs by imposing a complete ban on the possession, supply, manufacture, import and export of controlled drugs. The Drug Trafficking Act 1994 defines drug trafficking as transporting or storing, importing or exporting, manufacturing or supplying of drugs covered by the Misuse of Drugs Act 1971. Penalties and convictions with vary depending on the type of substance and quantity involved with each individual case. Drug trafficking is a more serious crime and will often involve large quantities of drugs being trafficked, with life imprisonment a possible penalty for serious class A trafficking.

Police activity and enforcement, rather than actual trends in drug supply and possession in society mainly drive volumes of drug offences in Nottingham and for other forces across the country. Offences occurring in Nottingham over the assessment periods are therefore likely to be reflective of proactive police work which consequently drives up crime statistics, but is none the less a positive outcome. During the 12 month period of September-18 to August-19 drug offences accounted for 6.5% of all crime in Nottingham, this is an increase of 2.4 percentage points from the 2016/17 period, when drug offences made up for 4.1% of all crime.

Offences have been gradually increasing from September-16 with a particular rise in drug offences during the recent assessment period during 2018/19. During 2018/19, there were 2,891 drug offences of which, 2,391 were for possession of drugs and 500 for trafficking in controlled substances. For the long-term performance period this was an increase of 1,349 offences (87% increase), possession offences increased by 1,213 (103%), whilst trafficking in controlled substances increased by 136 offences (37%).

The large increase in drug offences for the long-term assessment period have been driven by a 215% increase in possession offences (excluding cannabis), with an increase of 705 offences compared to 2016/17. There has been an increase in possession offences involving NPS (or synthetic cannabinoid receptor agonists, commonly referred to as mamba or spice), cocaine and heroin. Possession offences for cannabis still account for the largest proportion of drug

[74] European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), Recent changes in Europe's cocaine market, (2018) - http://www.emcdda.europa.eu/system/files/publications/2373/TD0216072ENN.PDF
[75] Crest, Serious Violence in Context (2019) - https://static.wixstatic.com/ugd/b9cf6c_654f5b6fab914780bd3f895df353e231.pdf

offences (46%), which is expected given this is the most commonly used drug in the England[76]; these have also increased with 506 additional offences, a 61% increase. Other drug offences have remained similar to previous years.

Operation Guardian
The successor to Operation Promote began in May 2018. The primary focus of operation Guardian is to reduce violence linked to drug misuse, using a variety of resources including a passive drug dog being used to lead police stop and searches with the intention of reducing the amount of drugs being dealt and consumed, particularly in the night time economy. In addition to finding and confiscating drugs from individuals in Nottingham City Centre, operation Guardian serves as a visible deterrence and disruption tactic to those who may commit other forms of criminality, including the detection of weapon possession. To supplement the proactive enforcement work conducted by the officers and passive drug dog, Police Community Support Officers engage with the public and open venues to provide reassurance and information about the operation and its purpose.

For the medium term assessement period drug offences have increased by 57%, 1,055 additional offences from 2017/18. The main driver for the increase is a 68% rise in posession offences, 969 more crimes. Within this category posession of controlled substances excluding cannabis have seen a large increase with 560 more drug offences, a 118% increase. Possession offences for cannabis still make up for the highest proportion of drug offences with 46%, this type of offence has also increased during 2018/19, by 43%, 402 additional crimes. Trafficking offences have also increased by 86 offences, a 21% increase. Trafficking of drugs is a more serious offence generally carried out by serious and organsied criminal groups, with commonly trafficked susbtances including cannabis, heroin, cocaine and amphetamines.

Nottingham currently has the second highest (one higher than the previous period) offence rate for drug offences amongst the fifteen members of the Most Similar Family for September-18 to August-19. Although this offence type is more reflective of police activity rather than the actual number of offences occurring. Nottingham has a rate of 8.7 drug offences per 1,000 people, increasing from 5.5 from the previous 12 months; the MSF average was 4.6 per 1,000, this also increased from 3.6.

For the medium term assessment period there were 717 offenders taken to the Bridewell custody suit during 2018/19, of which 348 were tested for either cocaine and/or heroin. There were 159 positive tests for one or both of these substances, a positive rate of 46%. The previous period of 2017/18 there were fewer offenders taken into custody as there were less offences. For this period, there were 531 offenders, of which 251 were tested, with 106 testing positive, a rate of 42%, slightly less than the current period. Of the 717 offenders taken to the Bridewell custody suit, 348 were known to treatment services in Nottingham City, 181 (52%) were known to Clean Slate the criminal justice substance misuse service.

The overall positive outcome rate during the 2018/19 assessment period was 64%, increasing from 60% during 2017/18. The positive outcome rate for drug offences is high due to the nature of the offences, as often the offender will be identifiable given they have been caught in possession of a controlled substance, this means the positive outcome rate is significantly

[76] Home Office, Crime Survey for England and Wales, Drug Misuse, (2019) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/832533/drug-misuse-2019-hosb2119.pdf

higher than other crime types. There were 478 drug offences where the offender was charged (17%), with 392 cannabis warnings (14%).

As drug offences are a crime against society, there are no specific victim details, however, all of society is affected by drug offences, with victims suffering at all stages of the drug trade. Information on offenders is easier to come by given the person responsible for the crime has often been detained in possession of a substance. Males account for 87% of drug offences, a disproportionate amount compared to the 51% of the local population. Ethnicity information has not been recorded for all offenders making comparisons between ethnic groups difficult. In this case 66% of offenders did not have their ethnicity recorded. Of the remainder 25% were white British, whilst 9% were from black and minority ethnic groups. Those aged 18-24 (29%) and 30-39 (29%) accounted for the largest proportion of offenders.

The Respect Survey for Nottingham 2018 found that of respondents who provided comments on ASB problems in their local neighbourhood, drug use and dealing was the joint top issue, with 12% of people commenting (similar to previous years). Perceptions of ASB in Nottingham City Centre found that 13% of respondents thought drug use and dealing was a very big problem (of this group there was an increase from 21% in 2017 to 29% in 2018), whilst 16% thought the issue was a fairly big problem.

Risks/Gaps:

- The understanding of county lines from a partnership perspective is still only partial and thus further work is needed to develop an appropriate response.
- The impact and extent of drug supply and possession in new and emerging communities is not fully understood.
- The partnership does not have a current drug strategy.

Drug & Alcohol Use

Substance misuse has varying levels of complexity, with some people occasional recreational users whilst others will be long-term drug addicts with multiple complex needs and vulnerabilities. The reasons for people using drugs and alcohol are multifaceted with substance misuse affecting people from all social classes. Drug misuse can often lead to deprivation whilst deprivation can also lead to drug misuse. For instance, there is a clear link between deprivation and opiate and crack use (OCU) in local authorities in England, with areas of higher deprivation having higher rates of OCU. This is also true when looking at treatment data from the National Drug Treatment Monitoring System (NDTMS), with twice the proportion of those in treatment living in the most deprived areas[77]. Addressing health inequality and social deprivation is there for a key factor in preventing and reducing substance misuse in Nottingham, as according to the Home Office's indices of deprivation (2015), Nottingham is the tenth most deprived area amongst local authorities in England[78].

The full impact of substance misuse on individuals, families and society cannot fully be determined however; the financial cost of substance misuse can be estimated. The most recent estimates from the Home Office indicate that illicit drug use in the UK costs £11.4 billion

[77] Public Health England, An evidence review of the outcomes that can be expected of drug misuse treatment in England (2017) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/586111/PHE_Evidence_review_of_drug_treatment_outcomes.pdf

[78] Office of National Statistics (2015) - https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015

annually. This figure includes drug related crime, enforcement, health service use and deaths linked to specific illicit substances.

Although drug use among adults has decreased since the 1990's, usage in recent years has been gradually increasing. This increase has been driven by adults using Class A drugs, with recent increases for all adults and specifically an increase in cocaine and ecstasy use among young adults. Part of the increase in Class A drug use could be linked to the ease in which people can obtain drugs, with about 41% of adults saying it would be very or fairly easy for them to get drugs within 24 hours. The ease in which adults can obtain drugs increased in the younger age bands and decreased gradually for each age band.

Like other years cannabis continue to be the most comply used drug with 7.6% of adults using it in the last year, around 2.6 million people. Adults aged 16-24 used cannabis more so with around 17.3% or 1.1 million young adults. Cocaine was the second most popular drug used in the last year for all adults with 2.9% using the substance (nearly 1 million people). For young adults cocaine was the third most common drug used (6.2%) behind nitrous oxide (8.7%), with around 400,000 young adults using it in the last year, continuing an upward trend since 2012/13.

Young people (16-24 years old) are twice as likely to take a drug in the last year compared to any other age group[79]. Much of this increased risk taking is linked to the brain's development through puberty into adulthood, and therefor experimenting with alcohol and drugs increases during this age group. Children who are using alcohol and drugs however, are more likely to be misusing substance as a consequence of Adverse Childhood Experiences (ACE's).

A study of ACE's[80] found that adults who had experienced four or more ACE's[81], were twice as likely to binge drink and eleven times more likely to use heroin and crack in their adult life. Children and young people using alcohol and drugs as a method of self-medicating in the short term are likely to suffer from the negative consequences later in adult life[82]. Early intervention is key in helping to reduce substance misuse harm for children and young people at present, whilst also reducing the cohort of dependant adults using and abusing substances later in life.

Alcohol has a major role in British culture and society with most city centres and night time economy's built around selling, availability and consumption of alcohol. Nottingham has a particularly high density of licensed premises (the 2nd most alcohol licensed premises with 13.8 per square kilometre[83]), especially in the city centre where there are a high proportion of pubs, bars, clubs and shops. Availability and affordability are therefore not a barrier for people, making abuse of alcohol easier and the associated harms more likely. This also provides a challenging situation for the Police and other front line services to manage as alcohol related crime and ASB in Nottingham is an issue, particularly in the city centre.

[79] Home Office, Crime Survey for England & wales, Drug Misuse (2019) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/832533/drug-misuse-2019-hosb2119.pdf

[80] BMC Medicine (2014) - https://www.researchgate.net/profile/Mark_Bellis2/publication/262789250_National_household_survey_of_adverse_childhood_experiences_and_their_relationship_with_resilience_to_health-harming_behaviors_in_England/links/5405633c0cf23d9765a6e3ca/National-household-survey-of-adverse-childhood-experiences-and-their-relationship-with-resilience-to-health-harming-behaviors-in-England.pdf?origin=publication_detail

[81] ACE's - domestic violence, parental abandonment through separation or divorce, a parent with a mental health condition, victim of abuse (physical, sexual and/or emotional), victim of neglect (physical and emotional), a member of the household being in prison, growing up in a household in which there are adults experiencing alcohol and drug use problems.

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

[83] LAPE Indicator, Number of premises licensed to sell alcohol per square kilometre. Data was not available for every local authority, so Nottingham has the second most from 42 local authorities.

Not everyone will directly suffer from the harms of alcohol, although recent evidence revealed there are no safe levels for the consumption of alcohol[84]. As previously mentioned Nottingham has high levels of social deprivation, as well as a high proportion of drinkers consuming alcohol at increasing or higher risk levels. This is concerning as alcohol related health problems disproportionately impact people from lower socioeconomic groups, than people who are affluent. It's also known that younger people (16-24) locally, consume alcohol at more harmful levels and Nottingham has a high proportion of young people in its demographic, particularly because of the two universities. Therefore, Nottingham's is likely to have a higher proportion of people abusing alcohol whilst also suffering increased risk from the associated harms.

Public Health England's, Local Alcohol Profiles for England (LAPE) provides evidence and data which supports this[85]. Nottingham is amongst some of the worst performing local authorities in England for a range of key indicators. Nottingham also has the highest rates in the East-Midlands for alcohol specific mortality, alcohol related mortality, as well as admissions for alcohol related conditions for both the broad and narrow measure. Nottingham's population is clearly suffering from both the short and long-term impact of alcohol misuse and dependence, which costs the local authority and puts further strain on under pressure local health services.

The Nottingham Crime & Drugs Partnership is responsible for the commissioning of local substance misuse services in Nottingham City. The treatment provision is made up of multiple providers that collaborate to provide a holistic and tailored approach for clients seeking substance misuse treatment.

For the rolling period of April 2018 to March 2019, 574 clients successfully completed treatment out of 2,623 who were in treatment. Nottingham's successful completion rate was therefore 21.9%, above both the core city average of 18.2% and the national average of 21.1%.

When a client enters structured treatment, they are categorised into one of the four drug groups based on the substance they cite as most problematic when they enter treatment. Successful completions for each drug group vary due to the different complexities associated with different substance misuse problems.

Opiate clients account for roughly 54% of Nottingham's treatment population however, due to the complexity of opiate addiction, recovery rates are generally low for this cohort of clients with opiate successful completions accounting for about 14% of all successful completions in Nottingham. Clients in treatment solely for alcohol make up for about 26% of Nottingham's treatment cohort. Treatment for alcohol addiction whilst still challenging, is more successful compared to opiate addiction, and so alcohol successful completions make up for almost 50% of all the successful completions from treatment.

Risks/Gaps:

- Budget cuts to commissioned service may adversely impact treatment outcomes for clients in 2020/21 and beyond.
- The removal of the ring-fence from the public health grant from 2020/21 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.
- Less than 20% of dependent drinkers currently access treatment services.

[84] University of Washington School of Medicine. "No safe level of alcohol, new study (2018) - https://www.sciencedaily.com/releases/2018/08/180824103018.htm

[85] PHE, Local Alcohol Profiles for England (2019) - https://fingertips.phe.org.uk/profile/local-alcohol-profiles/data#page/3/gid/1938132984/pat/6/par/E12000004/ati/102/are/E06000018/iid/91409/age/1/sex/4

- Further work can be done with licensed premises to mitigate the impact of alcohol misuse on the city.

IV. Criminality

Weapon Enabled Offending

Weapon enabled violence has become a high priority on the community safety agenda both locally and nationally. In response, Nottinghamshire's Police and Crime Commissioner appointed a new Knife Crime Lead early in 2018 to coordinate and drive activity relating to knife crime across the county. In October 2018, the PCC launched Nottinghamshire's Knife Crime Strategy 2018, which presented some relevant analysis and stipulated a four strand approach to tackling knife crime in partnership. Importantly, the analysis and approach did not consider domestic incidents involving a knife, as these were offences that are handled by alternative parallel arrangements; in particular the MARAC.

Knife enabled crime was extracted from the Police crime recording system Niche using a Management Information query which includes all violent crime where a knife was used in the commissioning of an offence. These offences exclusively encompass Violence Against the Person, Robbery (Business and Personal) and Sexual Offences.

The decreasing volume of knife offences is clearly illustrated by analysis which shows that knife enabled assault offence volumes have slightly declined over the last three years. The low volume of sexual assault offences, while reduced from previous years is a negligible volume contribution to the reduction. The main driver of knife crime volume reduction is the 31% reduction (75 fewer offences) in knife enabled robbery when compared to the previous twelve months.

Between September 2016 and August 2019, there were 1385 Knife Crime offences recorded by Nottinghamshire Police as occurring in Nottingham City. The long-term comparison between Sep16-Aug17 and Sep18-Aug19 shows a 6% decrease in offences. The volume of offence has decreased such that the average monthly volume of offences decreased to 38 per month over the previous 18 months to August 2019 from 41 offences in the 18 months prior to August 2018. The decreasing trend looks set to continue since the average over the last 12 months is 35 offences per month.

Knife crime MSG comparators for Nottingham City are not available. The latest information at a Police Service level are only available to March 2019 (78 crimes per 1000 pop.), which places Nottinghamshire third worse in the MSG. This is no change from the position held in the twelve months to March 2018 (72 crimes per 1000 pop.).

With knife crime having a medium term decrease of 19% (96 fewer offences) this offence also decreased as a proportion of all crime in 2018/19, accounting as it does for 9.9% of all crime when compared with 2017/18 (10.7%). Outside of the city centre the Hyson Green & Arboretum ward experienced the largest volume of knife crime.

While males are the predominant victims of knife crime, medium term comparisons of victim gender are similar between 2017/18 and 2018/19, as is the ethnicity split between periods. Victim age demographics show a very similar pattern to that of offenders with the 15-17, 25-29 and 30-39 age groups recorded at a rate more than 50% higher than the age groups city baseline demographic.

The offender demographic analysis show that males account for 80% of offenders, and although the offered ethnicity percentages between White-British and BAME offenders is very similar, this is a significant BAME over representation when considering the overall 36% BAME, 64% White-British population demographic. It is noted also that 47% (*n*=75) of knife offences have "Not Stated" or blank ethnicity entries.

Cohesion Focus: Youth Violence

Historical conflict between local drug operations has been perpetuated between so called 'postcode gangs' while much is made of the rivalry between the Radford and St Ann's or Meadows and Top Valley areas. The groups are changing in model and function with some groups working together and 'beef' rivalry often stirred up by senior gang members in their own interests but over relationships and slurs. The use of cooking is now common in organising the supply of drugs to the streets, dependent upon the recruitment of young people to run the drugs to the 'customer'. One community organisation reported to the Cohesion Team that young people are introduced to drugs 'on tick' and are then trapped in a debt bondage situation.

The role of different genres of music particularly 'drill' is contentious. Some see it as reflecting real life on the streets while others see it as glamorising gang culture, toxic masculinity and instigating violence. A number of community organisations in Nottingham have attempted to promote positive opportunities for young people self-express themselves through music.

Similarly social media as a vehicle to drive inter-community/gang tensions remains poorly understood. Social media channels have the ability to amplify both provocative messages and fear of violence.

Postcode conflict has been identified across the remainder of the city including between Bestwood, Bulwell and Basford.

VCS partners report that numbers of young people in the city centre during school holidays and after school are often very high, the volume is difficult for shops to manage – particularly on Clumber Street and the Victoria Centre where trainer shops and McDonalds form a natural congregating point. The city centre is also a flashpoint for tension during the school route home, as young people now catch multiple busses to academies across the city.

One organisation; Breaking Barriers, Building Bridges have engaged to provide a Violence Interrupters intervention in the City Centre using a youth work approach to de-escalate emerging tensions before they result in violence. This is starting to show encouraging results.

Communities of identity including refugee and asylum seeker communities are increasingly reporting concerns around young people/young adults and weapons and as these communities often have a problematic relationship with the police the issue may be under-recorded. Young male asylum seekers and refugees are exposed to risks from poverty, isolation, poor accommodation, lack of employment opportunities and past trauma. Refugee community organisations that exist to support them often look inwardly and lack the skills and resources to implement a youth work approach. There is a significant distrust of the police in some of these communities. For example, the Somali community have reported concerns of their children becoming involved in gangs.

In the twelve months to August 2019 records show 149 known offenders for knife crime offences and although this is a 3% reduction on the known offenders for knife crime offences in 2017/18, the volume of offences increased on that of the 2017/18 cohort by 43% (75 more offences). The number of repeat offenders in the cohort experienced a 182% increase when compared to

2017/18[86], and a 275% increase in offending by repeat offenders. This cohort of knife crime offenders also committed 131 other offences of various types in this period.

In the twelve months to August 2018 the volume of positive outcomes decreased by 50% (65 fewer offences) when compared to the same period to August 2018. The positive outcome rate was 15% and this as also worsened when compared to the positive outcome rate to in the twelve months to August 2018 of 25%.

This outcomes figure is driven by the volume of offences recorded as 'unresolved', which accounts for 26% of outcomes in the last twelve months. This is a change from the previous period when the main outcome driver was recorded as 'investigation complete, no suspect identified', which accounted for 32% of outcomes.

Risks/Gaps:

- There is currently a gap in provision for those aged over 18 who are not managed or overseen by a statutory service. In time this may be mitigated by the IOM non-statutory knife crime scheme.
- 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.
- The role and impact of the Violence Reduction Unit is not yet fully understood or embedded.

Violence

Violence against the person (VAP) offences were the largest recorded offence category in 2018/19, accounting for 31% of all crime. Long term performance in 2018/19 saw a 29% increase (2998 more offences), when compared to the 2016/17 assessment period. The medium term saw an increase of 13% (1551 more offences), when compared to 2017/18.

With an increase in the rate of VAP per 1000 population to 41.1 crimes[87], Nottingham's comparative position within the MSG has worsened one place since the last assessment moving to the eighth best position for VAP rates.

The VAP offences category consists of five offence types, the main driver being Violence With Injury. Stalking and harassment offences are discussed in more detail in the relevant section.

Between September 2016 and August 2019 a total of 35,966 VAP offences were recorded in Nottingham. The volume of VAP has increased such that the average monthly volume of offences increased to 1109 per month over the previous 18 months to August 2019 from an average of 958 offences per month in the 18 months prior to August 2018. This increasing trend looks set to continue since the average over the last 12 months is 1,125 offences per month.

Figures for all crime in 2018/19 indicate an increase in the percentage of VAP offences (30.6% of all crime) when compared with 2017/18 (28.2% of all crime). Outside of the city centre, the

[86] In Sep'17-Aug'18 records indicate 153 knife crime offenders committing 176 knife crime offences, of these 17 repeat offenders committed 40 offences. In the same period, this cohort also committed 134 other offences of various types.
[87] In the twelve months to August 2018 the VAP rate per 1000 pop. in Nottingham was 36.3 crimes.

Hyson Green & Arboretum ward experienced both the largest volume and the largest volume increase in VAP offences in the twelve months to August 2019.

In terms of victim demographics, 14% (n=1809), of recorded victims experienced repeat victimisation within the 12 month period[88], averaging 2.5 victimisations each. Medium term comparisons of victim gender volumes are similar between 2017/18 and 2018/19, while the ethnicity split between periods has seen a slight decrease in White-British victimisation, this could however be attributed to the commensurate increase in 'not recorded' data entries. Victims aged 30-39 account for 21% of known victims, but account for only 13% of the general population. Analysis also identifies 11% of victims of this offence type being themselves the offenders of various offence types.

In terms of offender demographics, those aged 30 to 39 are the age group most responsible for this offence type accounting for 27% of offenders (this age group accounts for 29% for all crime), but this is a significantly greater rate compared to their presence in the general population (13%). In terms of the gender of detected offenders, males are the predominant offenders. While the ethnicity rate of White British identified offenders is the largest recorded, there is a larger proportion of offenders with no ethnicity recorded, although this is a decreased rate when compared to 2017/18.

In the twelve months September 2017 to August 2018 the positive outcome rate was 13.6%, this has worsened such that in 2018/19 the positive outcome rate for these offences was 12.7%.

This figure is driven by the volume of VAP offences recorded as "victim declines/withdraws support - named suspect identified", which accounts for 32% of outcomes and in the medium term, this outcome has increased by 10% (390 more offences). This is followed in terms of volume by the offences recorded as "investigation complete, no suspect identified", which accounts for 17% of outcomes and in the medium term, this outcome has decreased by 2% (48 fewer offences).

Medium term drug testing rates for VAP offenders are stable with 46.5% of offenders being tested in 2018/19 (n=184 of 396 offenders) compared to 47.3% of offenders (n=182 of 385 offenders) being tested in 2017/18. The rate of positive tests have decreased in the medium term to 47% (86 of 184), compared with 55% (100 of 182) in the previous period Framework Specialist Services reports 192 members of the 2018/19 VAP cohort are currently involved with various services.

Violence with Injury specifically is likely to be of concern to health professionals, as assaults such as these will be putting additional strain on accident and emergency departments. Public perception is difficult to ascertain, with perception of violence not routinely asked as part of the Respect for Nottingham Survey. Nonetheless, the proportion of residents who felt safe or fairly safe walking alone in the City Centre in the dark has stabilised over the long term, from 45% in 2011 to 44% in 2018 (with a peak of 55% in 2014); thus suggesting NTE VAP specifically is less of a concern to the public.

Burglary

Burglary offences were the seventh most recorded offence category in 2018/19, accounting for 5.6% of all crime. Long term performance in 2018/19 saw a 14% decrease (410 fewer offences),

[88] 10300 identified victims in 2018/19

when compared to the 2016/17 assessment period. The medium term saw a decrease of 10% (282 fewer offences), when compared to 2017/18.

The category of Burglary includes both Burglary - Residential and Burglary – Business and Community offences. This analysis will largely focus on Burglary - Residential as this offence type remains of concern to the partnership.

Between September 2016 and August 2019 there were 5645 Burglary-Residential offences recorded by Nottinghamshire Police in Nottingham City. The long-term comparison between Sep16-Aug17 and Sep18-Aug19 shows a 9% decrease in offences. The volume of burglaries has decreased such that the average monthly volume of offences decreased to 151 per month over the previous 18 months to August 2019 from 170 offences in the 18 months prior to August 2018. The decreasing trend looks set to continue since the average over the last 12 months is 144 offences per month.

With a reduction in the rate of burglaries per 1000 households to 13.7 crimes[89], Nottingham's comparative position within the MSG has improved one place since the last assessment to be in the sixth best position for Burglary residential rates.

Analysis conducted by the CDP identified that overall 24% of burglaries were near repeats and 6% were repeats city-wide. The highest volume of near repeat burglaries occurred in the Radford ward, where 68% of all burglaries in the sample occurred within 7 days and within 200 meters of an initial burglary (Hyson Green & Arboretum, Lenton & Wollaton West and St. Anns had levels in excess of 30%)[90]. This information helped identify those areas where target hardening and cocooning would be most effective.

In terms of victim demographics, 4% (n=65), of recorded victims experienced repeat victimisation within the 12 month period[91], averaging 2.2 victimisations each. Medium term comparisons of victim gender are similar between 2017/18 and 2018/19, while the ethnicity split between periods has seen a slight decrease in White-British victimisation, this could however be attributed to the larger increase in 'not recorded' data entries. Victims aged 18 to 24 are the most affected group accounting for 25% of victims (compared with 24% for all crime) but this is slightly high proportionately compared to their presence in the general population (20%). In the same regard, victims aged 30-39 account for 21% of known victims, but account for only 13% of the general population. Analysis also identifies 6.7% of victims of this offence type themselves being the offenders of various offence types.

Known offender demographics indicate that those aged 30 to 39 are the age group most responsible for this offence type accounting for 28% of offenders (the age group accounts for 26% of known offenders for all crime types), but this is a significantly greater rate compared to their presence in the general population (13%). In terms of the gender of detected offenders, males are the predominant offenders. While the ethnicity rate of White British identified offenders is the largest recorded, there is a larger proportion of offenders with no ethnicity recorded and this is an increased rate when compared to 2017/18.

In the twelve months to August 2018 the positive outcome rate was 4.9% this has improved such that in the twelve months to August 2019 the positive outcome rate for these offences was 5.5%.

[89] In the twelve months to August 2018 the burglary-residential rate per 1000 household in Nottingham was 16.1 crimes.
[90] Hyson Green & Arboretum 32%, Lenton & Wollaton West 36%, St. Anns 36%.
[91] 1661 identified victims in 2018/19

This figure is driven by the volume of Burglary offences recorded as 'investigation complete, no suspect identified', which accounts for 75% of outcomes and in the medium term, this outcome has decreased by 21% (353 fewer offences).

Medium term drug testing rates for burglary offenders are stable with 46.5% of offenders being tested in 2018/19 (n=184 of 396 offenders) compared to 47.3% of offenders (n=182 of 385 offenders) being tested in 2017/18. The rate of positive tests have decreased in the medium term to 47% (86 of 184), compared with 55% (100 of 182) in the previous period. During the twelve months to August 2019, the burglary offenders tested provided 35 positive tests for cocaine, 4 for opiates and 47 for both cocaine and opiates. Eighteen members of the 2018/19 cohort are currently involved with Clean Slate, while four more are involved with Nottingham Recovery Network.

Burglary remains the main crime issue of concern for citizens. It has been ranked first by respondents to the Respect for Nottingham Survey for the last nine years. Burglary is a strategic priority for Nottinghamshire Police and this type of offending is of concern to many partner agencies, whether from a victim or offender perspective.

Risks/Gaps:

- Houses in Multiple Occupation (HMO) are disproportionately affected by burglary. Areas with large concentrations of this type of property, such as Hyson Green & Arboretum and Wollaton East & Lenton, are consistently amongst those with the highest rates of burglary.
- Approximately half of all burglaries result from insecurities such as unlocked or open doors and windows. Further prevention work is needed to address this issue.
- Repeat and near repeat victimisation remains a persistent problem. Appropriate tactics, such as cocooning, are available to mitigate this problem should resources be identified.

Robbery

Robbery offences were the second least recorded offence category in 2018/19, accounting for 1.5% of all crime. Long term performance in 2018/19 saw a 7% increase (45 more offences), when compared to the 2016/17 assessment period. The medium term saw a decrease of 12% (86 fewer offences), when compared to 2017/18. In the short term there was slight decrease of 11% (19 fewer offences) between June and August 2019, when compared to the same period in 2018.

Nottingham's position in the MSF has remained largely stable, remaining in a similar place within the table. Nottingham saw a reduction in crimes per 1000 population from 2.22 in 2017/18 to 2.06 in 2018/19.

The robbery offences category consists of two offence types, the main driver being robbery of personal property (RoPP). The other category is robbery of business property.

Between September 2016 and August 2019 a total of 1828 RoPP offences were recorded in the Nottingham city area. Overall there has been a decrease in the most recent 12 month period compared to the previous, following an increase from 2016/17 into 2017/18. In 2018/19 there was an 11% reduction from the 2017-18 periods. This reduction averaged out to a reduction of slightly less than 3 offences per ward.

Figures for all crime in 2018/19 indicate an decrease in the percentage of RoPP offences (1.5%) when compared with 2017/18 (1.6%). September 2018 to August 2019 figures show a decrease of 12% (86 fewer offences) compared to the same period in 2017/18 for RoPP offences. Outside of the City Centre, the Hyson Green & Arboretum ward experienced the largest volume of RoPP offences, whilst Mapperley experienced the largest volume increase in the twelve months to August 2018.

88% of offenders were male. The average age of offenders was 26 with the oldest at 64 and the youngest at 9, the median age was 23 and the mode 16. This suggests that young males (16-25) are the most likely to commit RoPP offences.

The highest proportion of offenders (when ethnicity was stated) were white with 26% of offenders identifying as such, 10% were black, all others added up to around 8%. 55% were left blank or refused to state their ethnicity.

The mean distance for an offender to travel to commit an offence (i.e. how far the offence location is from the offender's home address) is 7 miles; this is however skewed by a small number of large distances for offenders from out of the force area. The median distance was 1.2 miles with 33% being less than a mile. This suggests that most offenders will offend very close to home.

Of the offenders charged with a RoPP offence, 22% had positive outcomes for multiple offences (between 2 and 5 offences, with an averge of 2.8). This figure for all those arrested rose to 26%, depsite the increase of those arrested for a single offence. Judged by the arrest figures, it is possible that 47% of the RoPP offences were commited by around a quarter of the known suspects, meaning that a disproportionately high number of offences are likely commited by a relatively small number of nominals. This suggests that there is an attrition rate at each level of the enforcement process in which our awareness of the full spectrum of offences is lessened.

In 2017/18 the positive outcome rate was 9%, this has improved such that in 2018/19 the positive outcome rate for these offences (with an identified offender) was 25%.

There were a higher number of repeat offenders despite a slightly diminished offence volume, suggesting that this is where the highest risk is. It is also likely that this was always the case, as the nature of offences has not changed sufficiently to infer that this is a new trend within RoPP offences.

In the 2018/19 period around 8% of all RoPP offences had a positive outcome, roughly the same as the previous year by rate, though lower by volume. 37% of offences had an identifed suspect, an increase from 13% in the 2017/18 period.

Medium term comparisons of drug testing rates for RoPP offenders are stable with 42% of offenders being tested in 2018/19 and 44% 2017/18. The volume of positive test results decreased between the periods 27 offenders to 20. During 2018/19 RoPP offenders tested provided 4 positive tests for cocaine and 6 positive tests for both cocaine and opiates.

Of the offenders against whom there was a positive outcome 4.6% are known to Clean Slate, 1.7% are known to Nottingham Recovery Network, and 0.4% are known to Nottingham Shared Care. This gives a total of 6.7% of offenders (16 individuals) who are known to drugs service

providers in the city. It is unclear how closely connected their offending is to their drug use; though a causal link is possible, it cannot be confirmed or disproved based on the data available.

The potential impact of robbery can be significant, particularly if a weapon is used or the threat of violence causes severe distress. Of the 214 weapon enabled robberies that occurred in 2018/19 53% incurred no physical injuries; the actual figure may be higher than this but 22% of occurrences did not have the 'injury' field filled out. In the same period 21% of offences resulted in minor injuries and 3% in serious injuries. 2017/18 saw similar proportions of each injury type but more weapon enabled robberies overall.

However, public concern about robbery is limited. This can be attributed to the low volume of offences which means that the impacts are not noticeable beyond the victims and their immediate friends and families. Professional concerns are more pronounced, especially with regard to the high number of robberies involving the threat or use of a knife.

Theft

Theft offences were the second most recorded offence category in 2018/19, accounting for 25% of all crime. Long term performance in 2018/19 saw a 7% increase (691 more offences), when compared to the 2016/17 assessment period. The medium term saw a decrease of 3% (324 fewer offences), when compared to 2017/18.

Despite a reduction in the rate of thefts per 1000 population to 50 crimes[92], Nottingham's comparative position within the MSG has stabilised since the last assessment to be in the fifth worse position for theft offences.

This category covers a range of theft related offences. These are theft from the person, 'other' theft, bicyle theft and shoplifting. This analysis will largely focus on shoplifting as this offence type remains of concern to the partnership due to the high volume. The category of 'other' theft, whilst signifcant in volume, contains such a broad range of offending within it that rigorous analysis is not possible.

The trend for theft offences overall has stabilised over the past 3 years. However, within this category shoplifting has seen a long term 6% increase (264 more offences) in the past 12 months when compared to September 2016 to August 2017.

Between September 2016 and August 2019, 12,974 shoplifting offences were recorded in Nottingham. The volume of shoplifting has stabilised such that the average monthly volume of offences increased to 377 per month over the previous 18 months to August 2019 from an average of 372 offences per month in the 18 months prior to August 2018. The trend looks set to continue since the average over the last 12 months is 363 offences per month.

Despite a medium term decrease in shoplifting offences and a decrease in the rate per 1000 of population over the last twelve months, Nottingham's position for shoplifting offences within the MSG has worsened from the sixth worse (with 13.7 crimes per 1000 pop.), in the twelve months to August 2018, to fifth worse (with 13.3 crimes per 1000 pop.), in the twelve months to August 2019.

With shoplifting offences having a medium term decrease of 4% (179 fewer offences) this offence also decreased as a proportion of all crime in 2018/19, accounting as it does for 9.9% of all crime when compared with 2017/18 (10.7%). Outside of the city centre the Bulwell and

[92] In the twelve months to August 2018 the theft rate per 1000 pop. in Nottingham was 53.4 crimes.

Hyson Green & Arboretum wards experienced the largest volume of shoplifting offences. The Hyson Green & Arboretum ward also experienced the largest volume increase in the twelve months to August 2019.

As the volume of medium term shoplifting offences decreased by 4%, the volume of offences with an identified offender decreased by 6% (705 in 2018/19, compared to 752 offences in 2017/18).

In terms of offender demographics, those aged 30 to 39 are the age group most responsible for this offence type accounting for 30% of offenders (the age group accounts for 28% for all crime), but this is a significantly greater rate compared to their presence in the general population (13%). In terms of the gender of detected offenders, males are the predominant offenders. While the ethnicity rate of White British identified offenders is the largest recorded, there is a larger proportion of offenders with no ethnicity recorded (53%), and this is an increased rate when compared to the 51% of blank records in 2017/18.

The shoplifting multiple offending chart shows that although the number of medium term repeat offenders has decreased by 6% (47 fewer offenders), the volume of offences by repeat offenders has only decreased by 10% (92 fewer offences). Shoplifting offences accounted for 58% of the cohorts total offending in 2018/19, whilst in the previous period it accounted for 75% of total offending. Consequently the total volume of offending by the 2018/19 shoplifting cohort across all offence types increased by 17%.

In the twelve months September 2017 to August 2018 the positive outcome rate was 29.4%, this has worsened such that in 2018/19 the positive outcome rate for these offences was 27.7%.

This figure is driven by the volume of shoplifting offences recorded as ‘investigation complete, no suspect identified’, which accounts for 56% of outcomes and in the medium term this outcome has decreased by 2% (56 fewer offences).

Medium term drug testing rates for shoplifting offenders are stable with 61% of offenders being tested in 2018/19 (n=446 of 735 offenders) compared to 62% of offenders (n=520 of 833 offenders) being tested in 2017/18. The volume of positive test results remained similar but the reduction of tests means the rate of positive tests have increased in the medium term to 76% (340 of 446), compared with 64% (335 of 520) in the previous period. During the twelve months to August 2019, the shoplifting offenders tested provided 102 positive tests for cocaine, 15 for opiates and 223 for both cocaine and opiates. Framework Specialist Services reports 147 members of the 2018/19 shoplifting cohort are currently involved with various services.

Shop theft poses the largest risk amongst theft offences because of the volume of offences committed. However it is considered a low harm offence with the largest victims being national organisations who include the losses in their cost margins. However, whilst these larger retailers still find that many crime reduction tactics are not financially viable for them compared to the losses seen from offences, there will continue to be difficulties in mitigating this problem. Furthermore, diminished partnership resources have increasingly been focused elsewhere, with shoplifting and other acquisitive crime more broadly now seen as a low priority.

Vehicle Crime

Vehicle offences were the fifth most recorded offence type in 2018/19, accounting for 6.7% of all crime. Long term performance in 2017/18 saw a 5% increase (153 more offences), when compared to the 2016/17 assessment period. The medium term saw a decrease of 17% (589 fewer offences), when compared to 2017/18.

The vehicle offences category consists of four offence types, the main drivers being theft from a vehicle (TfMV) and theft or unauthorised taking of a motor vehicle (ToMV). This chapter will concentrate on those two offence types.

Theft from a Motor Vehicle (TfMV)

Between September 2016 and August 2019, 5,608 TfMV offences were recorded in Nottingham. From September 2018 to August 2019 there is a long-term offence volume increase of 5% (78 more offences), when compared to September 2016 – August 2017. The volume of TfMV has decreased such that the average monthly volume of offences decreased to 160 per month over the previous 18 months to August 2019 from an average of 164 offences per month in the 18 months prior to August 2018. The decreasing trend looks set to continue since the average over the last 12 months is 150 offences per month.

Figures for all crime in twelve months to August 2019 indicate reduction in the percentage of TfMV offences (4.1%) when compared with 2017/18 (4.9%). September 2018 to August 2019 figures show a decrease of 14% (283 fewer offences) compared to the same period in 2017/18 for TfMV offences. Outside of the City Centre, the Lenton & Wollaton East ward experienced the largest volume of TfMV offences, while the largest volume increase in the twelve months to August 2019 was in Clifton East, with a 45% increase (32 more offences).

In terms of victim demographics, 2% (n=38), of recorded victims experienced repeat victimisation within the 12 month period, averaging 2.01 victimisations each. Medium term comparisons of victim gender is similar between 2017/18 and 2018/19, while the ethnicity split between periods has seen a slight decrease in White-British victimisation, this could however be attributed to the corresponding increase in 'not recorded' data entries. Victims aged 30 to 39 are the most affected group accounting for 27% of victims (compared with 23% for all crime) but this is a high proportionately compared to their presence in the general population (13%). Analysis also identifies 2% of victims (36 of 1719 victims), being themselves the offenders of various other offence types.

In terms of offender demographics, those aged 30 to 39 are the age group most responsible for this offence type accounting for 55% of offenders (the age group accounts for 23% for all crime), but this is a significantly greater rate compared to their presence in the general population (13%) and an increase on the previous period . In terms of the gender of detected offenders, males remain the predominant offenders. The ethnicity rate of White British identified offenders is the largest recorded and an increased rate when compared to 2017/18, which may be due to better recording since a smaller proportion of offenders with no ethnicity has been recorded.

Medium term drug testing rates for TfMV offenders have decreased with 36% of offenders being tested in 2018/19 (n=14 of 39 offenders) compared to 43% of offenders (n=19 of 44 offenders) being tested in 2017/18. The volume of positive test results remained the same but the reduction of tests means the rate of positive tests have increased in the medium term to 57% (8 of 14), compared with 43% (8 of 19) in the previous period. During 2018/19 the TfMV offenders tested provided 3 positive tests for cocaine, none for opiates and 5 for both cocaine and opiates. One member of the 2018/19 cohort is currently involved with Clean Slate, while one other is currently involved with the Street Engagement Team.

Theft or Unauthorised Taking of a Motor Vehicle (ToMV)

Between September 2016 and August 2019, 2,635 ToMV offences have been recorded in the city. The volume of ToMV has decreased such that the average monthly volume of offences decreased to 73 per month over the previous 18 months to August 2019 from an average of 83 offences per month in the 18 months prior to August 2018. This decreasing trend looks set to continue since the average over the last 12 months is 65 offences per month.

As a percentage of all crime in the twelve months to August 2019 ToMV offences accounted for 1.8% of offences which is a decreasing percentage when compared with the 2.5% of all crime in same period to August 2018. September 2018 to August 2019 figures show an decrease of 26% (279 fewer offences) compared to the same period in 2017/18 for ToMV offences. Outside of the city centre the Berridge ward experienced the largest volume of ToMV offences, whilst Radford experienced the largest volume increase in the twelve months to August 2019.

In terms of victim demographics, 2% (n=17), of recorded victims experienced repeat victimisation within the 12 month period[93], averaging two victimisations each. Medium term rate comparisons of victim gender indicate a slight shift to female victimisation between 2017/18 and 2018/19, while the ethnicity split between periods has seen a slight decrease in White-British victimisation, this could however be attributed to the slight increase in 'not recorded' data entries. Victims aged 30 to 39 are the most represented group accounting for 26% of victims (compared with 23% for all crime) but this is a high proportionately compared to their presence in the possible driving population[94] (17%). Analysis also identifies 4% of victims of this offence type being themselves the offenders of various other offence types.

In terms of offender demographics, those aged 25 to 29 are the age group showing the largest volume and rate of population increase when compared to the previous twelve-month period. In terms of the gender of detected offenders, males remain the predominant offenders. The ethnicity rate of White British identified offenders is the largest recorded and with an increased population rate when compared to 2017/18, which may be due to better recording since a smaller proportion of offenders with no ethnicity has been recorded.

In the twelve months September 2017 to August 2018 the positive outcome rate was 7%, this has worsened such that in 2018/19 the positive outcome rate for these offences was 6%.This figure is driven by the volume of ToMV offences recorded as 'investigation complete, no suspect identified', since in the medium term this has increased by 30% (236 more offences).

Medium term drug testing rates for ToMV offenders have decreased with 25.7% of offenders being tested in 2018/19 (n=39 of 152 offenders) compared to 26.6% of offenders (n=38 of 143 offenders) being tested in 2017/18. The volume of positive test results remained similar but the reduction of tests means the rate of positive tests have increased in the medium term to 44% (17 of 39), compared with 37% (14 of 38) in the previous period. During 2018/19 the ToMV offenders tested provided 5 positive tests for cocaine, 2 for opiates and 10 for both cocaine and opiates. Two members of the 2018/19 cohort are currently involved with Clean Slate, while two others are involved with Nottingham Recovery Network.

Beyond the immediate victims, public concern about vehicle crime is limited. However, awareness of the problem has been raised with the Police & Crime Commissioner by specific groups, such as motorcyclists, that are disproportionately affected. Professional concern is

[93] 691 identified victims in 2018/19
[94] Population aged above 17 years of age.

limited to local teams in specific geographies. Vehicle crime is not a strategic priority for any partner agency.

5.2 Assessment Matrix

The strategic assessment is a tool for identifying priorities for further action. As such, the process for determining crime priorities has been facilitated through the use of a risk analysis matrix in order to provide a consistent approach. As noted in section 1.3 the matrix was completed using a combination of analytical insight and professional judgment provided by relevant staff from a range of partnership agencies. The completed matrix is shown below:

Figure 8: Risk Analysis Matrix

Issue	Demand Scope	Vulnerability	Individual Harm	Community Impact	External Reputation	Risk	Intelligence & Understanding	Plans & Strategies	Level of Demand
Weapon Enabled Offending	High	Medium	Very High	High	High	Very High Risk	Effective	Partial	Steady
Modern Slavery & Exploitation	Medium	High	High	Medium	Low	High Risk	Partial	Partial	Increasing
Domestic & Sexual Violence	High	High	Very High	Low	Medium	High Risk	Strong	Effective	Increasing
Drug & Alcohol Use	High	Low	Very High	High	Medium	High Risk	Effective	Effective	Steady
Hate Crime	Low	High	Medium	Medium	Medium	High Risk	Effective	Partial	Steady
Drug Supply & Possession	High	Very Low	Medium	High	Low	Medium Risk	Partial	Partial	Increasing
Stalking & Harassment	Medium	High	Medium	Low	Low	Medium Risk	Effective	Partial	Increasing
Violence	High	Low	Very High	Medium	Medium	High Risk	Strong	Effective	Steady
Anti-Social Behaviour	High	Low	High	Low	Low	Low Risk	Partial	Undeveloped	Decreasing
Terrorism & Extremism	Low	Low	Very High	Low	Very High	Low Risk	Effective	Partial	Steady
Burglary	High	Medium	Low	High	High	High Risk	Strong	Effective	Decreasing
Reoffending	Medium	Low	Medium	Low	Low	Low Risk	Effective	Effective	Steady
Child Sexual Exploitation	Low	High	High	Low	Very High	Medium Risk	Strong	Effective	Low
Vehicle Crime	High	Very Low	Low	Low	Low	Very Low Risk	Partial	Partial	Decreasing
Cyber Crime	High	Low	Low	Very Low	Very Low	Very Low Risk	Partial	Undeveloped	Steady
Theft	High	Very Low	Low	Very Low	Very Low	Very Low Risk	Partial	Effective	Steady
Robbery	Low	Very Low	Medium	Medium	Low	Low Risk	Strong	Effective	Decreasing

5.3 Recommended Priorities

In line with the above, the six recommended priorities for 2020/21 are shown below. Subject to approval by the CDP Board these will be incorporated into the forthcoming refresh of the partnership plan. Whilst burglary scored relatively low on the matrix it has nevertheless been chosen as a priority due to the continued and consistent concern about this issue shown by citizens, along with the persistent concentration of offending in vulnerable inner city areas.

Figure 9: Recommended Priorities 2019/20

2020/21 Recommended Priorities	
Priority	
1	*Weapon Enabled Offending*
2	*Modern Slavery & Exploitation*
3	*Domestic & Sexual Violence*
4	*Drugs & Alcohol (including supply & possession)*
5	*Hate Crime*
6	*Burglary*

The current partnership structure is described at section 2.1, above. This structure has developed over a number of years and is a combination of new ideas and forums and long standing arrangements. The publication of this assessment and the refresh of the partnership plan for 2020/21 provides an ideal time to reflect on whether the current structure and operating model is the best available with which to deliver the priorities outlined above or if a new model and method of operating is required.