



# Strategic Assessment

## 2014/15



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

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Nottingham  
Crime & Drugs Partnership

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## Executive Summary

Recorded crime is at record low levels and Nottingham continues to close the gap between its crime rate and that of other similar cities. Crime levels, however, have been relatively static over the last 12 months. Nonetheless, there has been a slight change in the crime profile of the city with improvements being seen in 'less serious' forms of acquisitive crimes like 'theft from person' (attributed mainly to mobile phone theft) and the emergence of 'violence with injury' as the single highest volume offence in the city. At the same time 'burglary dwelling' is starting to emerge as an issue.

As crime has reduced significantly over the long-term, the utility of directing resources based on hot spot mapping has also reduced and it is proposed that the focus be shifted from the location element of the problem analysis triangle to those offenders and victims who present the most risk and vulnerability. It should be acknowledged, however, that whilst true hot spots generally do not exist outside the city centre, there continues to be neighbourhoods that are disproportionately affected by crime and anti-social behaviour (ASB). Thus it is proposed that partners consider their on-going commitment to the high impact neighbourhoods (HINs) approach. It may be the case that wards with the most resident problem people (victims and offenders) are different from those currently identified and work is already underway to explore this.

The Partnership is currently structured around a four tier model, with locality working and problem solving forming its foundation. The Locality Boards have been chaired by Directors from Nottingham City Council and vice chairs from partner agencies for the last 12 months. With a growing focus on problem people, as well as problem places, it is recommended that the Partnership Board consider if the current model is still the most effective mechanism for partnership problem solving.

## Key Themes / Risks

Based on an assessment of threat, risk, harm and the current Partnership response, the analysis highlights the four biggest priorities for the city as being 'Other Violence', Burglary, Drug and Alcohol Misuse and Domestic Violence. The following provides the key points for each priority area.

### Other Violence

- Other Violence is high volume and has seen the most significant increase overall in regards to all violence offences
- Due to prolonged increases and a recent acceleration in the short-term, Other Violence has increased as a proportion of all crime (representing 11%)
- Offending is fairly well distributed with no clear hotspots which presents a challenge in terms of intervention

- Youth-related offending is prominent with 25% of detected offenders aged 10 to 17 years-old
- The majority of offences result in either slight injuries or no visible injury to the victim
- Repeat victimisation is a factor and it appears that offenders and victims are well known to the Police
- Repeat offenders were responsible for 16% of all recorded offences

## Burglary

- Dwelling burglary has increased almost by 20% over the last three months
- Nottingham has the second highest rate of dwelling burglary compared to other similar cities
- Citywide 20% of burglaries are near repeats (i.e. they occurred within 7 days and close proximity of a previous burglary) and in Arboretum the proportion was significantly higher (36%)

## Drug and Alcohol Misuse

- Use of opiate and crack continues to reduce but it still represents a disproportionate risk due to its link to acquisitive crime
- Cannabis and alcohol are the most prevalent types of substances in the city
- The treatment system continues to consist mostly of opiate and alcohol clients
- The introduction of target testing makes it difficult to compare substance-related offending over time but it is envisaged that 20% to 25% of all acquisitive crime is drug-related
- Alcohol poses a significant threat in terms of treatment need, long-term health risks and the association between alcohol and crime

## Domestic Violence

- Domestic violence reporting is showing signs of levelling off but reporting remains high
- Correspondingly, DV crimes have remained relatively static but with a slight increase
- Repeat victimisation is a common feature with 25% of crimes relating to a repeat victim. Repeat offending is also an issue but to a lesser extent
- Repeat victimisation has increased over the last 12 months. Whilst high levels of reporting are generally positive, reducing repeats should be a priority
- Based on levels of deprivation it is estimated that there is under reporting in Bilborough, Bridge, Clifton North, Berridge and Mapperley
- There is little evidence of Female Genital Mutilation and Forced Marriage in the City but this is likely due to underreporting

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## Partnership Challenges and Emerging Risks

A number of challenges and emerging risks have been identified throughout the course of the last 12 months. Reducing public sector budgets, particularly in regards to the Public Health budget pose a threat to drug and alcohol treatment services with clear implications for crime and community safety. Other risks include:

- The need to overcome data sharing barriers, especially in regard to tackling the most problematic people and families in partnership;
- The setting of coterminous long-term community safety targets amongst partners that will not lead to perverse outcomes;
- The emergence of New Psychoactive Substances (NPSs) and their relatively unknown level of prevalence and impact on crime;
- The proliferation of illicit tobacco across the city and its impact on health and community safety (especially accidental fires) and its link to organised criminality;
- The promotion of the community trigger which could potentially increase reporting of ASB and calls to service;
- Population movement leading to new and emerging communities as victims and offenders of what is often hidden crime;
- Establishing a better understanding of mental health and its impact on crime; and,
- The implementation of the Offender Rehabilitation Act 2014.

## Key Recommendations

It is recommended that the Partnership Board;

- i. Note the content of this assessment;
- ii. Adopt the following as strategic priorities: Other Violence, Burglary, Drug and Alcohol Misuse, Domestic Violence and Anti-Social Behaviour (ASB);
- iii. Develop a greater focus on problem families and people;
- iv. Maintain a focus on the High Impact Neighbourhoods; and,
- v. Consider if the Locality Working Model is the most efficient delivery structure and what alternatives might be available at the CDP Board.

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## 1. Introduction

### 1.1 Purpose and Scope

1.1.1 The aim of this Strategic Assessment is to provide Nottingham Crime and Drugs Partnership (CDP) and the Police and Crime Commissioner (PCC) with an assessment of current, emerging and long-term issues and threats affecting the City. The assessment is carried out annually with a view to identifying the CDP's priority issues for 2015/16 and to help inform the refresh of the PCC's Police and Crime Plan.

### 1.2 Methodology and Limitations

1.2.1 The assessment is based on a long, medium and short-term assessment of performance data in order to provide a comprehensive overview using data ending September 2014 (unless stated otherwise):

- Long-term (two years): last 12 months ending Sep 2014 compared to Oct 2011 to Sep 2012;
- Medium-term (one year): (last 12 months ending Sep 2014 compared to Oct 2012 to Sep 2013); and,
- Short-term (three months): (last 3 months ending Sep 2014 compared to July 2013 to Sep 2013).

1.2.2 Detailed analysis has been carried out using 12 months of data ending August 2014 compared to the last 12 months ending August 2013 (unless stated otherwise). 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.

1.2.3 The inclusion of intelligence data helps provide a more comprehensive assessment of existing and emerging community safety issues within Nottingham. There is, however, a limitation to the intelligence outlined in the assessment in so far 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. It, therefore, may only relate to a small scale issue within a particular locality and it is often not possible to say with any degree of certainty how big a risk it poses to the city. As such there are some limitations that need to be acknowledged.

## 2. Threat, Risk and Harm

### 2.1 Overview: All Crime

- 2.1.1 Recorded crime in Nottingham is at a record low but, after a significant reduction over recent years, crime levels have been static over the last 12 months (-1%) and the short-term analysis shows an increase of 8%<sup>1</sup>. Many other similar cities are also experiencing an increase in the first half of the year<sup>2</sup> but, despite the recent increase, Nottingham's comparative position within its most similar family (MSF) of Community Safety Partnerships (CSPs) has improved<sup>3</sup>.
- 2.1.2 Regardless of the relatively static performance picture, the crime profile for the City has changed slightly over the last 12 months. Previous assessments highlighted the emergence of 'less serious' forms of acquisitive crime and violence, which accounted for the highest volume offences in 2013. Over the last 12 months, however, those 'less serious' theft offences have seen significant improvements, especially in regards to mobile phone theft (predominantly included in the 'theft from person category'), and there are signs of a shift in offending back to more serious acquisitive crimes such as burglary and theft from vehicles. At the same time, however, violent crime continues to increase but this can partially be attributed to more rigorous crime recording as a result of Her Majesty's Inspectorate of Constabulary's (HMIC) inspection in to crime data integrity<sup>4</sup>. Violent crime now represents over a fifth of all recorded crime in the city and shop lifting, despite improvements in performance still represents a high volume of offences and 12% of all crime.

**Table 1: Change in top ten crimes over the last 12 months**

	Oct 2012 to Sep 2013	Oct 2013 to Sep 2014	Change %	Proportion of All Crime
Violence with Injury	3486	3849	10.4%	12.6%
Shoplifting	3612	3713	2.8%	12.1%
Violence without Injury	2599	2635	1.4%	8.6%
Burglary Dwelling	2192	2153	-1.8%	7.0%
Theft from Vehicle	1866	1916	2.7%	6.3%
Criminal Damage to a Vehicle	1600	1734	8.4%	5.7%
Burglary Other	1156	1257	8.7%	4.1%
Possession of Cannabis	1284	1161	-9.6%	3.8%
Criminal Damage to a Dwelling	1298	1157	-10.9%	3.8%
Theft from the Person	1684	940	-44.2%	3.1%
<b>All Crime</b>	30975 <sup>5</sup>	30624	-1.1%	-

- 2.1.3 Withstanding the slight change in the crime profile over the last 12 months it is important to note that a purely thematic approach to crime reduction is no longer as effective. Historically, high volume offences were targeted by partners for strategic intervention<sup>6</sup>. Offending, however, is now spread more evenly across a much wider

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range of offence types<sup>7</sup> and, in response, it was recommended last year that the Partnership maintain a focus on high impact neighbourhoods (and the city centre)<sup>8</sup>. The locality working model<sup>9</sup> and the problem solving approach has been embedded across the Partnership and as part of the next stage of development, directors from Nottingham City Council, supported by senior officers from across the Partnership, became the chairs' of the Locality Boards and priorities were agreed<sup>10</sup>.

- 2.1.4 Undoubtedly there is a benefit to problem solving at a local level, but it has become clear that as crime has reduced significantly in Nottingham over recent years, the existence of true crime hot spots (particularly outside the city centre) is reducing and so too is the utility of solely directing partnership resources based on the traditional hot spot mapping approach<sup>11</sup>. Thus it is recommended that partners shift their focus to the other elements of the Problem Analysis Triangle: offenders and victims<sup>12</sup>. A bigger focus on problem people who are likely to be known to various agencies and disproportionately represented as victims and/or offenders of crime is the logical next step in reducing crime further. Various working groups already provide a focus on people but further analysis should be carried out in order to identify the level of demand for those who fall below the current threshold criteria of the existing groups<sup>13</sup>.
- 2.1.5 Despite some minor improvements, people aged 18 - 24 continue to represent the CDP's key demographic group accounting for a disproportionate amount of crime in terms of offending (24%) and victimisation (28%)<sup>14</sup>. As highlighted in previous assessments, there is a significant link between the proportion of 20 - 24 year-olds and crime rates at a CSP level. This is of significance in light of the fact that Nottingham has a disproportionately large number of 20 to 24 year-olds, as highlighted in the most recent Census information<sup>15</sup>.

## 2.2 Detailed Analysis by Theme

2.2.1 The following provides analysis by theme in order to determine the main priorities and threats faced by the city.

## 2.3 Serious Acquisitive Crime (SAC)

### Key points:

- SAC offences have been relatively static over the last 12 months but with recent increases driven by burglary
- Burglary dwelling represents the majority of SAC offences (41%) and is the fourth highest volume offence in the city overall
- Nottingham has the second highest rate of dwelling burglary across the Most Similar Family (MSF)
- Near repeat victimisation is a significant issue with 20% of dwelling burglaries occurring within 7 days and 200 meters of an initial burglary

2.3.1 Similarly to all crime, levels of serious acquisitive crime<sup>16</sup> (SAC), after a period of significant reductions, have been relatively static over the last 12 months (-0.8%). Short-term analysis, however, shows recent signs of an upward trend (+9%)<sup>17</sup> with burglary dwelling being the main driver (+19% in the last three months)<sup>18</sup>. Historically SAC has gone from representing almost a quarter of all crime in 2008/09 (equating to almost 12,000 offences each year) to accounting for 17% of all crime for a second consecutive year (representing approximately 5,000 offences). Nottingham's comparative position within the MSF has deteriorated since the last assessment moving from fourth position to the second highest rate for SAC<sup>19</sup>.

2.3.2 Within the offences that make up SAC, burglary dwelling represents 41% of all offences and it poses the biggest threat to performance showing a significant increase over the last three months after a relatively static performance picture. Personal Robbery, whilst representing much lower volume (13% of SAC) is also showing recent signs of an upward trend<sup>20</sup>. Nottingham also has the second highest rate of dwelling burglary and personal robbery amongst the MSF.

### Case study: Burglary Research and Pilot.

A number of Universities including University College London, Loughborough University and Simon Fraser University have been analysing various sweeps of the Crime Survey for England and Wales in order to determine 'Which burglary security devices work for whom and in what context?'. The analysis highlighted that the most effective was a combination of four devices: window locks (W); internal lights on a timer (I); double or deadlocks on doors (D); and external lights on a sensor (E), a combination referred to as WIDE. The CDP, in partnership with Nottingham City Homes, Nottinghamshire Police, and Loughborough University are currently conducting a randomised control trial to test the validity of the research findings.

The pilot project is designed to test the effectiveness of those security devices through a programme of target hardening. The properties selected for target hardening will be determined by the repeat and near repeat victimisation theory within two areas of the City (Basford and Berridge). Two lower super output areas (LSOAs) of similar size and with comparable burglary rates have been selected within each ward in order to act as test and control areas. Within the test areas those houses who are victim of burglary, and their immediate neighbours, will be security assessed and offered any of the four devices that they may not already have. The project has a £40,000 budget and burglary rates will be assessed 12 months post project completion in order to see if the control areas had a statistically significant improvement in burglary compared to the control areas.

\*Tseloni, A; Thompson, R; Grove, L; Tilley, N; and Graham Farrell, G. (2014). The effectiveness of burglary security devices. Security Journal

- 2.3.3 Previous analysis conducted by the CDP identified that overall 20% of burglaries were near repeats and 0.5% were repeats city-wide. The highest volume of near repeat burglaries occurred in the Arboretum ward where 36% of all burglaries in the sample occurred within 7 days and within 200 meters of an initial burglary (Berridge and Radford & Park also had levels in excess of 30%)<sup>21</sup>. This information helped identify those areas where target hardening and cocooning would be most effective.

#### Case study: SmartWater Evaluation

SmartWater property marking has been used extensively across the city with over 50,000 applications since 2006. An evaluation of the effectiveness was conducted using survival analysis (also known as Event History Analysis), which is a branch of statistics which deals with analysis of time duration until one or more events happen. In this case the analysis focuses on the time taken for a property to be the victim of burglary.

A sample of all (14,006) properties protected with SmartWater in a two year period was assessed to see how many were the victim of a burglary and the time lapse between indexing and the event. The survival rate was then compared to all non-SmartWater properties during the same period. Each property within both samples was assessed using a 24 month follow-up period.

The analysis indicates that the SmartWater properties had a 97.65% burglary survival rate compared to 95.65% burglary survival rate of non-SmartWater properties. This is a statistically significant difference. In effect 2.4% of protected homes were burgled compared to 4.4% of non-protected homes. Based on the analysis it is predicted that SmartWater prevented 280 burglaries within the 2 year sample. It is estimated that these 280 burglaries would cost society £644,000 (based on the average cost of a burglary being £2,300 inc. criminal justice costs, cost of the items stolen, insurance etc\*). The cost of protecting the 14,000 homes was approximately £140,000 resulting in a cost benefit analysis saving in excess of £0.5 million. This is not a directly cashable saving and the limitations of the evaluation must be noted as there may be other distinguishing factors such as the likelihood that those households who use property marking are more security conscious generally (e.g. have secure doors, windows etc). Nonetheless the analysis shows a cost effective and positive impact

\*Home Office Research Study 217 The economic and social costs of crime quotes an average cost of £2300 per Burglary in a Dwelling

- 2.3.4 In terms of victimisation, those aged 18 to 24 are the most affected group accounting for 22% of victims (as opposed to 24% for all crime) but this is roughly proportionate to their presence in the general population (19%). In terms of detected offenders, however, the same age group account for 42% of offences which is significantly higher than all detected crime (27%) and their presence in the general population.

#### Partnership Response

- 2.3.5 Robust plans are in place across the Partnership delivered through the police's burglary gold group and the Partnership task and finish group. The response includes the pilot project to test the effectiveness of security devices in two wards of the city. As such the plans in place are deemed 'effective'.

#### Partnership Priority Assessment (Burglary)

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
High	Medium	High	High	Very High	-	40	Effective	30

## 2.4 Other Types of Acquisitive Crime

### Key points:

- 'Other types of acquisitive crime' encompasses many types of offending behaviour but overall they are reducing in volume and as a proportion of all crime
- Shop theft represents the highest volume offence in the group and the second highest volume crime across the city
- Positively, mobile phone theft has reduced by over a third in the last 12 months
- Shop theft continues to increase but performance is improving
- Nottingham's shop theft rate per 1000 pop. is third highest amongst the MSF
- Bike theft and burglary other (mainly shed breaks) are also increasing but they represent low volume and relatively low victim harm

2.4.1 There are a range of other acquisitive crimes that are not included in SAC:

- Shop Theft
- Burglary Other
- Bike Theft
- Theft from Person
- All Other Theft Offences<sup>22</sup> (which includes Bilkings and Other Theft<sup>23</sup>)

2.4.2 Whilst SAC offences have generally been static, the other types of acquisitive crime have seen a 6.5% reduction over the last 12 months<sup>24</sup>. These offences have also slightly reduced as a proportion of all crime but they still represent over a third of all offences. It must be noted, however, this is the culmination of many theft categories encompassing a variety of offending behaviour that cannot easily be generalised. The category of 'all other theft offences' itself is a 'catch all' category, representing 11% of all crime, and which also includes the category 'other theft' that in itself encompasses a variety of criminal behaviour including metal theft and theft of garden furniture for example. The broad nature of 'other acquisitive crime' can sometimes hide emerging issues within specific crime types and it is perhaps more beneficial to focus on the key individual crimes contained within it.

2.4.3 Shop theft represents the highest volume offence within this group and, indeed, the second highest volume citywide representing 12% of all crime (representing over 3,500 offences annually). Recorded shop theft continues to show an increase but the rate of the increase is improving year-on-year<sup>25</sup>. Nonetheless, Nottingham's comparative position in regards to the MSF remains unchanged with the city having the third highest rate.

2.4.4 Unsurprisingly, 51% of shop theft occurred in the city centre with the other top three wards all containing shopping districts (Bulwell, Sherwood & Bridge), accounting collectively for a further 21% of the shop theft in the City<sup>26</sup>. Additionally the high volume victims of shop theft remain the larger national chain stores such as Primark, Debenhams and Boots Chemist. The top ten stores account for 26% of all recorded offenders. In terms of the offending profile, the age of offenders is fairly evenly distributed compared to other crime types and it is likely that a different offender profile is prevalent by retail sub-sector. Shop theft, however, is the second most

common detected offence amongst those aged 17 years and below (after Violence Against the Person (VAP)) with 23% of all young detected offenders being arrested for shop theft.

- 2.4.5 Other crime types within this grouping of offences which have seen an increase over the last 12 months include bike theft (+16% or 154 more offences) and burglary other (+8.7% or 101 more offences); but both are relatively low volume<sup>27</sup>. In relation to burglary other it is 'shed breaks' that are driving the increase<sup>28</sup>. Bilkings (making off without payment, is an even lower volume offence (0.9% of all crime) but has seen a 9% increase over the last 12 months and an 80% increase in the last three months (representing 30 more offences). The low volume and victim impact, however, precludes this from being an issue of strategic importance.

#### Case study: Operation Dormice (Now IOM Shop Theft)

Prolific and priority shoplifters are identified and managed through a partnership approach. Partners include the Business Improvement District, the Community Rehabilitation Company, the National Probation Service, the Prison service and G4S tagging. The approach establishes shared enforcement plans with key stakeholders to develop combined monitoring, supervision and enforcement plans around, Prevent and Deter, Catch and Convict, Resettle and Rehabilitate. At the same time there is a focus on the seven pathways out of offending and the means by which Operation Dormice achieve these strands are dynamic and varied, but all treat the cause of offending. The success achieved has resulted in the operation becoming mainstream work as Integrated Offender Management Shop Theft (IOM ST)

- 2.4.6 An area of success for the Partnership is mobile phone theft which has seen a reduction of 34% over the last year (representing 860 fewer crimes) and, as a result, the proportion that it represented in regards to all crime has reduced from 8% to 5%. Mobile phone theft is largely recorded under theft from person category and Nottingham's rate per 1000 population is almost mid-table within the MSF<sup>29</sup>.

#### Partnership Response Shop Theft

- 2.4.7 Robust plans are in place across the Partnership delivered through the shop theft task and finish group and the Business Improvement District. Multiple tactics have been tried, with retailers assisting the Police where they can with reducing offences. However, whilst larger retailers still find that many crime reduction tactics are not financially viable for them compared to the losses seen from offences, there continues to be difficulties in mitigating this problem. As such the Partnership Response is deemed to be 'progressing'.

#### Partnership Priority Assessment (Shop Theft)<sup>30</sup>

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
High	High	High	Very Low	Very Low	-	28	Progressing	23

## 2.5 Violence

### Key points:

- Violence overall continues to increase and now 'violence with injury' represents the single highest volume offence
- The HMIC crime recording integrity review is likely to be having some impact on the increase
- Nottingham has the highest rate of violence in the MSF
- Violence is broken down locally in to three main groups: domestic, night-time economy and other violence
- Other violence represents 46% of all violence followed by domestic (38%) and other NTE (16%)
- Almost a third of offences result in no visible injury
- Those in the younger age groups (esp. 18 to 24s) are disproportionately the victims and offenders

2.5.1 Violence has continued to increase in Nottingham with a 6.6% increase (+400 offences) over the last 12 months<sup>31</sup>. As such there are now approximately 6,500 violence offences recorded annually<sup>32</sup>. Initially, this increase was mainly attributable to violence with injury offences<sup>33</sup>; however, recent trends show violence without injury to have made the largest contribution to the total VAP increase in the short term<sup>34</sup>. It must be noted that the Her Majesty's Inspectorate of Constabulary (HMIC) crime data integrity review will be having an impact on performance (especially in regards to violent crime). An assessment of violence across the most similar family (MSF) of CSPs shows that all cities (with the exception of Birmingham) have seen an increase in violence YTD and nine of the cities have seen increases in excess of 20%<sup>35</sup>.

2.5.2 Over the previous 12 months VAP accounted for over a fifth of all crime in Nottingham City<sup>36</sup> representing an increase over 2011/12<sup>37</sup>. As all crime has generally shown a reduction over the long-term, violent offending has increased not only in volume but also as a proportion of all crime. The offence of 'violence with injury' now represents the single highest volume offence in the City (representing 12.6% of all recorded crime)<sup>38</sup>. Additionally, Nottingham City has the worst comparative position for VAP offences, both in the last year and over the previous three months, compared to the other cities within our MSF<sup>39</sup>. This is such that the rate per 1,000 of the population for VAP in Nottingham City was significantly above the MSF average<sup>40</sup>. Nonetheless, Nottingham should see some improvement within the MSF due to its robust level of recording as highlighted in the HMIC review.

2.5.3 In relation to the geographical profile of VAP offences, about 20% of all violence occurs in the City Centre but there are no true crime hotspots outside this locality. Nonetheless the previous 12 months has seen a reduction in VAP offences in the City Centre<sup>41</sup>. As such, this suggests that VAP has become more widespread with increases in the more residential wards (Arboretum for example).

2.5.4 Victims of VAP offences in the previous 12 months have typically been aged between 18 and 24; such that this age range accounted for 25.9% of all victims of VAP. This was disproportionate to the proportion of Nottingham City residents within this age range<sup>42</sup>. The greatest volumes of victims and offenders of VAP were unemployed or students<sup>43</sup>. Nonetheless, there was a large volume of VAP offences (66%) where occupation was not recorded and could possibly alter these findings if known<sup>44</sup>.

2.5.5 Violent crime is a complex area to assess when the offences are broken down past aggregate VAP level due to various changes in Home Office counting rules. The issue is further complicated by the fact that violence can take place in a number of settings and in response to a number of drivers. Within the City, violence is broken down in to three main areas: Domestic Violence; Night-time Economy and Other Violence. Additionally, further subcategories exist including gang-related violence and sexual violence and exploitation. Analysis is further complicated by the fact that there can be overlap amongst the sub-categories making analysis problematic. An assessment of the severity of violence highlights that almost a third of offences (32%) leave 'no visible injury' and the majority (62%) result in 'slight injury'. The Partnership may want to consider if they wish to reduce the volume of violence or target the more serious end. Nonetheless, at an aggregate level, VAP in Nottingham City appears to be the biggest issue relating to crime and disorder and is one that has a large and sometimes long-term impact on both the victim and services beyond the Police.

### Domestic Violence (DV)

#### Key points:

- Domestic violence reporting is showing signs of levelling off but reporting remains high
- Correspondingly, DV crimes have remained relatively static but with a slight increase
- Repeat victimisation is a common feature with 25% of crimes relating to a repeat victim. Repeat offending is also an issue but to a lesser extent
- Repeat victimisation has increased over the last 12 months. Whilst high levels of reporting are generally positive, reducing repeats should be a priority
- Based on levels of deprivation it is estimated that there is under reporting in Bilborough, Bridge, Clifton North, Berridge and Mapperley
- There is little evidence of Female Genital Mutilation (FGM) and Forced Marriage in the city but this is likely due to underreporting

2.5.6 After a significant period of increases, domestic violence reporting to the Police is recently showing signs of levelling off. Over the last 12 months calls saw a minor increase (+1%) with an actual reduction over the last three months (-6%)<sup>45</sup>. Generally it is extremely positive to see high levels of reporting as research shows that only 39% of domestic violence is reported and partners have strategically promoted reporting<sup>46</sup>.

2.5.7 Correspondingly, the volume of calls to the police regarding domestic violence, which following investigation have been recorded as a crime, have remained relatively static over the last 12 months but with a slight increase (+6% representing 131 more offences)<sup>47</sup>. Over the same period recorded domestic violence crimes accounted for 8% of all crime in Nottingham City and 38% of VAP offences.

2.5.8 The City Domestic and Sexual Violence (DSV) Strategy Group define a repeat DV victim as any victim to have suffered 2 or more recorded crimes in the previous 12 months. Under this definition 275 repeat victims were identified (accounting for 660 offences or 25% of all domestic violence recorded crimes). Additionally, the last 12 months saw a 22.2% increase in the number of repeat victims<sup>48</sup> and a 25.7% increase in the volume of offences that repeat victims have suffered<sup>49</sup>. This has also caused an increase in the proportion of domestic violence crimes recorded against

repeat victims<sup>50</sup>. As such this is considered a priority in the City and is the focus of a reduction target established by the Police and Crime Commissioners Office and followed by the Domestic and Sexual Violence Strategy Group<sup>51</sup>.

- 2.5.9 A current issue of concern within the arena of domestic violence, specifically those experiencing repeat incidents, is the emerging issue of one offender committing incidents or recorded crimes against multiple victims and vice versa. Since the inception of the DART in June 2012, 8.1% of perpetrators in cases referred to the DART have committed domestic violence against two or more victims<sup>52</sup>.
- 2.5.10 National research has concluded that local area deprivation is associated with physical domestic violence involving female victims<sup>53</sup>. Assessment of DV reporting by ward compared to the Indices of Multiple Deprivation (IMD) highlights Bilborough, Bridge and Clifton North as areas with a disproportionate level of underreporting.

#### **Case Study: Aspley Domestic Abuse Project/ Firebreak (2012/13 and 2013/14)**

The project aimed to create a whole community approach to reducing medium risk repeat domestic abuse. This action was initiated through awareness campaigns, research and training to school and professional staff. Additionally, the project saw the implementation of the Freedom Programme which was delivered to female members of the Aspley community and project delivery in primary schools, with the Healthy Relationship Programme being facilitated in secondary schools and to local young offenders. The result of these interventions resulted in over 100 professionals working in the Aspley ward undergoing training, including 40 teachers, and 167 primary schools and 1,317 secondary schools receiving planned projects and programmes.

The project resulted in 21 disclosures of domestic violence and a 32% reduction in medium risk repeat victims (compared to 14% city wide)<sup>i</sup>. Nonetheless, although Firebreak appeared to secure crime free periods this was not indicative of lasting change and as such the next phase of the project focussed on early intervention; insofar as to changing the behaviour of individuals before they become perpetrators of domestic violence.

As part of Firebreak, intensive action pertaining to increasing the awareness and reporting of domestic violence has been ongoing in Aspley and with awareness campaigns being delivered in St Ann's over the previous 12 months. It is expected that there will be similar, although less intensive action primarily focussing on awareness raising through media campaigns, in the remaining 18 wards of the City. If effective a possible risk, although positive, would be an increase in calls to the Police relating to domestic violence.

#### **Female Genital Mutilation (FGM) and Forced Marriage**

- 2.5.11 According to HM Government, FGM<sup>54</sup> is usually carried out on girls between infancy and 15 years of age, predominately between the ages of 5 and 8<sup>55</sup>. Nonetheless, due to the hidden nature of this crime, estimating prevalence in the UK is problematic; however, it is estimated from the Census (2001) that 23,000 girls under the age of 15 are at risk of FGM with a further 66,000 women living with the consequences of this procedure<sup>56</sup>.

2.5.12 In Nottingham, there has been eight referrals into the Police relating to FGM in the City; none of which has been recorded as a crime<sup>57</sup>. Although low in volume, the vast majority of referrals are from 2014/15, with only one being made in the previous financial year. This could be indicative of an increased awareness around the issue.

2.5.13 As of June 2014, forced marriage<sup>58</sup> became a specific offence under the Anti-Social Behaviour, Crime and Policing Act 2014<sup>59</sup>. Prior to this, cases were dealt with using existing legislation including kidnapping, false imprisonment and VAP offences. Police recorded data highlights only around three cases annually. Similarly to FGM, however, these figures most likely demonstrates a knowledge gap in this area as opposed to it not being an issue in Nottingham. This is due to the hidden and cultural nature of the offence, in which victims are faced with cultural pressures which will prevent them from reporting.

### Partnership Response to Domestic Violence

2.5.14 The Partnership response is managed through the Domestic Violence and Sexual Violence Strategy Group and closer alignment of service is being brought about through a joint commissioning group in order to maximise efficiency. As such the Partnership response is considered 'effective'.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
High	Medium	High	Very High	Low	-	36	Effective	26

### Night Time Economy (NTE) Related Violence<sup>60</sup>

#### Key points:

- Historically violence in the NTE has until recently been reducing
- Of the three violence types it represents the least volume (15.5%)
- Unlike other forms of violence, NTE offences occur within a relatively tightly defined area and at key times
- Those aged 18 - 24 years-old are disproportionately affected as victims and offenders
- Roughly 16% of victims and offenders are students but the majority of occupation details (approx. 60%) are incomplete on crime reports
- Alcohol is a clear driver of violence in the NTE and there is some evidence to show the impact of stimulant drug use

2.5.15 VAP in the Nottingham City night time economy (NTE) accounts for 15.5% of all VAP in the City (representing about 1000 offences per year) and 3% of all crime<sup>61</sup>. Until recently violence in the NTE has been reducing but the last 12 months shows a slight increase of 7% (representing 72 more offences)<sup>62</sup>.

2.5.16 Victims of NTE VAP offences in the previous 12 months have typically been aged between 18 and 24; such that this age range accounted for 38.1% of all victims of

NTE VAP. This was disproportionate to the proportion of Nottingham City residents within this age range<sup>63</sup>. This was consistent with the age trend of VAP offenders.

- 2.5.17 The majority of both NTE VAP victims and detected offenders were male<sup>64</sup> and the greatest volume were unemployed or students<sup>65</sup>, although the level of unemployment in victims was to a lesser extent. Nonetheless, there was a large volume of VAP offences where occupation was not recorded and could possibly alter these findings if known<sup>66</sup>.

#### Case Study: Local Alcohol Action Area

Nottingham City has recently been appointed a Local Alcohol Action Area and as such has been provided with ongoing support from the Home Office in order to apply the Cardiff model and tackle the issue of alcohol related crime in the NTE. Due to this it is expected that not only VAP but all crime in the NTE will see reductions in the upcoming months.

#### Intelligence/ Practitioner Perspective

- 2.5.18 Historically violence in the NTE is reducing and proportionally it poses less of a problem than DV and Other Violence. The offender and victim profile is well known and the majority of incidents occur within a tightly defined geographical boundary and time periods which helps inform the management of NTE violence. Additionally, although some serious injuries can occur, the majority are low level without lasting harm. From an intelligence perspective, the threat, risk and harm posed by NTE violence is 'low'.

#### Partnership Response to NTE Violence

- 2.5.19 A significant Partnership response is focused on NTE violence including work outlined in the Alcohol Strategy, Operation Promote, on-going work with the University, the Ending Alcohol Harm campaign and the police operational response. Therefore, the response is considered 'effective'.

#### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
Low	Medium	High	Medium	High	Low	30	Effective	20

## Other Violence

### Key points:

- Other Violence is high volume and has seen the most significant increase overall in regards to all violence offences
- Due to prolonged increases and a recent acceleration in the short-term Other Violence has increased as a proportion of all crime (11%)
- Offending is fairly well distributed with no clear hotspots
- Arboretum ward has the highest rate outside the City-Centre
- Youth-related offending is prominent with 25% of detected offenders aged 10 to 17 yrs-old
- Repeat victimisation is a factor and it appears that offenders and victims are well known to the police
- Repeat offenders were responsible for 16% of all detected offences
- The majority of injuries are slight or with no visible injury to the victim

2.5.20 Other violence is a subcategory of VAP which accounts for any VAP offence that cannot be categorised as being domestic violence or as occurring within the night time economy. Other Violence has seen the most significant increases overall (when taking account of the short, medium and long-term assessment) with a 7% increase over the last year (representing 197 more offences)<sup>67</sup>. Since Other Violence has generally increased at a faster rate than NTE and DV, the proportion it represents of all VAP has increased from 42% in 2011/12 to over 50% (representing roughly 3,000 offences per year) and now accounts for over 11% of all crime in the city<sup>68</sup>.

2.5.21 The majority of wards are experiencing a fairly even distribution of Other Violence with no specific hotspots within them; therefore providing a geographical profile of Other Violence has proved difficult. Nonetheless, the City Centre accounted for the greatest proportion (11%)<sup>69</sup> of Other Violence, followed by Arboretum and Aspley. In regards to detected offenders of other VAP, those aged between 10 and 17 are disproportionately representing 25%<sup>70</sup> (as opposed to 15% for VAP overall). The greatest volume of offences committed by detected offenders within this age range took place in open space;<sup>71</sup> specifically on highways and footpaths. Additionally there was no change between time periods in relation to gender, ethnicity and occupation; such that where recorded the majority were male and of White British ethnicity with the greatest volume being unemployed<sup>72</sup>. An almost identical trend was found within the victims of Other VAP<sup>73</sup> with the exception of victim occupation, insofar as the greatest volumes of victims were fairly evenly split between those who are unemployed and those who are students<sup>74</sup>.

2.5.22 In order to better understand Other Violence the violence themed CDP Executive proposed various hypotheses over the last 12 months which have been tested<sup>75</sup>:

- In 48% of incidents of Other Violence there is no relationship between the victim and the offender.
- Perpetrators of Other Violence often have a previous offending history and a propensity to commit further offences in the future beyond violence. 19 out of 30 offenders (63%) in a random sample had a previous offending history accounting for 158 offences and 10 (33%) offenders were responsible for 30 further offences post snapshot which included theft, affray, violence and a sexual offence.

- Other Violence is not linked to ASB
- Repeat victimisation is a factor. 19.87% of Other Violence offences between April and October 2013 involved a repeat victim.
- Offenders featured as victims as well. The random sample of offenders showed that 14 out of 30 had been victims (accounting for 53 offences).
- Likewise, a significant number of victims were also offenders with 12 people in the sample being responsible for 26 offences.

2.5.23 The production of journey maps for a dip sample of 30 Other VAP offenders provided evidence for the involvement of problematic and prolific individuals with diverse offending histories throughout their lifetimes and within different crime types. Similar findings were concluded from a dip sample of 30 Other VAP victims albeit to a lesser extent. Additionally, analysis of repeat offenders<sup>76</sup> highlighted that 17% of Other VAP offenders committed two or more offences between August 2013 and August 2014. The offences committed by these individuals accounted for 16% of all Other VAP offences in the City (and 35.3% of all detected offences).

2.5.24 All hypotheses pertaining to the offending histories of Other Violence perpetrators and victims, gave way to the suggestion that their level of involvement with the Criminal Justice system is partly down to the complex and chaotic nature of those individuals involved.

### Intelligence/ Practitioner Perspective

2.5.25 Other Violence represents a significant proportion of all violence in the City and its complex nature makes the identification of patterns and/ or common factors in terms of victimisation or offending problematic. Various sub-categories can be identified including stranger attacks (16%), neighbour disputes (6%) but the majority (48%) are not easily categorised due to the wide ranging nature of the offences. Additionally the majority of injuries (81% were considered either slight or with no injury). Work is ongoing with various academics in order to gain a better understanding that might help inform a strategic and operational response. Due to the lack of insight regarding this type of offending and the volume and harm it represents the Partnership intelligence assessment highlights this issue to be of 'high' priority.

### Partnership Response to Other Violence

2.5.26 Without a sufficient level of insight, the Partnership has struggled to develop an effective response. Whilst some level of Partnership response is being delivered it is deemed overall that it is 'undeveloped'.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
Very High	High	High	Medium	High	High	35	undeveloped	35

## Ending Gang and Youth Violence (EGYV)

### Key points:

- Assessment of EGYV is now carried out based on cohort tracking as opposed to the use of gun and knife enabled crime as a proxy of gang activity
- The Urban Street Gang (USG) matrix has been run three times identifying 465 individuals involved to some extent with gangs, 169 of which are considered active
- Assessment of active and inactive members shows a reduction in offending
- The cohort was responsible for 1.2% of recorded crime (based on detections) and the true extent of their involvement in crime is likely higher
- Those engaged in commissioned projects have shown improvement in attitudes and behaviour
- There is evidence on the impact of gangs on girls but estimating the extent is problematic

2.5.27 When discussing violence within Urban Street Gangs it is important to note that there will be some overlap with the VAP figures previously discussed. This is due to gang related violence not being a category within the Police system, and as such, any gang related violence will be classed as either domestic violence, night time economy related violence or other violence.

2.5.28 The performance framework for the Ending Gang and Youth Violence programme has recently been adapted to encompass a cohort tracking approach. This enables a focus on the performance of a cohort of individuals who have been identified as being involved in gangs through a biannual mapping exercise<sup>77</sup>. Since April 2013 the USG matrix has been run three times and has identified a total cohort of 465 individuals, 169 of whom are still considered to be actively involved in gangs<sup>78</sup>.

2.5.29 In relation to VAP within both the active and inactive EGYV cohort, there has been a reduction in detected offences committed in the City compared to the same period the previous year<sup>79</sup>. This can also be seen amongst those members of the cohort considered to be currently active<sup>80</sup>. Detected offences committed by both active and inactive EGYV nominals accounted for a relatively small proportion of detected crime; both in relation to all crime and VAP specifically (1.2% or 369 offences and 1.9% or 119 offences respectively)<sup>81</sup>.

### Case Study: EGYV Commissioned Projects

The CDP commissions four projects in conjunction with the EGYV programme. Two of these projects have recently submitted monthly personalised evaluation scores which suggest that the individuals engaged have demonstrated positive behaviour change in a variety of areas including aspiration, motivation and presentation. Additionally, the offending rate of those engaged in these projects has seen a reduction in the first 12 months of their engagement compared to the preceding 12 months; however, offending has not ceased within this group\*.

\* The EGYV cohort engaged in the evaluated projects saw a reduction in offending from 10 offences 12 months prior to engagement compared to 4 offences 12 months post engagement.

2.5.30 VAP victimisation within the EGYV cohort was evident; however, to a lesser extent than detected offences. Nonetheless, the level of VAP victimisation in the City is showing the opposite trend, such that there was a minor increase of four offences. Nonetheless, it is important to note that this data reflects recorded offences in which

a detected offender has been identified. As such, there is a risk that unreported offences, and those recorded offences with no detected offender, will prevent a full picture being ascertained. Similar caution applies to recorded victimisation as there is a risk that not all offences will be reported to the police.

2.5.31 In conclusion, although the majority of the active EGYV cohort have remained active since the inception of the USG matrix in April 2013 and thus create a longstanding risk, the volume of detected offending, both in the active and inactive cohort, has seen reductions over the previous year. There is also data to suggest that interventions put in place in Nottingham City have contributed towards the reductions seen in detected offending. Nonetheless, victimisation appears to be an emerging trend within the cohort. Additionally, the volume of detected offending to include weapons is relatively low and validates the previous decision by the EGYV Board to change the performance framework in order to focus on the identified cohort as opposed to using gun and knife enabled crime as a proxy measure of gang violence.

### Intelligence/ Practitioner Perspective

2.5.32 USGs continue to pose a high risk and whilst direct gang on gang violence is less problematic the USG lifestyle seems to lead to many feuds developing individuals and this is where most harm lies. There are clear links between some USGs and Organised Crime Groups (OCGs) within Nottinghamshire and the USGs have a more visibly noticeable presence within communities. For these reasons, the threat, risk and harm posed from higher-tier USGs is considered 'very high'.

### Partnership Response to Ending Gang Youth Violence

2.5.33 A robust partnership strategy is in place to deal with USGs, which is managed by the EGYV Board. The membership of which includes police, probation, DWP, the city council and voluntary sector representatives. A key part of the strategy is a focus on those individuals identified as being involved in gangs and preventative work carried out in key areas through commissioned projects. As such it is deemed that the partnership response is 'effective'.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
Low	Low	-	High	High	Very High	34	Effective	24

### Weapon Enabled Offences

#### Key points:

- Gun enabled crime is relatively low volume and continues to reduce, nonetheless the impact on victims can be severe
- Conversely knife enabled offences are higher volume and levels have been relatively static over the last 12 months
- Violent knife enabled offences, however, whilst low volume, have seen an increase
- Relatively few offences can be linked to the EGYV Cohort (based on detected offences)

2.5.34 Nottinghamshire Police monitor gun and knife enabled crime based on the Home Office definition<sup>82</sup>. It must be noted recorded offences are small and as such are prone to pronounced changes in percentage terms. Nonetheless, gun enabled crime continues to fall with a 32% reduction over the last 12 months (representing 23 less

crimes)<sup>83</sup>. Due to low volume of recorded offences (less than 50 over the last 12 months), gun crime represents only 0.2% of all crime.

2.5.35 Knife enabled crime is slightly higher volume with approximately 350 offences per year and levels have been relatively static over the last 12 months (+4.8% or 17 more offences)<sup>84</sup>. As a proportion of all crime, Knife enabled crime represents 1.2%. Due to low numbers, comparative data is not available at a CSP for gun and knife enabled crime.

2.5.36 VAP offences involving guns has seen an annual reduction of 29.7% (22 fewer offences)<sup>85</sup>. In contrast, VAP offences involving the use of a knife have seen an increase of 17.4% (representing 24 more crimes) over the last 12 months<sup>86</sup>. As a subcategory of these offences there have been more incidents that involve a group of offenders<sup>87</sup> (+4 offences); however, this only accounted for 8% of all VAP offences involving a knife.

2.5.37 The involvement of the EGYV cohort in knife enabled offences is relatively low; suggesting that there are groups of offenders involved in high impact VAP offences who are not currently meeting the criteria for being gang related through the USG matrix and thus not being monitored by EGYV.

#### Intelligence/ Practitioner Perspective

2.5.38 The knife crime problem profile highlights that only 4% of suspected and detected offenders can be linked to the EGYV cohort over the last 24 months. Nonetheless there is on average one serious knife crime per month and victims predominately affected are aged below 25. So whilst not high in volume there is evidence of risk in terms of serious injury.

#### Partnership Response to Weapon Enabled Crimes (Knives)

2.5.39 Since the use of knives can relate to a number of offences and it is not exclusively linked to the EGYV cohort, the response to tackle it sits across various areas including Vanguard, Vanguard Plus, intervention in regard to (knife point) robbery offenders and the Young People's Panels. Whilst the work of the EGYV board is largely driven by the cohort and the application of the six monthly USG matrix, the approach is flexible enough to allow people/ offenders of concern to be identified and worked with in real time by the Vanguard team. As such the current response is deemed 'effective' in regards to the level of threat and risk presented.

#### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
Very Low	Medium	-	High	Medium	High	30	Effective	20

## 2.6 Serious and Organised Crime

### Key points:

- Organised Crime Groups (OCGs) are mapped by East Midlands Special Operations Unit (EMSOU)
- Identified nominals are reducing but more data would be required to see if this is consistent trend
- Nottinghamshire accounts for over a fifth of the OCGs in the region
- Operationally the Police lead on OCGs but there is an emerging role for partners through the local serious and organised crime boards
- Criminal activity is spread across a wide range of offences (e.g. drugs, prostitution, human trafficking, counterfeiting etc)

2.6.1 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 £24 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<sup>88</sup>.

2.6.2 Organised Crime Groups (OCGs) are currently identified by the East Midlands Special Operations Unit (EMSOU), which utilise the East Midlands Organised Crime Group Mapping (EMOCGM) database<sup>89</sup>. This provides an index of OCGs that commit serious crime within the East Midlands area. Where Nottinghamshire OCGs are mentioned in the remainder of this section it is important to note that these OCGs are managed by Nottinghamshire Police and do not necessarily operate in Nottinghamshire exclusively; such that these OCGS impact on other counties in the region and nationally.

2.6.3 In conclusion, Organised Crime Groups managed by Nottinghamshire appear to be an emerging issue; such that they are increasing in volume; however, with a smaller range of membership and a small comparative volume to other areas in the region. The nature of Serious and Organised Crime, not just in Nottinghamshire, appears to be a widespread issue which cannot be contained to one geographical area indicating the need for intelligence sharing between Police Forces both in the United Kingdom and internationally.

### Intelligence/ Practitioner Perspective

2.6.4 Intelligence highlights the presence of OCGs across Nottinghamshire with a fairly even split across the City and County areas although it is noticeable that the more structured, larger groups are based in Nottingham City. Nonetheless, it is thought 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 from higher-tier OCGs as 'very high'.

## Partnership Response to Serious and Organised Crime

2.6.5 Most of the operational work against serious and organised crime will continue to be conducted by police forces at a local level and by Regional Organised Crime Units. Partner agencies, however, do have a role to play as highlighted by the introduction of local Organised Crime Partnerships in the Serious and Organised Crime Strategy. In Nottingham the Ending Gang and Youth Violence (EGYV) Board agreed that the group expand its remit to become the Serious and Organised Crime Executive group to sit alongside the existing themed Executive groups under the CDP Board<sup>90</sup>. Work is ongoing to develop the role and function of the group for consideration at the next EGYV Board meeting. As such it is deemed that the partnership response is 'progressing'.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
Low	Medium	Medium	High	Low	Very High	28	Progressing	23

## 2.7 Sexual Offending

### Key points:

- Whilst relatively low in volume are increasing dramatically in terms of volume and as a proportion of all crime
- Nottingham has the fourth highest rate of offences amongst the MSF
- Historical reporting of sexual offences overall is reducing but still makes up (older than 6 months) 24% of offences. So whilst it is still a factor the majority of the increase are new offences
- Nonetheless over a third of rapes are historic incidents

- 2.7.1 Sexual offences, whilst low in volume have seen a dramatic increase with an 18% increase over the last 12 months and over a 50% increase in the last three months<sup>91</sup>. It is estimated, however, that only between 16% and 26% of all rapes are reported to the police highlighting significant levels of underreporting<sup>92</sup>. These increases were evident in rape and other sexual offences<sup>93</sup>, with a reduction in soliciting for prostitution offences<sup>94</sup>. Due to the significant increases, sexual offending as a proportion of all crime has increased over the last 12 months from 1.2% of all crime to 1.9% (representing over 500 offences annually). A look at the last three months shows that sexual offending accounted for 2.5% of all crime. Other sexual offences constitute the majority (1.5%) of offences but the number of reported rapes was also significant (1%).
- 2.7.2 Comparatively, Nottingham City has the fourth worst annual rate per 1,000 of the population for sexual offences when compared to other cities in the MSF. This was consistent with the City's comparative position for rape, serious sexual assault and other sexual offences. Sexual offending as a whole however has seen an increased rate over the previous three months which has resulted in Nottingham being in the worst comparative position for this offence type<sup>95</sup>. This suggests either that sexual offending is a recently emerging issue within the city or that Nottinghamshire Police have a more robust approach to recording offences compared to other forces. The recent HMIC inspection supports the latter explanation.
- 2.7.3 A large proportion (24%) of sexual offences reported between April and September 2014 were historical reports of offences which occurred at least six months prior to it being reported to and recorded by the police<sup>96</sup>. This was a slight reduction in the proportion of historical sexual offences compared to the corresponding period the previous year (29%)<sup>97</sup>. This reduction was evident in rape, indecent assault and other sexual offences<sup>98</sup>. Therefore, the increases seen in sexual offending over the previous 12 months cannot entirely be attributed to historical cases. Nonetheless over 35% of reported rapes were historic cases.
- 2.7.4 There are a large proportion of undetected sexual offences in Nottingham City<sup>99</sup>, and as such, generating an offender profile and assessing the possible issue of repeat offenders is problematic. Additionally, the underreporting of sexual offences is considered to be a widespread issue and will not give an accurate picture of sexual offending in the City. Sexual offending, specifically rape and serious sexual assaults

have seen a disproportionate increase over the previous three months which has given Nottingham the highest rate for sexual offences compared to the MSF. This indicates an emerging issue and although currently accounting for a relatively low proportion of all crime, the offences themselves create a high impact on victims and can knock a community's sense of safety.

### Partnership Response to Sexual Violence

2.7.5 The Force Lead reports that although the current processes and plans around this crime type are sound and effective, there is concern that there are insufficient resources available to further mitigate the risk. From a partnership perspective activity is coordinated and delivered through the Domestic Violence and Sexual Violence Strategy Group. As such the response is considered 'effective'.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
Low	High	Medium	Very High	Medium	-	34	Effective	24

## 2.8 Child Sexual Exploitation (CSE)

### Key points:

- Recorded referrals to the Police are reducing but CSE is recognised to be a hidden form of child abuse
- Vulnerability identified through young people's substance misuse services shows relatively low volume compared to other areas
- National media reports have raised awareness of the issue and how well this area is understood by local agencies
- There is a risk that as the use of technology increases, especially amongst young people, CSE could increase without effective mitigation

- 2.8.1 Child sexual exploitation (CSE) is a largely hidden form of child abuse in which the sexual exploitation of children and young people under the age of 18 involves exploitative relationships, violence, coercion and intimidation and is characterised in the main by the child or young person's limited availability of choice resulting from their social, economic and/or emotional vulnerability. CSE is not a specific criminal offence and instead encompasses a range of different forms of serious criminal conduct and individuals offences<sup>100</sup>.
- 2.8.2 Locally, tackling CSE remains an important challenge for the Police, Safeguarding Children Boards and partners across the City and will require the involvement of a multi-agency approach to ensure efficacy. In the City the strategy around CSE involves four work streams consisting of prevention and response, safeguarding and protection, bringing offenders to justice and public confidence.
- 2.8.3 Nottinghamshire Police Service received 81 CSE referrals in 2014. This was a 30.8% reduction on the volume of referrals in 2013<sup>101</sup> and a 43.8% reduction on 2012<sup>102</sup>. As such the volume of CSE referrals made to Nottinghamshire Police appeared to peak in 2011 with reducing volumes ever since. These reductions were most evident in those referrals relating to grooming<sup>103</sup> with stable figures of referrals for vulnerable juveniles and a slight increase of three CSE referrals relating to trafficking.
- 2.8.4 In September 2014 specifically, there were 30 cases of children at risk of CSE; 17 of which had been closed indicating vulnerability while the remaining 13 were an open case investigation. Of these 30 cases, the majority of children at risk were female<sup>104</sup> with most experiencing online only contact or physical contact or abuse<sup>105</sup>.
- 2.8.5 According to the Public Health England young person's substance misuse treatment report, the proportion of clients aged 13 - 17 in treatment for drug and alcohol misuse in Nottingham, to have sexual exploitation identified as a wider vulnerability, is relatively low at just 2% in 2013/14. This was half of the national average for the same time period which stood at 4%. This could indicate Nottingham City to have a lesser problem with CSE than on a national scale. Nonetheless, these figures are only inclusive of those individuals who have an issue with substance misuse and have accessed treatment.

2.8.6 With regard to safeguarding, Nottingham City Social Care provided an initial assessment in 4,755 cases during the financial year 2013/14. 2.75% of these initial assessments identified a child at risk of sexual exploitation.

### **Intelligence/ Practitioner Perspective**

2.8.7 Recent developments elsewhere in the country have raised community concerns around this crime type especially in terms of how well it is understood by authorities. Similarly, due to recent national press coverage of celebrity offenders, there has been an increase in non-recent crimes being reported locally. As technology develops, there are concerns around the ease that CSE can occur over the internet. As part of tackling Child Sexual Abuse as well as the increase in Cyber-enabled Crime, this issue is a key focus for the Government. Based on intelligence, this area is deemed a 'high' priority from a Partnership perspective.

### **Partnership Response to Child Sexual Exploitation**

2.8.8 Current plans and processes are deemed effective in policing this crime type, with the risk being mitigated. The Government focus on this crime type is allowing for plans to be adapted as and when necessary in order to respond to changes in technology and offending. It is felt that the current response is 'effective'.

### **Partnership Priority Assessment**

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
<b>Very Low</b>	<b>Medium</b>	<b>Low</b>	<b>Very High</b>	<b>Very Low</b>	<b>High</b>	<b>27</b>	<b>Effective</b>	<b>17</b>

## 2.9 Anti-Social Behaviour (ASB)

### Key points:

- Police recorded ASB has increased significantly after a period of sustained reductions and 15% of all incidents are ASB
- Due to a number of changes in recording and procedure, it is no longer possible to measure ASB calls to the police on a like-for-like basis
- Leaving aside the measurement issues, noise is the main driver of the increased calls
- Assessment of noise calls shows that the majority relates to loud music
- It appears that repeat calls are compounding the problem as levels of repeat calls are higher than those from first time callers
- There are early signs, however, of repeat victimisation reducing from 53% to 49% but more data is required in order to see if this will be sustained
- The introduction of the Community Trigger is likely to lead to further increases in reporting
- Perception data shows that ASB is reducing across almost all categories except begging

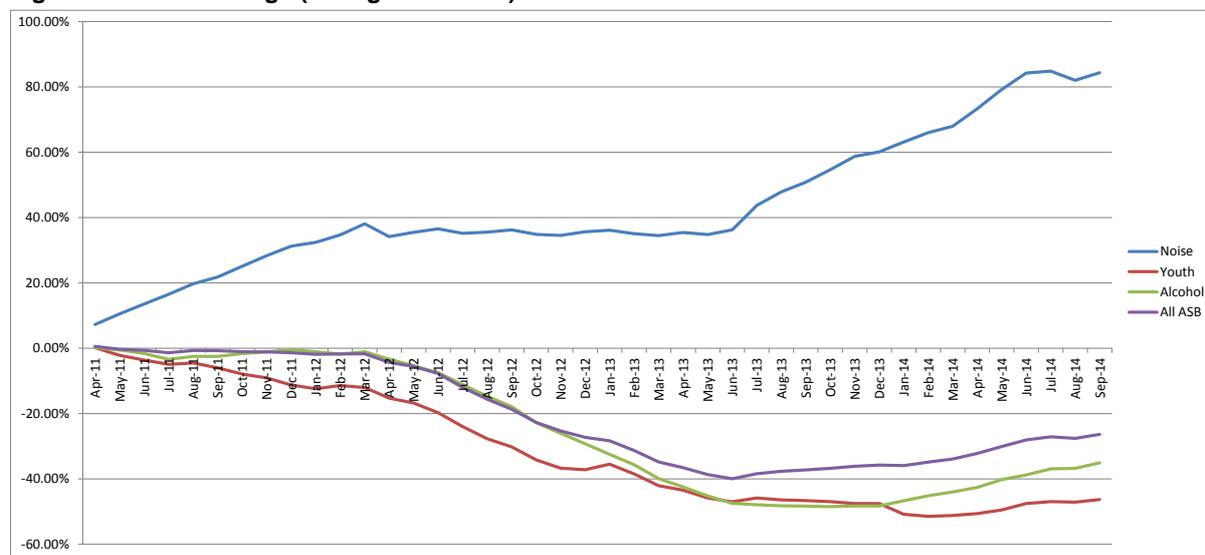
2.9.1 Levels of police reported anti-social behaviour (ASB) started to increase in June 2013, after a period of significant and sustained reductions. Assessing performance overtime, however, is increasingly problematic due to various changes in the National Standards for Incident Reporting (NSIR) and changes in local reporting procedures and practices. The main national change occurred in April 2011 when the NSIR abolished all the categories previously incorporated within the ASB group and replaced them with just three categories<sup>106</sup>. The most significant local change relates to the diversion of some additional calls to the Police 101 number from partner agencies. There is a significant advantage to all reports being received centrally as it allows repeat and vulnerable victims to be identified more easily. The disadvantage, however, is that assessing levels of ASB over time is no longer possible on a like-for-like basis. The situation is likely to be exacerbated by the introduction of the Community Trigger which is likely to increase reporting further. Nonetheless, with these considerations borne in mind ASB reports to the Police have increased significantly over the last 12 months (+17.4%) equating to over 17,000 reported incidents<sup>107</sup> and representing 15% of all incidents reported to the Police (City Division)<sup>108</sup>.

2.9.2 The abolition of the previous ASB categories, under the changes brought about by the NSIR, has made analysis of the type and nature of ASB problematic. To develop a greater understanding, ASB incidents are broken down further using an automated keyword search to identify noise<sup>109</sup>, youth<sup>110</sup> and alcohol<sup>111</sup> related incidents. Noise related incidents represent the majority of calls (37%), followed by youth-related (22%) and alcohol-related (19%)<sup>112</sup>. Over the last 12 months, youth related incidents have been relatively static (+0.7%) whilst noise and alcohol related incidents have increased (+22% and +26% respectively).

2.9.3 Various analytical products produced over the last year have been undertaken to gain an understanding of the recent overall increase in ASB, which is not reflected in the County. Although the County reflects the same peaks and troughs as the City on a monthly basis, the level of ASB is reducing at a greater rate. The analysis shows that Noise related calls have increased significantly (+80%) since 2010/11 (Figure 1) and as a result noise related ASB now represent 37% of all ASB calls to the police

(as opposed to 15% in 2010/11). This represented over 6,000 calls over the last 12 months.

**Figure 1: ASB % Change (rolling 12 months) over 2010/11 Baseline**



2.9.4 A dip sample of repeat and first time callers was carried out in order to determine the nature of noise related ASB. The analysis showed that 70% of repeat callers and 57% of first-time callers were reporting problems with loud music. Domestic issues were identified in a small number of cases (2% and 3% respectively) and mental health was identified in a number of incidents (12% and 7% respectively). So whilst there may be some ASB calls where noise is an ancillary problem to another issue (e.g. domestic abuse) the majority of calls related to loud music.

2.9.5 It appears that the increase in reporting is being compounded due to repeat callers, which could help explain the dramatic increase in noise related ASB. There is some evidence that complainants are being advised to log all reports with the Police in order to build an evidential case. In one example a repeat caller reported 18 incidents in 10 days and the call logs show that the caller was advised to keep reporting any further incidents. Additionally, the volume of calls from repeat callers is now greater than those received from single caller providing further evidence of the compounding effect of repeat callers<sup>113</sup>. Another possible contributing factor to the increase is the previous lack of a dedicated resource to attend lower priority incidents resulting in further calls for service.

2.9.6 Repeat victimisation is an area of concern in respect of ASB. As mentioned previously, repeat callers now account for a greater volume of incidents than those ringing once when calculated on a 12 month rolling basis, however repeats (based on location) seem to have reduced in recent months from 53% to 49% but more data points are required in order to determine if this the start of a downward trend in repeat victimisation<sup>114</sup>. Nonetheless, almost half of all ASB (based on locations) are repeats. In September 2014 this related to 470 repeat locations representing 959 incidents.

### Case Study: ASB Noise Car

Since April 2014 there has been considerable focus on the increase in ASB to both try and gain an understanding of the cause of the increase and to address the problem. Interventions have been focussed on noise and reducing the number of repeat callers. In July 2014 more targeted direction of resources was aimed at sending the right resources, at the right time to incidents of ASB, with a Night Car for each area (Central, North and South) being staffed by a PCSO and a CPO dedicated to attending these incidents at peak times and days (as opposed to Police Officers who may have been diverted to more critical incidents).

It is hoped that timely attendance and intervention by officers on the Night Car will prevent repeat calls. There have been instances, however, where officers from the Nigh Car have attended a previous repeat location, and no further incidents have occurred since their attendance. More data is required, however, before a full evaluation can be conducted. Nonetheless, noise related ASB has shown short-term signs of improvement with static levels (+0.2%) over the last three months compared to the same time last year.

- 2.9.7 Although several procedures are now in place to try and reduce ASB and Noise Nuisance, it is likely the levels of ASB will continue to increase in the coming months as new Police powers came into being on the 20<sup>th</sup> October to deal with ASB (inc. the community trigger). Additionally Alcohol Related ASB, which has seen recent increases, may also be affected by the Ending Alcohol Harm campaign.
- 2.9.9 Whilst the police incident data is showing significant increases in reporting, people's perceptions of ASB generally continue to reduce with improvements in regards to almost all types<sup>115</sup> of ASB measured by the Respect for Nottingham Survey<sup>116</sup>. This, however, is with one noticeable exception in regards to begging in the City Centre which is now considered a problem by 38% of people. Those 'personally affected by ASB' continues to fall with only 9% of respondents citing it as a problem but closer analysis highlighted that almost half (47%) were actually victims of crime. Thus the public do not make a clear distinction between crime and ASB and over a third did not report the incident/s.
- 2.9.10 National comparators are difficult to draw and the most recently available data is from the now obsolete Place Survey (Dec 2008). More recently the Core Cities shared data on police calls regarding ASB and Nottingham was seen to have the second lowest rate amongst the group.

### Intelligence/ Practitioner Perspective

- 2.9.11 Local Authorities have a statutory duty to investigate complaints of 'noise nuisance' of almost any type of noise (except transport noise) to determine whether the noise constitutes a 'statutory nuisance', and serve a noise abatement notice on the 'person responsible'. In the experience of Nottingham's Environmental Health Officers the main sources of noise and complaints in Nottingham have changed markedly over the last 25 years with complaints from industrial/ commercial activity reducing significantly and complaints about domestic noise from music/TVs, and impact (doors closing/slamming) increasing dramatically. The role of alcohol misuse (including so called 'pre-loading' and parties) is also a driver of domestic related noise.

### Partnership Response to ASB

2.9.12 ASB is tackled through various forums including the ASB themed Executive, Locality Boards and Neighbourhood Action Team meetings (NATs). Additionally the police identify vulnerable/ high risk repeats on a monthly basis. It is felt that the current response is 'effective'.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
<b>High</b>	<b>Very High</b>	<b>Low</b>	<b>Medium</b>	<b>Medium</b>	<b>-</b>	<b>34</b>	<b>Effective</b>	<b>24</b>

## 2.10 Criminal Damage and Arson

### Key points:

- Criminal damage and arson continue to reduce but the reduction has slowed
- Criminal damage as an offence group remains high volume
- Nottingham has the fourth highest rate of criminal damage amongst the MSF
- Arson is relatively low volume but recent analysis shows that accidental and deliberate fires have increased, although this is in comparison to historic low levels
- Criminal damage is closely associated with ASB and such the issue has been previously addressed as part of the ASB response.

2.10.1 Criminal Damage and Arson continues to reduce but at a much slower rate than reported last year, showing a relatively static position over the last 12 months (-1.5%)<sup>117</sup>. The proportion of 'all crime' that it represents remains stabled at 13% accounting for over 4,000 offences annually. Additionally, both damage to a vehicle and a dwelling remain in the top ten of high volume crimes<sup>118</sup>. Nottingham's comparative position within the MSF for Criminal Damage shows that it has the fourth highest rate<sup>119</sup> over the last 12 months.

2.10.2 Arson incidents are relatively low in volume (representing around 150 offences per year) and the majority of criminal damage is in relation to vehicles (43%) followed by damage to dwellings (16%). Fire data shows that both Accidental and Deliberate fires have seen an increase in the short term of 22.7% and 17.5% respectively and have in the past month reached levels of statistical significance. Both had been running at very low levels since 2011 and do tend to fluctuate with weather conditions, so the recent increase is likely to be compounded by the hot, dry weather in recent months.

2.10.3 The criminal offence of Arson however is showing a different trend with a long term reduction of 20.9%, a 2.6% reduction in the medium term and a 4.3% reduction in the short-term. When comparing Deliberate Fire data from the Fire Service and Arson Data from the Police, Arson accounts for an average of 31% of deliberate fires in the past year, although this level does fluctuate from month to month.

2.10.4 Criminal damage is closely associated with ASB and as such the issue has been previously addressed as part of the response to ASB. Criminal damage, however, is linked to a number of other crimes and behavioural patterns including acquisitive crime (in terms of attempted break-ins that may be deemed to be an act of criminal damage), racially driven acts of damage (hate crime) and aggressive behaviour (initially directed at property) that may ultimately escalate in to acts of physical violence. Thus criminal damage is a far more diverse issue than originally thought and, as such, it should be treated as a crosscutting theme rather than as a crime type in isolation.

## 2.11 Drugs Offences

### Key points:

- Recorded drugs offences have been relatively static over the last 12 months but calls have increased slightly and there are still some problems within certain areas of the City
- Almost one in five people in the Respect Survey highlighted drug dealing as a problem in their neighbourhood and this was particularly prevalent in Arboretum

2.11.1 The level of recorded drug offences<sup>120</sup> is largely driven by positive Police activity and, therefore, relying solely on recorded crimes to get an accurate picture of drug use and supply is problematic. As a result comparison to Nottingham's MSF will also be misleading because not all forces will be actively targeting drugs offences resulting in apparently low levels (Nottingham as the third highest rate). In Nottingham, drugs offences have been relatively static over the last 12 months (-0.3%)<sup>121</sup>. Drug offences represent 6% of all crime in the city and possession of cannabis represents 63% of all drug offences<sup>122</sup>. Trafficking of drugs, which includes supplying offences, although low in volume in this category of offending has increased by 18% (56 more offences). Nottingham's comparative position amongst the MSF is 3<sup>rd</sup> highest.

2.11.2 The number of calls to the Police relating to drugs is another method of identifying drug-related activity and they have increased in the last 12 months by 3%<sup>123</sup>. The police receive over 1,300 calls annually relating to drugs suggesting that whilst recorded offences are reducing there is still a significant problem in certain parts of the City. Results from the Respect for Nottingham Survey support this claim as almost one in five residents (city-wide) highlighted drug dealing/ use to be a problem in their neighbourhood<sup>124</sup> and the issue is particularly prevalent in Arboretum where over a third cited it as a problem. Furthermore, there is still a clear link between drug use and offending highlighted by the fact that 19% of offenders arrested for 'trigger offences' test positive for either opiates or cocaine<sup>125</sup>. Thus the issue of drug dealing and use is more widespread than the recorded crime figures suggest.

2.11.3 The proportion of offenders in the 18 - 24 age group is disproportionate (41% compared to around 20% in the general population). Around a quarter of all crimes committed by offenders in the 18 - 24 age group are drugs offences (based on detected crime). Those who described themselves as being of White ethnicity accounted for the largest proportion (72%) of drug offenders, roughly proportionate to the city's White population. Proportionally those who describe themselves as being of Black ethnicity are over-represented as they account for around 11% of offending but make up just 7% of the population<sup>126</sup>.

### Intelligence/ Practitioner Perspective

2.11.4 As previously highlighted, drug related offending is largely driven by proactive policing and so Police recorded crimes do not provide an accurate representation. Additionally drug related criminality can cause noticeable harm to communities and fuel criminality (as evidenced by positive 'test on arrest' data). Impact on

communities and individuals is clear from a crime and public health perspective and as such intelligence would suggest that the issue is of 'high' priority.

### Partnership Response to Drugs Offences

2.11.5 The Partnership response can largely be viewed across three main areas: enforcement, treatment and prevention. The Police largely deliver the enforcement element but housing providers also enforce tenancy requirements that preclude the use and dealing of drugs within their properties. Prevention activity takes place in schools (e.g. Drug Aware) and the CDP commission effective drug treatment within communities and the prison as evidenced by a successful completion rate that is above the England and Core Cities average. As such the partnership response is considered to be 'effective'.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
Medium	Medium	Medium	Medium	High	High	33	Effective	23

## 2.12 Drug and Alcohol Misuse

### Key points:

- Use of opiate and crack continues to reduce but it still represents a disproportionate risk due to its link to acquisitive crime
- Cannabis and alcohol are the most prevalent types of substances in the City
- The treatment system continues to consist mostly of opiate and alcohol clients
- The introduction of target testing makes it difficult to compare substance-related offending over time but it is envisaged that 20% to 25% of all acquisitive crime is drug-related
- Alcohol poses a significant threat in terms of treatment need, long-term health risks and the association between alcohol and crime

2.12.1 The use of opiates and crack, which have strong links to acquisitive crime through the nature of their addiction, appears to be constrained to a slightly reducing, ageing cohort<sup>127</sup> that is increasing in complexity<sup>128</sup>. The opiate and crack using population, albeit reducing, still poses a disproportionate risk due to its link to acquisitive crime. Nonetheless, in terms of volume cannabis and alcohol are arguably the most significant challenges to reducing substance misuse. Just fewer than 30% of adults have used cannabis<sup>129</sup> in their lifetime (compared to 9.5% for cocaine and 1% for opiates), 23% of Nottingham's alcohol consumers binge drink<sup>130</sup> and 12.1% are either 'increasing risk' (9.5%) or 'higher risk drinkers' (2.6%)<sup>131</sup>. Although the use of novel psychoactive substances (NPS) is considered in many arenas to be a growing threat; the impact of these substances is yet to be felt either in national surveys<sup>132</sup> or in Nottingham's substance misuse treatment system<sup>133</sup>. Additionally the prevalence of NPS is not apparent amongst the criminal justice cohort and as such the problem appears to be a public health issue<sup>134</sup> rather than a driver of crime. It must be noted, however, that there is little empirical research in this area.

2.12.2 By extrapolating national information on frequent drug use<sup>135</sup> and dependent drinking<sup>136</sup> it is estimated that as many as 5.5% of Nottingham's citizens might be suitable for substance misuse treatment (2% or 6,260 citizens for drug treatment and 3.5% or 10,687 citizens for alcohol treatment). In the last year, 2,499 adults accessed structured treatment and it is estimated that a further 1,666 accessed unstructured treatment<sup>137</sup>. This equates to 2,933 adults in drug treatment and 1,232 in alcohol treatment with respective penetration rates of 47% and 12%. The penetration rate for opiate and crack use is much higher, at 83%<sup>138</sup>. This analysis clearly shows that in terms of volume; the greatest level of unmet need exists in the misuse of alcohol.

2.12.3 **Alcohol-related hospital admissions:** Admissions in Nottingham have increased considerably over the previous five years against both the broad (28%) and narrow measure (31%)<sup>139</sup>. However, Nottingham's performance against the broad measure, which is designed to reflect the overall burden, has remained better than the average for the Core Cities.

2.12.4 **Drug-related deaths:** In 2013, there was a rate of 1.96 drug-related deaths per 100,000 of population in Nottingham; this was much lower than the 3.86 average of

the six Core Cities (that submitted data) and second lowest in the cohort<sup>140</sup>. This suggests that harm minimisation within the city is effective.

- 2.12.5 **Alcohol-related crime:** The proportion of crime that is alcohol-related<sup>141</sup> has reduced from 18% (5,541 crimes) in 2012-13 to 15.5% (4,642 crimes) in 2013-14. Overall, alcohol-related crime is dominated by violence, which accounted for 35% of last year's total.

#### Case Study: Naloxone

Since December 2013, Naloxone (a medicine prescribed to reverse the effects of opioid overdose) has prevented nine deaths, saving around £180,000\* in costs to society. The Naloxone working group was set up in May 2011 with the aim to make take-home Naloxone available for all high-risk opiate users. Nottingham is now considered a flagship for this scheme, having trained 130 clients and carers and given out 132 packs at just £18.95 each.

\*NICE – QALY costs suggest £20,000 per year per of life – this is a very modest estimate

- 2.12.6 **Substance misuse in HMP Nottingham:** The proportion of new receptions to HMP Nottingham that are identified as having a substance misuse problem is greater than the general population (17% compared to 5.5% respectively). However, this proportion has reduced considerably over time, from 31% in the final quarter of 2012-13 to 17% in the final quarter of 2013-14. This might be indicative of a reduction in the role of substance misuse in offending.

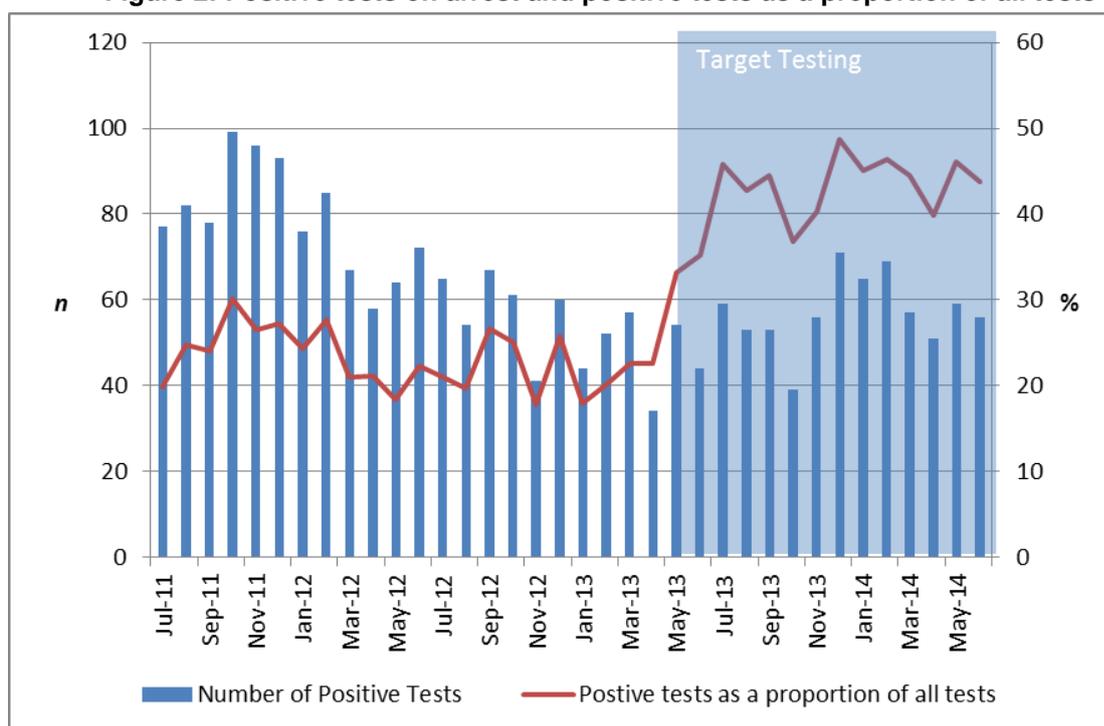
#### Case Study: Operation Promote

The connection between alcohol, cocaine and violence in the night-time economy was addressed through Operation Promote, which the Partnership ran over specific weekends between November and December 2013. Evaluation of the operation showed not only a 23% reduction of violence (27 fewer crimes) on the weekends the operation ran compared to the corresponding weekends the previous year but immeasurable success in the improvement of citizen's perceived safety in the City Centre.

- 2.12.7 **Drug testing on arrest:** Drug testing is undertaken in Nottingham's Bridewell custody suite. Two rationales exist for instigating a drug test, either; 1) the detainee was arrested for a trigger offence (acquisitive crimes traditionally associated with opiate use), or 2) the detainee was not arrested for a trigger offence but drug use is suspected and therefore authority to undertake the test was sought from an Inspector. Currently it is only permissible to test for opiates and cocaine under test on arrest, which is problematic because the use of these drugs is reducing, whereas the prevalence of other drugs (including prescription and novel psychoactive substances) is increasing<sup>142</sup>. As a result, drug test data might present a deceptively smaller link between crime and drugs than is actually the case.

2.12.8 From April 1<sup>st</sup> 2013, the Drugs Intervention Programme (DIP) was discontinued as a national programme and the responsibility of how to run DIP was transferred to local areas to run in accordance to the Police and Crime Commissioner's guidance. Nottingham has chosen to continue with the DIP ethos with a change in some of the delivery methods. As a result, trigger offence testing has been replaced by target testing. The aim of introducing target testing is to reduce the number of negative tests, give the Criminal Justice Intervention Team more influence in who is tested and plan to increase the number of Inspector's authority tests for other crimes, particularly violence in the night-time economy. Due to the introduction of target testing in April 2013, the overall number of positive tests has reduced, but the proportion of all tests that were positive has increased (Figure 2). An unintended consequence of the introduction of target testing is that it is no longer possible to compare current performance with historical figures on a like-for-like basis; which makes it difficult to assess the true level of drug-related offending over time. The last reliable data (based on test on arrest of all trigger offenders as opposed to target testing) highlighted that between 20% and 25% of all offenders were testing positive for opiates or cocaine and it is assumed that this is still a fairly accurate assessment of drug-related offending.

**Figure 2: Positive tests on arrest and positive tests as a proportion of all tests**



2.12.9 Offenders that admit to using cocaine but test negative might be used as a proxy for consumers of white powders (and possibly NPS) which are falsely believed to be cocaine. Cocaine seized in Nottingham has been found to be between 16% and 64% pure and drug tests will return a positive result for any substance that is 4% pure or more, which lends support in favour of this proxy measure. The number of offenders that fall into this category are low (9 in quarter 1 2014-15), which provides little evidence for an association between NPS and offending. Furthermore, a link

between NPS and offending is refuted in that only 2% (5 participants) admitted to using NPS when specifically asked during a questionnaire in the custody suite in 2013-14.

2.12.10 Despite there being a lack of conclusive evidence for a link between NPS and offending, it is clear that a considerable amount of ambiguity on the substances exists in potential consumers and, coupled with the fact that they are so easily obtainable<sup>143</sup>, it is right that they remain a focus of the Partnership.

### **Substance Misuse Treatment**

2.12.11 Structured treatment performance provided by Public Health England has undergone a methodological change and has been reported differently as of April 2014. Rather than categorising clients by their substance use as opiate, non-opiate and alcohol as was previously the case; clients are now categorised as opiate, non-opiate, alcohol and alcohol and non-opiate. This change marks an opportunity to adopt not only drug treatment outcomes as a headline target, but all of substance misuse, including alcohol. Nottingham's successful completion<sup>144</sup> target for 2014-15 is to be 5% above the Core Cities average rate.

2.12.12 The number of adults that accessed structured substance misuse treatment has reduced consistently since it peaked at 2,904 clients in September 2012. Last year, 2,500 clients accessed treatment. Of these, 51% (1,287 clients) accessed treatment for opiate use, 29% (729 clients) for alcohol use, 10% (253 clients) for alcohol and non-opiate use and 9% (231 clients) for non-opiate use. Alcohol and opiates are clearly the greatest issues within the treatment system however, whilst the majority of opiate and crack users are known to treatment (83% in 2012-13); the rate of penetration into alcohol dependency is a less positive picture (approximately 12%). This considerable unmet treatment need, combined with long-term health risks and an association with crime (the true extent of which is not yet known), makes alcohol a key focus of the Partnership.

2.12.13 The rate of successful substance misuse treatment outcomes is just under the target and national rate<sup>145</sup>. Prior to 2014-15, drugs only (not including alcohol) client groups were target monitored. Using this previous methodology, the City is right on target<sup>146</sup>. The greatest threat to achieving the target successful completion rate is posed by the alcohol treatment group. The partnership is working closely with alcohol treatment providers to interrogate data recording processes and improve outcomes for alcohol clients.

### **Intelligence/ Practitioner Perspective**

2.12.14 The impact of drugs and alcohol on offending is widely accepted. Test on arrest data highlights to what extent opiates and cocaine impact on acquisitive crime. It is less clear, however, to what extent other drugs, and alcohol generally, is a driver of crime. The link between alcohol and violence is well understood but it is also likely that

alcohol plays a significant role in offending beyond violence and the night-time economy.

2.12.15 Intelligence from Trading Standards highlights that less illegal alcohol is being found in the City. This appears to be the case across the region. Additionally, Since January 2014, Trading Standards have seized over 2000 packets of NPS. They are widely available, and there is not a 'typical' seller. Unsurprisingly, NPS have been found in head shops but also in 'normal' corner shops. They are very widely available on the internet, which is extremely difficult to police. A further difficulty is that many people do not believe that they are doing anything wrong in selling 'legal highs'. Sellers are ordering them from brochures from distributors, giving them the sense that everything is above board and legal. Like tobacco and alcohol, the availability of these products, particularly in 'normal' shops, is a risk to the health of citizens and the reputation of the City.

### Partnership Response to Drug and Alcohol Misuse

2.12.16 The response to substance misuse is outlined in the Drug Treatment Strategy and the Alcohol Strategy and delivered through a number of groups including the Substance Misuse themed Executive, the Joint Commissioning Group, Drugs Intervention Programme and Integrated Offender Management. The response is considered 'effective'

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
High	High	Medium	Medium	High	High	37	Effective	27

## 2.13 Hate Crime

### Key points:

- It is estimated that only around 20% of incidents are reported to the Police
- Consistent to the national strategy's objective of promoting reporting, Police recorded incidents have increased over the last year
- Volume of recorded crime is relatively low representing 1% of all crime
- Repeat victimisation has reduced over the last 12 months
- Data quality issues currently make historical analysis problematic
- Hate Crime is a cross cutting issue and as such the severity of incidents can vary from the 'minor' to the 'very serious'

2.13.1 In a similar manner to Domestic Violence, Hate Crime is under reported and is monitored in regards to both reporting of incidents and crime recording. Over the past year the volumes of both incidents and crimes have increased; recorded incidents have increased 15% and recorded crimes have increased 11%<sup>147</sup>. It is worth noting however that the volume of hate crimes is relatively small and accounts for around 1.3% of recorded crime. In regards to the MSF, Nottingham's rate of racially and religiously aggravated offences is around mid-table but slightly above average<sup>148</sup>.

2.13.2 Within Hate offences there are different 'flags' assigned to include Age, Disability, Gender, Homophobic, Racist and Religious offences. The highest volume type of hate crime – Racist offences – has increased by 9%, up 29 crimes. Racist offences account for 84% of all Hate Crimes. 'Religion' flagged Hate Crimes are the only type to show a decrease, down from 15 to 14 offences.

2.13.3 A repeat Hate Crime victim is defined as a victim that has experienced more than one Hate Crime or Hate Incident in the given period. In the last 12 months the number of repeat hate crime victims decreased by 12.5% compared to the previous 12 months<sup>149</sup>.

2.13.4 In the past 12 months, the number of Hate Crimes with male victims was almost double that of female victims<sup>150</sup>. Victims who described themselves as being of Asian ethnicity accounted for the largest proportion (31%) of Hate Crime victims with around<sup>151</sup> and 21% of victims of Hate Crime were aged between 25 and 31<sup>152</sup>.

### Intelligence/ Practitioner Perspective

2.13.5 Evidence suggests that incident of Hate Crime are under reported and Nottingham Citizens recently published a review of Hate Crime titled 'No Place For Hate' which found that reporting rates in Nottinghamshire vary from 13 to 34% meaning there are likely to be around five times the number of Hate Crimes experienced and identified by victims across the county as are reported to Nottinghamshire police. The research also highlighted that a significant number of females (38% in their on-line survey) who reported a Hate Crime explicitly linked this to their gender, a category currently unrecognised in anti-hate crime legislation, enforcement and data collection.

2.13.6 Whilst Hate Crime can vary in seriousness there is evidence of significant harm to victims from apparent “lower level” offences in terms of their psychological wellbeing being acutely undermined. As such intelligence suggest that hate crime is of a ‘high priority’ from a Partnership perspective. Further intelligence is provided by the Community Relations and Resilience Team in section 5.

### Partnership Response to Hate Crime

2.13.7 The Partnership has developed and implemented the Hate Crime Strategy and various initiatives have been implemented as a result. This includes installing CCTV in the City’s taxis, and the development of a systematic approach to responding to cases of hate crime by the police, particularly in regards to vulnerable citizens. During the last financial year, Communities in Control was commissioned to encourage reporting of incidents via third party reporting sites in the voluntary sector and further funding has been identified for this year (2014/15). This work was supported by the Council and Police with input to the launch at an event in November 2013 which linked to Nottinghamshire Police’s Alliance Against Violence initiative that included a hate crime theme. The current hate crime action plan is being refreshed and will reflect revised arrangements including aligning the Council priorities with the Police and Crime Commissioner’s support for this area of work. It will also incorporate the Policing College’s new National Hate Crime Strategy and Operational Guidance. As such the partnership response is deemed ‘effective’.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
Very Low	High	Medium	Medium	Very Low	High	25	Effective	15

## 2.14 Prevent (Terrorism and Extremism)

### Key points:

- Due to the nature of this area assessing volume, direction of travel and comparators is problematic
- The Police intelligence highlight this area as a priority but that the current response in terms of mitigation is effective.

2.14.1 The current threat level from international terrorism in the United Kingdom has recently been raised from substantial to severe<sup>153</sup>, which suggests that an attack is highly likely<sup>154</sup>. This is mainly in response to the threat posed by the conflict in Iraq and Syria. Nonetheless, the threat from national terrorism has been assessed as moderate<sup>155</sup>.

2.14.2 Prevent is one strand of the national framework developed for the national CONTEST Strategy which links to counter terrorism work. This fits alongside the three other strands including Pursue, Protect and Prepare. The main objective of Prevent is to stop people from engaging in terrorism and violent extremism through the implementation of four work streams<sup>156</sup>; each of which will contribute to the reduction of threat.

2.14.3 In Nottingham City, the national Prevent strategy is implemented through the Nottingham City Preventing Violent Extremism Steering Group which aims to coordinate Preventing Violent Extremism Activity across the City and to reduce the risk of people becoming or supporting terrorists or violent extremists. The work of this group involves a multi-agency approach which is inclusive of the Nottinghamshire Police Prevent Delivery Team, Nottingham University and Nottingham Trent University, Probation, HM Prisons, Nottingham City Primary Care Trust, Nottingham City Council including representatives from Community Cohesion and Community Safety, Children's Services and Adults Services and further education which is inclusive of New College Nottingham, Central College and City Academies<sup>157</sup>.

### Intelligence/ Practitioner Perspective

2.14.4 Nottinghamshire has no recorded Organised Crime Groups directly linked to Terrorism or Domestic Extremism. However, there are highly organised and sophisticated groups nationally and internationally who could have a potential impact upon Nottinghamshire. The approach to this issue is based around the four principles of: Prevent, Prepare, Protect & Pursue. This enables work that concentrates on disrupting the radicalisation of individuals and the start of extremist activities as well as providing scope to disrupt those already connected and active in terrorism. Although activity continues around this crime type, there are no current crime reduction concerns based upon the current intelligence picture. Nonetheless, several of Nottinghamshire's communities are affected by this issue and community awareness is high.

2.14.5 Section 3.16 provides more intelligence on Prevent through the Community Relations and Resilience Team, however, as Nottinghamshire is assessed as a low risk, it does not receive the same level of funding as other authorities such as Derby and

Leicester. The direction of the Prevent programme beyond March 2015 has not been announced by the Home Office but if the current approach is unchanged, the situation in Nottingham will become increasingly difficult as the terrorism threat appears to be rising and becoming more complex. So whilst this is difficult area to assess due to its hidden nature, community intelligence would suggest that this is an area of 'medium priority'.

### Partnership Response to Prevent

2.14.5 Force Lead reports that current processes are strong and Nottinghamshire has a good process for communication with relevant communities around these issues and this supports effective mitigation of risk at this time.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
-	-	-	Low	Very Low	High	23	Effective	13

## 2.15 Re-Offending

### Key points:

- The Offender Rehabilitation Act 2014 has brought about significant change that is still not fully implemented
- The national methodology for assessing 'proven re-offending' locally has limited usefulness as a performance management tool
- Levels of reoffending are reducing with 28% of adult and juvenile offenders going on to re-offend in a 12 month period
- Re-offenders were responsible for 16% of all recorded crime (based on detections) and the true level is thought to be higher
- Nottingham compares well to the MSF
- The Reducing Reoffending Board recently set new priorities with a focus on a more manageable sized cohort including Integrated Offender Management (IOM)
- It is recommended that systems be put in place to assess those within the IOM cohort who are failing on multiple pathways

2.15.1 Reducing reoffending, as a strategic area of intervention, is currently undergoing significant change as brought about by the Offender Rehabilitation Act 2014. These changes are covered in detail in section 5.2.17. In addition to the major changes currently way, the Ministry of Justice (MoJ) revised the methodology in regards to how re-offending will be measured 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 re-offending over 12 months<sup>158</sup>. The most recently available MoJ data relates to the September 2012 cohort and shows that Nottingham has a proven re-offending rate for adults and juveniles of 28.2%, compared to the national average of 26.1%. This is a reduction on the September 2011 cohort of 1.8 percentage points.

2.15.2 The Oct 2011 - Sep 2012 cohort represented 5,880 offenders and 1,658 (28.2%) of those went on to reoffend over the following 12 months. This cohort of re-offenders was responsible for a further 4,890 offences representing 16% of all recorded crime during this period<sup>159</sup>. This is likely to be a significant underrepresentation of their impact on crime as there will be offences committed by this cohort that went undetected.

2.15.3 Despite the limitations of the current measure it does have the advantage of being able to provide a comparator to the MSF; Nottingham's position has improved (currently 8th lowest re-offending rate) and is mid table with a level consistent to the average. Additionally, in comparison to 2005, Nottingham's reduction is the greatest reduction out of the MSF.

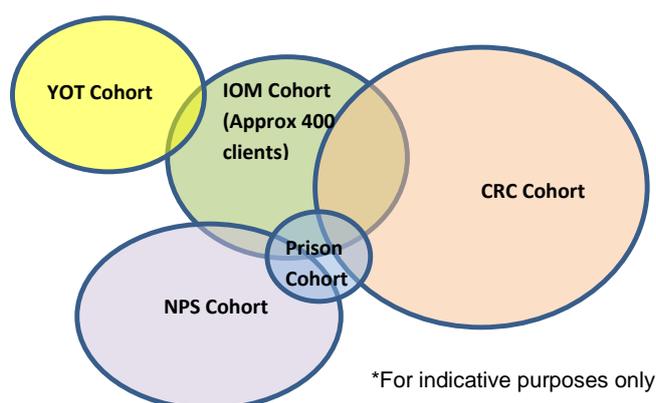
2.15.4 The usefulness of the MoJ proven reoffending data from a performance management perspective is limited for a number of reasons due to the significant time-lag (equating to almost 24 months between the identification of the cohort and publication of the statistics) and the significant size of the 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 (e.g. those managed through Integrated Offender Management (IOM)) and this is being progressed through the Reducing Reoffending Board (RRB) .

2.15.5 The RRB recently agreed a number of priorities including: *'To reduce re-offending through IOM with a focus on offenders who commit shop theft, serious acquisitive crime, some violence (non-DV) and include DIP cases'*. Figure 3 provides the current cohorts involved in regards to reducing re-offending and the overlap with the IOM cohort. With the establishment of the Community Rehabilitation Company (CRC) and the National Probation Service (NPS), statutory offenders are now managed across three organisations. The IOM cohort is made up of five main groups:

1. Those on Orders;
2. Those on Licence;
3. Those coming off an Order or a Licence;
4. Those moving towards either being on an Order or a Licence (following a period of imprisonment)<sup>i</sup> by virtue of their offending behaviour; and,
5. Those in prison (who will be on licence upon release).

**Figure 3:**



2.15.6 The seven pathways out of reoffending (inc. accommodation, educational and employment skills, substance misuse etc) are key to engaging with offenders and preventing reoffending. As such, evaluating the effectiveness of those pathways will be crucial. Previously performance information was provided by Nottinghamshire Probation Trust that showed the percentage of clients in settled and suitable accommodation at the start and at the end of supervision by district. Equally, those in employment pre and post-supervision were provided. This information was taken from the OASys assessment and reported on a quarterly basis for the caseload. This information provided aggregate high level performance management information that can help identify strategic issues (e.g. the identification of a problem with housing provision in a particular district). However, since the information relates to a very large caseload (approx. 6,000 offenders in the City and County) it means that areas

<sup>i</sup> Currently those sentenced to 12 months or more are subject to licence arrangements upon release but from 2015 a licence will apply to anyone who serves more than a day in prison

of underperformance are largely hidden within the average for the aggregate total (even when assessed at district level). Additionally, it only assessed the effectiveness of each pathway in isolation and it does not provide enough detail for operational intervention. Crucially, the information does not highlight which high risk people are failing on multiple pathways. Analysis of those who pose the most risk would be more beneficial in regards to assessing the effectiveness of the pathways.

2.15.7 The IOM cohort represents those offenders that pose the greatest immediate risk in terms of reoffending and so it is recommended that the effectiveness of the pathways against this cohort be analysed on a regular basis in order to identify those that are failing on multiple pathways. This would entail allowing the CDP analytical team and the Safer Nottinghamshire Board's Strategic Analytical Unit (SAU) access to the IOM caseload and offender management information across the Community Rehabilitation Company, National Probation Service, and Youth Offending Team systems. Thus data sharing will be an issue that needs to be overcome. This proposal was presented to the RRB and agreed in principle and should be developed over the next year<sup>160</sup>. The Board also agreed a number of other priorities:

- To reduce reoffending through IOM with focus on offenders who commit shop theft, serious acquisitive crime and some violence (non DV) and DIP cases
- To reduce reoffending of children and young people
- To reduce reoffending of young adults cohort (18 – 25 years)
- To reduce reoffending of adults (18 years+) rated high or medium risk of harm (Violence)
- To reduce reoffending of adults (18 years+) rated high or medium risk of harm (Domestic Abuse)

2.15.8 A performance framework is currently being developed to provide better strategic and operational management of the various cohorts.

### Partnership Response to Re-Offending

2.15.9 Reoffending is strategically managed by the Reducing Re-offending Board (RRB) who recently agreed new priorities with a focus on a more manageable cohort. The group has a county-wide remit. Additionally, the IOM process is well embedded and as such it is deemed that the partnership response is currently 'effective'

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
High	Medium	Medium	Medium	Medium	-	32	Effective	22

## 2.16 Youth Related-crime <sup>161</sup>

### Key points:

- Youth victimisation has increased but youth offending (based on detected crime) continues to fall and at a greater rate than across other age groups
- Whilst youth victimisation has increased, young people are not disproportionately affected by crime generally
- Young people, however, are disproportionately affected by sexual offences, robbery and violence
- The most common offence (based on detections) committed by young offenders is violence, shop theft and criminal damage

2.16.1 Youth victimisation has increased slightly over the last 12 months (+3%) but there has been a significant increase in the short-term (+15%) and the number of victims is 9% higher than it was two years ago<sup>162</sup>. As such there were almost 1,400 crimes committed against 10 - 17 year-olds in the last 12 months representing 4.6% of all victims<sup>163</sup>. Unfortunately it is not possible to compare Nottingham's level of youth victimisation to that of other similar cities but youth justice outcomes provide some indication of Nottingham's comparative position in regards to youth offending. First time entrants to the youth justice system have reduced by 25% over the last 12 months and Nottingham has the fourth highest rate amongst the MSF<sup>164</sup>.

2.16.2 Youth Crime appears to peak in June each year, seeing its highest level yet in June 2014. Around 50% of youth victimisation is violence (compared to 28.6% across all age groups) and 15% of the offences occur in the City Centre. Bulwell has the second highest percentage of Youth Crime with 8% of the City's Youth related crime occurring in that ward. Bulwell, however, has one of the highest proportions of young people resident within the ward.

2.16.3 Young people make up 8.5% of Nottingham's general population compared to 4.6% of victims and so they are not disproportionately affected by crime generally. A closer look, however, at individual offence categories does reveal some disproportionality. They are disproportionately represented in respect of sexual offences and rape, accounting for approximately 28% of the victims (158 out of 559 offences). They are also over represented in respect of Robbery, accounting for 18% of victims and Violence with Injury, accounting for 10% of all victims.

2.16.4 Over a third of offences occur in the afternoon (between 1 and 5 pm) and are more likely to occur on a weekday. 48% of offences against this age group occur in open spaces and this age category is unsurprisingly over-represented in offences occurring in educational premises. Although in 46% of offences the perpetrator is unknown to the victim, this age group is disproportionately represented in respect of offences where the offender is in a position of trust (i.e. doctor, teacher etc), a family member and the 'Other' category which is generally where the offender is known to the victim, possibly a friend or pupil etc.

2.16.5 A snapshot of repeat victimisation suggests that 17% of victims have suffered more than one offence, which is an increase of 1% on the previous year. 7 victims have

been subject to four or more crimes in a 13 month period, accounting for a total of 37 offences. The majority are the more serious offences of violence, robbery and sexual offences.

- 2.16.6 Whilst youth victimisation has generally increased, youth offending<sup>165</sup> (based on detected offences) continues to fall at a faster rate than detected crime across all age groups, with a 23% reduction (-360 offences) over the last 12 months<sup>166</sup>. Overall however, despite the recent increase in crime, the detection rate has reduced year to date from 34% to 29%. The number of first time entrants has reduced by 14% (-34 offenders) compared to last year. Despite the reductions, young offenders represent 14% of the offending population, which is disproportionate to the general population of Nottingham (8.5%)<sup>167</sup>. The percentage does vary across the wards and peaks at 29% in Clifton North and 24% in Leen Valley, but these figures may be exacerbated by repeat offenders<sup>168</sup>.
- 2.16.7 The most common crimes committed by this age group are Violence, Shop Theft and Criminal Damage. Additionally, over a third of offenders for Arson, Cycle Theft and Robbery are aged between 10-17, where the information is known.
- 2.16.8 In the last 13 months, nine offenders have been responsible for 138 offences, with one individual committing 51 offences of criminal damage in one day. Several repeat offenders identified in 2012-13 have continued to commit offences in the following year. 30% of offenders aged 10-17 have committed more than one offence in the 13 month period which is an increase of 2% on the previous year.
- 2.16.9 The majority of offenders are male (68%) but this is lower than compared to all other age groups (79%) and thus female involvement in crime is more prominent amongst this young cohort. On average 13% of offenders are aged between 10 and 17 but this rises to 29% for Any Other Mixed Background and 24% for White and Black Caribbean.

### Partnership Response to Re-Offending

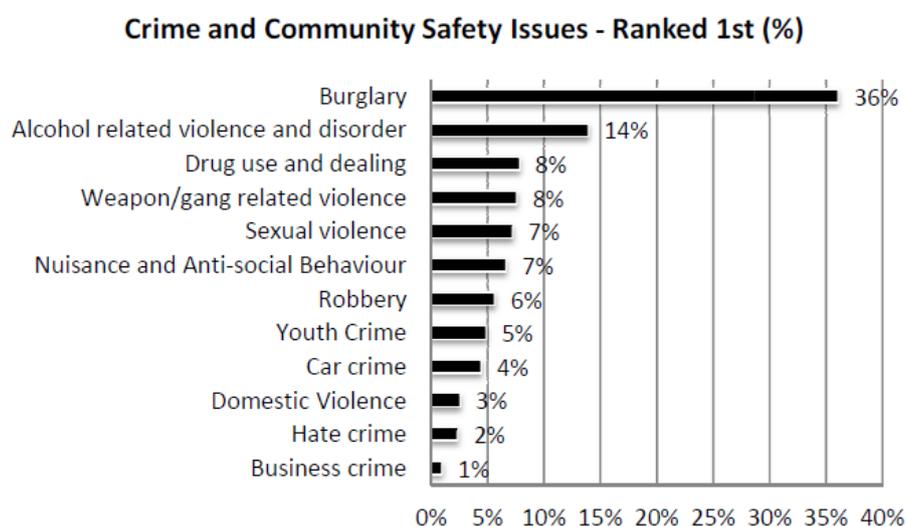
- 2.16.10 Youth offending is managed by a number of organisations and within various forums including the Youth Offending Team, Neighbourhood Police Teams and the Young People's Panels. The strategy is outlined in the Nottingham City Youth Crime Prevention Strategy. Additionally there will be some overlap with the Priority Families and EGYV cohorts. The partnership response is considered 'effective'.

### Partnership Priority Assessment

Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
Medium	Medium	Medium	Medium	Low	-	28	Effective	18

### 3. Consultation: What the Public Are Telling Us?

3.1.1 Consultation is an important part of the strategic assessment process. The analysis of crime and anti-social behaviour (below) highlights what the main priorities should be based on statistical facts. It is important, however, to incorporate what the community feel are the main problems when deciding the overall priorities for the Partnership. The Respect for Nottingham Survey (2013) asked a random sample of 2,700 residents what they are most concerned about in terms of crime and community safety. The results of the survey highlighted that, despite massive reductions in the long-term, the number one concern is still burglary (identified by over a third of people as their first choice<sup>169</sup>). Robbery, drug dealing and alcohol related-violence and disorder were the other most commonly identified issues across the city<sup>170</sup>.



Base Size: 2,548

### 4. Community Relations and Intelligence

4.1.1 The information provided below is from an evolving framework within Community Protection's Community Relations and Resilience Team aimed at assessing risk and vulnerability. The information is based on the professional opinions of colleagues in Community Protection and more widely, using engagement with members of the community and considered in the context of other sources such as briefings, national research and news media. Due to the hidden nature of some of the issues, however, there is some reliance on unsubstantiated community information (although generally from a number of sources).

4.1.2 There is a concern, shared by both Community Protection and the Nottingham Police Prevent Team, that the relationship with some communities is two-dimensional, often through a small group of older, 'establishment' individuals. This provides only a limited understanding with the concern that some identified risks may not be overstated and not representative of a particular neighbourhood. Equally, relevant

information may not be getting communicated. The limited capacity in both the community and voluntary sector and in the public sector creates operational challenges for crime reduction. This need has been partly acknowledged by the Home Office as it has allocated funding in this financial year for a community engagement focused project in Forest Fields to support enforcement activity in relation to serious and organised crime. This in itself presents a challenge in how to sustain community engagement beyond March 2015.

## **Prevent**

- 4.1.3 Currently, there is Police Prevent Team and a regional health post but because Nottinghamshire is assessed as low risk, it does not receive the same level of funding as other authorities such as Derby and Leicester. The direction of the Prevent programme beyond March 2015 has not been announced by the Home Office but if the current approach is unchanged, the situation in Nottingham will become increasingly difficult as the terrorism threat appears to be rising and becoming more complex.
- 4.1.4 The current concern is that the pace of political change internationally is becoming increasingly challenging and radicalisation is happening both on an individual level via internet tools such as YouTube but also through sophisticated marketing especially by IS/ISIS, which is gaining access to wide layers of young people as part of a hidden youth culture. An effective response to this requires addressing the gaps in community engagement mentioned previously and developing a community response as well as developing a stronger intervention in schools, further and higher education. It is also worth noting that Prevent also carries a reputation risk to the City and all partner agencies if any terrorist activity with a link to Nottingham is seen to have resulted from weak systems or poor oversight.

## **Hate Crime**

- 4.1.5 Research continues to support the view that hate crimes are particularly under-reported. Reasons for this include the perception that these crime types are not taken seriously and poor individual/community experiences of the criminal justice system historically. A focus on hate crime is therefore important to ensure that all citizens have access to the services to which they are entitled. It is also important as a tool for building trust with communities that will have wider implications for crime reduction generally, meaning for instance that people may be more willing to provide information and be witnesses to crimes. Whilst the hate crime agenda in the UK was developed in large part as a response to the failure to respond properly to the murder of Stephen Lawrence, there are new strategic drivers that make it more important than before that this is dealt with effectively. The Nottingham Citizens research provides additional information to target activity but additional work is required to understand the changing nature of hate crime in the context of a right-wing populist party, and the population changes. There is an emerging view that the radicalisation

agenda being managed under Prevent (both far right and Jihadist) should be seen within the context of hate crime.

### **Emerging Communities and Community Tensions**

- 4.1.6 Whilst Nottingham is generally a city where people get on (as highlighted in the Citizens' Surveys), it is becoming increasingly important to maintain this level of community cohesion as new communities emerge and grow within Nottingham. Specific challenges exist in regard to East European migration that has seen new communities with little or no community infrastructure (especially beyond the Polish community) to support integrations or to assist with individual or community problems.
- 4.1.7 **Asylum Seekers:** Nottingham has been accepting asylum seekers since the Home Office agreed a policy of dispersing to appropriate locations other than London (and in non-local authority housing). The contracted housing procurement companies have all potential rentals vetted through Community Protection including consultation with Police and other relevant services. Whilst we have not yet reached the ceiling agreed with the Home Office of 1,000 properties, it is becoming increasingly difficult to find suitable properties that do not result in areas with high numbers of asylum seekers that may be very visible and lead to community tensions. Predictions from the Home Office are that numbers are likely to continue to rise, and that single people will make up a larger proportion of asylum seekers. There are ongoing issues about the speed at which applications are processed and about what happens to failed asylum seekers who remain in the UK without means to legal employment leaving them vulnerable to crime or being exploited. Nationally there is concern about increased numbers of unaccompanied minors although no evidence yet that this is a significant issue here.
- 4.1.8 **Modern Slavery and Exploitation:** Population movement is creating a number of new opportunities for criminals and activities that were once marginal are now becoming more significant. National evidence is beginning to emerge of new patterns of offending in the UK by domestic and foreign nationals. The work of Community Protection supports this, finding strong patterns of organised crime involving East Europeans who are lured to the UK by promises of profitable employment only to find their identity papers stolen (and used for identity theft) and for themselves to be compelled to work long hours for minimal rewards.
- 4.1.9 **Women and Girls:** There is also the challenge of the sexual exploitation of women, often as children and there is evidence of trafficking routes from very different parts of the world. There is also evidence of the mistreatment of women and girls within the wider community, especially where local communities are already harmed by high-levels of criminality. Running alongside this is the wider problem of misogyny and domestic abuse that is often not fully understood in the context of criminal or traumatised communities.

## 5. Prioritisation: Assessment Matrix

6.1.1 The strategic assessment is simply a tool for identifying the priorities for further action. As such, the process has been facilitated through the use of a prioritisation matrix in order to provide a consistent approach. The matrix is made up of five key elements against which each potential priority has been assessed<sup>171</sup>:

1. **Volume:** How big is the problem compared to other problems in the city?
2. **Direction of Travel:** How is the problem changing over time?
3. **Comparators:** How big is the problem compared to other similar areas?
4. **Victim Harm:** What is the harm caused by the problem?
5. **Consultation:** To what extent do the public expect something to be done about the problem?
6. **Intelligence/ Practitioner Perspective:** How much of a priority is the problem based on more qualitative sources of information (where available)
7. **Partnership Response:** The final element of the matrix looks at the effectiveness of the partnership response in terms of mitigation.

**Table 2: Prioritisation Matrix Summary**

	Volume	DoT	Comparators	Victim Harm	Consultation	Intelligence/ Practitioner perspective	Overall Average Score	Partnership Response	Final Comparative Score
<b>Other Violence</b>	Very High	High	High	Medium	High	High	35	Undeveloped	35
<b>Burglary</b>	High	Medium	High	High	Very High	-	40	Effective	30
<b>Drug and Alcohol Misuse</b>	High	High	Medium	Medium	High	High	37	Effective	27
<b>Domestic Violence</b>	High	Medium	High	Very High	Low	-	36	Effective	26
<b>ASB</b>	High	Very High	Low	Medium	Medium	-	34	Effective	24
<b>Sexual Offending</b>	Low	High	Medium	Very High	Medium	-	34	Effective	24
<b>Shop Theft</b>	High	High	High	Very Low	Very Low	-	28	Progressing	23
<b>Drugs Offences</b>	Medium	Medium	Medium	Medium	High	High	33	Effective	23
<b>Serious and Organised Crime</b>	Low	Medium	Medium	High	Low	Very High	28	Progressing	23
<b>Ending Gang and Youth Violence</b>	Low	Low	-	High	Medium	Very High	32	Effective	22
<b>Re-Offending</b>	High	Medium	Medium	Medium	Medium	-	32	Effective	22
<b>Night-time Economy Violence</b>	Low	Medium	High	Medium	High	Low	30	Effective	20
<b>Weapon Enabled Offences (Knives)</b>	Very Low	Medium	-	High	Medium	High	30	Effective	20
<b>Youth Related Crime</b>	Medium	Medium	Medium	Medium	Low	-	28	Effective	18
<b>Child Sexual Exploitation</b>	Very Low	Medium	Low	Very High	Very Low	High	27	Effective	17
<b>Hate Crime</b>	Very Low	High	Medium	Medium	Very Low	High	25	Effective	15
<b>Prevent</b>	-	-	-	Low	Very Low	High	23	Effective	13

## 6. High Impact Neighbourhoods and the City Centre

- 6.1.1 The changing profile of crime, which has seen offending become distributed across a much wider range of offence types, has reduced the effectiveness of a thematic approach to crime reduction. In response it was agreed three years ago that an additional approach be adopted by partners of targeting High Impact Neighbourhoods (HINs) that suffer disproportionate levels of crime and other poor social outcomes<sup>172</sup>. The following five wards were identified: Aspley, Bulwell, St. Ann's, Arboretum and Bridge.
- 6.1.2 Overall, two of the HINs (Aspley and Bulwell) and the City Centre achieved a reduction in crime above that experienced city-wide<sup>173</sup> but all areas saw an increase in ASB<sup>174</sup>. The following provides a summary of the performance within the HINs and the City Centre.
- 6.1.3 The existence of true actual crime hot spots (particularly outside the City Centre) is reducing and so too is the utility of solely directing partnership resources based on the traditional hot spot mapping approach<sup>175</sup>. Thus it is recommended that partners increase their focus to the other elements of the Problem Analysis Triangle: offenders and victims<sup>176</sup>. A bigger focus on problem people who are disproportionately represented as victims and/or offenders of crime is the logical next step in reducing crime further and data sharing considerations should not pose a barrier to this. It is important to note, however, that there are already a number of partnership meetings that deal with victims and offenders including: Integrated Offender Management at the Multi Agency Prolific and Priority Offender Management Meeting (MAPPOMM), Multi Agency Public Protection Arrangements (MAPPAA), Young People's Panel, Youth Offending Team, Vulnerable Persons' Panel, Ending Gang and Serious Youth Violence Hubs, Complex Persons Panels, Multi Agency Risk Assessment Conference (high risk domestic violence cases), Domestic Abuse Referral Team (medium risk domestic violence) and Priority Families Project. It is recommended further analysis be carried out in order to identify the level of demand for those who fall below the current threshold criteria of the existing groups.
- 6.1.4 It is recommended that the Partnership should consider their on-going commitment to the HIN approach. It may be the case that wards with the most resident problem people are different from those currently identified. Conversely, another argument is that the HIN were never just 'all about crime' as these are the areas that are of mutual interest to all partners (based on a wide range of poor social outcomes) and so arguably they should remain.

## 7. Partnership Composition and Challenges

7.1.1 The Partnership is currently structured around a four tier model, with locality working and problem solving forming its foundation. The Locality Boards have been chaired by Directors from Nottingham City Council and vice chairs from partner agencies for the last 12 months. With a growing focus on problem people, as well as problem places, it is recommended that the Partnership Board consider if the current model is still the most effective mechanism for partnership problem solving.

7.1.2 A number of challenges and emerging risks have been identified throughout the course of the last 12 months. Reducing public sector budgets, particularly in regards to the Public Health budget pose a threat to drug and alcohol treatment services with clear implications for crime and community safety. Other risks include:

- The need to overcome data sharing barriers, especially in regard to the tackling the most problematic people and families in partnership;
- The setting of coterminous long-term community safety targets amongst partners that will not lead to perverse outcomes;
- The emergence of New Psychoactive Substances (NPSs) and their relatively unknown level of prevalence and impact on crime;
- The proliferation of illicit tobacco across the City and its impact on health and community safety (especially accidental fires) and its link to organised criminality;
- Population movement leading to new and emerging communities as victims and offenders of what is often hidden crime;
- Establishing a better understanding of mental health and its impact on crime; and,
- The implementation of the Offender Rehabilitation Act 2014.

## 8. Recommendations

- 8.1 It is recommended that the Partnership Board;
- i. Note the content of this assessment;
  - ii. Adopt the following as strategic priorities: Other Violence, Burglary, Drug and Alcohol Misuse, Domestic Violence and Anti-social Behaviour;
  - iii. Develop a greater focus on problem families and people;
  - iv. Maintain a focus on the High Impact Neighbourhoods; and,
  - v. Consider if the Locality Working Model is the most efficient delivery structure and what alternatives might be available at the CDP Board.

<sup>1</sup> All crime has seen a 1.5% decrease in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 1.1% decrease in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 8% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>2</sup> 7 other cities in Nottingham's MSF experienced an increase in last 12 months ending August 2014 compared to the previous 12 months including Manchester, Leicester, and Sheffield.

<sup>3</sup> Based on data relating to the last 12 months ending August 2014, Nottingham's crime rate was 97.95 per 1000 pop. This makes Nottingham 18.28 more crimes per 1000 pop. above the MSF average (compared to 20.62 crimes per 1000 pop. 12 months prior). Nottingham has moved from 2<sup>nd</sup> highest crime rate to be 3<sup>rd</sup> in the MSF.

<sup>4</sup> Crime recording: A matter of fact. An interim report of the inspection of crime data integrity in police forces in England and Wales (HMIC: May 2014)

<sup>5</sup> The 2012/13 figure includes Fraud and Forgery which are not included in the 2013/14 figure. These offences are now referred to Action Fraud UK and reported on nationally. In the 2012/13 figure this related to 236 offences. If a like-for-like comparison is used the reduction is -0.4% (-115 offences).

<sup>6</sup> Thus crimes like burglary and car crime, which represented almost a third of all crime in the city (representing almost 23,000 crimes), were addressed city-wide through strategic interventions aimed at reducing those types of offence (Based on the financial year: 2003/04) Interventions included use of Capture Car, Capture House, Smartwater and publicity campaigns. As a result car crime reduced by 78% and burglary fell by 62% (2003/04 to 2010/11).

<sup>7</sup> Especially in regards to categories like 'Other Theft' which is effectively a 'catch all' covering a variety of criminal behaviour including metal theft and items stolen whilst left unattended in the night-time economy

<sup>8</sup> A focus on High Impact Neighbourhoods was agreed by the Partnership following the 2011/12 Strategic Assessment. The five wards (Aspley, Bulwell, St Ann's, Arboretum and Bridge) were identified based on a methodology that included multiple data sources in order to highlight areas of mutual interest to partners (Crime data, ASB reports, teenage pregnancy, Indices of Multiple Deprivation, Health data, educational attainment etc). The five high impact neighbourhoods and the city centre account for almost 50% of all crime and 47% of all anti-social behaviour (ASB) in the city. High Impact Neighbourhoods and the methodology for their selection are covered in more detail on page 12.

<sup>9</sup> New Locality Boards and Supporting Structures Approved –Jan 2012, Nottingham City Council CLT

<sup>10</sup> CDP Board Paper: New Arrangements for Locality Boards (14<sup>th</sup> October 2013)

<sup>11</sup> An assessment of the change in utility of hot spot mapping showed that the threshold for identifying hot spots has had to reduce significantly since 2005 from 8 incidents per month within a 250 meter radius to 4 incidents. The parameters can be adjusted so that a hotspot can always be found; however, at what point does a concentration of crime cease to be a hot spot and merely represents a distribution of complete spatial randomness (CSR)? There is no golden rule as to what level of offences (within a specified period of time and geographical area) becomes a true hot spot but 4 crimes is unlikely to represent a hot spot without the presence of other evidence. Change in Utility of Hot Spot Mapping (CDP Analysis, Jan 2014).

<sup>12</sup> The problem analysis triangle (also known as the crime triangle) comes from one of the main theories of environmental criminology: Routine Activity Theory (Felson, M., & Cohen, L. (1980). social change and crime rate trends: A routine activity approach.. It states that predatory crime occurs when a *likely offender* and *suitable target* (*victim or property etc*) come together in *time* and *place*, without a capable guardian present. The problem analysis triangle is a tool to help identify the potential contributing factors that are enabling the crime to occur. It looks at Location, Offender and Victim. The theory goes that if one element is addressed (i.e. introduction of CCTV to act as a capable guardian) the likelihood of crime continuing will reduce. Much of the partnership response has focused on the Location element of the triangle.

<sup>13</sup> A number of Partnership Groups already exist that deal with victims and offenders including: Integrated Offender Management at the Multi Agency Prolific and Priority Offender Management Meeting (MAPPOMM), Multi Agency Public Protection Arrangements (MAPP), Young People's Panel, Ending Gang and Serious Youth Violence Hubs, Complex Persons Panels, Multi Agency Risk Assessment Conference (high risk domestic violence cases), Domestic Abuse Referral Team (medium risk domestic violence) and Priority Families Project.

<sup>14</sup> Those aged 18 to 29 represent 42% of all offenders and 35% of victims.

<sup>15</sup> Census 2011 show that 20 to 24 year-olds make up 14% of Nottingham's population (compared to 6.8% nationally)

<sup>16</sup> SAC - Burglary Dwelling, Robbery, Theft from Vehicle, Theft of Vehicle & Aggravated Vehicle Taking

<sup>17</sup> SAC has seen a 0.9% increase in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 0.8% decrease in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 9.2% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>18</sup> Burglary Dwelling has seen a 5.9% increase in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 1.8% decrease in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 19.3% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>19</sup> Nottingham has a SAC rate of 16.97 crimes per 1000 pop. compared to a MSF average of 14.78 (last 12 months ending Aug 2014) (iQuanta)

<sup>20</sup> Personal Robbery has seen a 17.6% increase in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 0.9% increase in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 12.3% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>21</sup> CDP Repeat and Near Repeat Burglary Victimisation Analysis (2013)

<sup>22</sup> All Other Theft Offences includes Blackmail; Theft in a Dwelling other than from Automatic Machine or Meter; Theft by Employee; Theft of Mail; Dishonest use of Electricity; Theft from an Automatic Machine; Other Theft ; Theft – Making Off Without Payment (Bilking)

<sup>23</sup> Examples of other theft include A man collects money for a club fund over a period of time and later decides to abscond with it; Milk money left outside five houses is stolen; or, A group of people go into back gardens, going over fences, stealing ladders, etc

<sup>24</sup> Other Acquisitive Crime offences have seen a 6.3% decrease in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 6.5% decrease in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 0.3% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>25</sup> Shop theft has seen a 13.9% increase in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 2.8% increase in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 8.1% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>26</sup> Bulwell and Sherwood experienced 18% increases in shop theft during Sep13-Aug14 compared to Sep12-Aug13. Although shop theft in Bridge decreased by 3.9% it is still the 4<sup>th</sup> largest shop theft area in the city.

<sup>27</sup> Bike theft represented 3.7% of all crime in the last 12 months (equating to about 1000 offences per year) and Burglary Other represented 4.1% (equating to about 1,200 offences per year)

<sup>28</sup> Burglary other – Shed etc. offences increased from 445 in Sep12-Aug 13 to 585 in Sep13/Aug14. Statistically significant increases occurred in Nov13 and Apr14. Offences in Clifton North (n=15) and South (n=12) accounted for 35% of this offence type in Nov13, while offences in Wollaton West (n=23) alone accounted for 31% of this offence type in Apr14.

<sup>29</sup> Nottingham's comparative position has improved from 4<sup>th</sup> worst to 5<sup>th</sup> (last 3 months ending Aug 14 compared to last 12 months ending Aug 2014) (iQuanta)

<sup>30</sup> The following assessment is focused on shop theft as this poses the largest risk amongst other acquisitive offences

<sup>31</sup> VAP has seen a 16% increase in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 6.6% increase in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 13.9% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>32</sup> Based on all Violence against the person offences (Oct 2013 to Sep 2014 )

<sup>33</sup> Violence with Injury offences accounted for 104.8% of the increase in total VAP over the long term and 90.6% of the total VAP increase in the medium term.

<sup>34</sup> Violence without Injury was responsible for 75.6% of the total increase in VAP in the short term.

<sup>35</sup> YTD data ending July 2014 compared to YTD ending July 2013 (iQuanta)

<sup>36</sup> Between Oct 2013 to Sep 2014 VAP accounted for 21.2% of the all crime figure.

<sup>37</sup> Between Oct 2011 to Sep 2012 VAP accounted for 18% of the all crime figure.

<sup>38</sup> There were 3,849 Violence with Injury offences recorded over the period Oct 2013 to Sep 2014.

<sup>39</sup> Based on the HMIC definition of VAP which Does not include: Possession of article with blade or point, Possession of firearms with intent, Possession of other weapons, Possession of weapons, Public fear, alarm or distress, Racially or religiously aggravated public fear, alarm or distress. These offences would fall under the 'crimes against society' element of the HMIC crime tree as opposed to 'victim based crime'. (iQuanta data: last 12 months and last 3 months ending August 2014)

<sup>40</sup> Between Sep 2013 and Aug 2014 the rate of VAP per 1,000 of the population in Nottingham City stood at 20.61. This was 6.6 above the MSF average of 13.95.

<sup>41</sup> Last 12 months ending July 2014 compared to August 2012 to July 2013. The City Centre experienced 1,402 VAP offences which equated to 19.81% of all VAP in the City. This was a 1.29% reduction which equated to 15 offences.

<sup>42</sup> Census 2011: 19.52% residents aged 18 to 24 compared to 25.9% VAP victims in the same age range.

<sup>43</sup> 35.28% of VAP victims were unemployed and 15.8% were students. 46.9% of detected VAP offenders were unemployed and 17.2% were students.

<sup>44</sup> 66.1% of offender occupation fields were left blank. This equated to 4,678 records.

<sup>45</sup> Domestic violence calls to the police have seen a 11% increase in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 1.3% increase in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 6.3% decrease in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>46</sup> The BCS 2010/11 stated that only 39% of domestic violence is reported to the police, thus attempts to increase reporting. Chaplin, R., Flatley, J., & Smith, K. (2011) Crime in England and Wales 2010/11: Findings from the British Crime Survey and Police recorded crime (2<sup>nd</sup> Edition). Home Office Statistical Bulletin. Page 54.

<sup>47</sup> Domestic violence recorded crimes have seen a 14% long term increase, 5.6% medium term increase and a 2% short term reduction.

<sup>48</sup> 50 additional unique victims of domestic violence.

<sup>49</sup> 135 additional offences against repeat victims of domestic violence.

<sup>50</sup> Repeat victims accounted for 22.4% of all recorded domestic violence crimes between August 2012 and July 2013 compared to 25% between August 2013 and July 2014.

<sup>51</sup> The target is a 5% reduction in the number of repeat victims and the frequency of incidents and offences suffered by repeat victims. This is a 3 year target (2%, 2%, 1%) which began in 2013/14. As such, this is currently in its second year and a 2% reduction target has been based on 2013/14 figures.

<sup>52</sup> This ranged to one perpetrator against 6 unique victims. Similarly, just below 8% of victims referred to the DART were recorded as suffering domestic violence inflicted by multiple perpetrators.

<sup>53</sup> Khalifeh, H., Hargreaves, J., Howard, L., & Bridthistle, I. (2013) *Intimate Partner Violence and Socioeconomic Deprivation in England: Findings from a national cross-sectional survey*. American Journal of Public Health, 103, 3. and Walby, s., & Allen, J. (2004) *Domestic Violence, Sexual Assault and Stalking: Findings from the British Crime Survey*. Cited in: Humphreys, C. (2007) *A health inequalities perspective on violence against women*. Health and Social Care in the Community, 15, 2.

<sup>54</sup> In England, Wales and Northern Ireland is illegal under the Female Genital Mutilation Act 2003. It is defined by the World Health Organisation as 'procedures that involve partial or total removal of the external female genitalia, or other injury to the female genital organs for non-medical reasons' (WHO, 2013 cited on [http://www.nspcc.org.uk/Inform/resourcesforprofessionals/minorityethnic/female-genital-mutilation\\_wda96841.html](http://www.nspcc.org.uk/Inform/resourcesforprofessionals/minorityethnic/female-genital-mutilation_wda96841.html) accessed 08/10/2014).

<sup>55</sup> HM Government, 2011.

<sup>56</sup> Dorkenoo, E., Morison, L., & Macfarlane, A., (2007) A Statistical Study to Estimate the Prevalence of Female Genital Mutilation in England and Wales. Foundation for Women's Health, Research and Development (FORWARD).

<sup>57</sup> Referrals made into the Case Administration Tracking System (CATS) which is purposefully designed to capture, manage and control incidents and allegations reported to domestic abuse and child protection units.

<sup>58</sup> Forced marriage is defined as a marriage conducted without the consent of one or both parties, where duress or coercion is a contributing factor.

<sup>59</sup> [http://www.cps.gov.uk/legal/h\\_to\\_k/honour\\_based\\_violence\\_and\\_forced\\_marriage/#a02](http://www.cps.gov.uk/legal/h_to_k/honour_based_violence_and_forced_marriage/#a02) accessed 08/10/2014

<sup>60</sup> NTE violence is defined as all VAP between 1800 hours and 0559 hours at the following locations: Bingo hall, Fast food premises, Hotels/guest house, Off licences, Public house/clubs, Restaurants, Youth centres/clubs. Or 1800 hours and 0559 hours within the following beats: LACE MARKET, MARKET SQUARE, VICTORIA CENTRE, BROADMARSH, COUNTY, BULWELL TOWN CENTRE and SHERWOOD.

<sup>61</sup> Based on last 12 months ending Sep 2014

<sup>62</sup> NTE VAP has seen a 2.9% decrease in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 7.7% increase in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 21% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>63</sup> Census 2011: 19.5% residents aged 18 to 24 compared to 38.1% NTE VAP victims in the same age range

<sup>64</sup> 79% of NTE VAP offenders were male and 74% of victims were also male.

<sup>65</sup> 35.28% of VAP victims were unemployed and 15.8% were students. 46.9% of detected VAP offenders were unemployed and 17.2% were students.

<sup>66</sup> 66.6% of offender occupation records and 56.8% of victim occupation records were left blank in the previous 12 months. This equated to 1347 records.

<sup>67</sup> Other Violence has seen a 26.2% increase in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 7% increase in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 26.3% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>68</sup> Other violence represented 42% of all VAP IN LAST 12 months ending Sep 2012, 46% last 12 months ending Sep 2014 and 50.6% last three months ending Sep 2014

<sup>69</sup> (August 2013 to July 2014) The City Centre accounted for 10.75% of other violence with a volume reduction of 3.7% (15 fewer offences).

<sup>70</sup> Census 2011: 19.08% residents aged between 1 and 17, 24.99% other VAP detected offenders were in this age range in August-July 2013/14 and 25.97% in August-July 2012/13.

<sup>71</sup> 45.8% of other VAP offences committed by detected offender aged 10-17 were committed in open space (n=204).

<sup>72</sup> Detected Other VAP offenders: 75% male (76% 2012/13); 66% White British (62.9% 2012/13); 47% unemployed (48% 2012/13).

<sup>73</sup> Census 2011: 19.08% residents aged between 1 and 17, 23.25% other VAP victims were in this age range in August-July 2013/14 and 24.9% in August-July 2012/13; 8.58% residents aged between 25 and 29, 11.18% other VAP victims were in this age range in August-July 2013/14 and 11.8% in August-July 2012/13.

<sup>74</sup> VAP Victims: 61.6% male (60.6% 2012/13); 68.9% White British (69.7% 2012/13); 24.7% unemployed (24% 2012/13); 22.5% Student (23% 2012/13).

<sup>75</sup> CDP Board Paper Aug 2014

<sup>76</sup> The definition of a repeat was where an individual was involved in 2 or more offence in the last rolling 12 months.

<sup>77</sup> This mapping exercise utilises the USG matrix designed by Vanguard within the Police and examines intelligence on an individual level to identify a cohort of people likely to be associated with, and currently active within gangs. This will also calculate a person's vulnerability and propensity for violence and identify their position within the cohort; insofar as to whether they are member of an Urban Street Gang, a Group or an Organised Crime Group and at times whether they are a peripheral, significant or developing member of their respective group/gang.

<sup>78</sup> 150 active nominals in April 2013; 208 active nominals in November 2013; 169 active nominals in April 2014. These figures exclude those who were identified as Persons of Interest or Youngers in April 2013 or November 2013 due to these no longer being categories in the April 2014 mapping.

<sup>79</sup> August 2013-July 2014 saw a reduction of 14 detected VAP offences committed by members of the EGYV cohort (35 offences compared to 49).

<sup>80</sup> August 2013-July 2014 saw a reduction of 5 detected VAP offences committed by members of the EGYV cohort (18 offences compared to 13).

<sup>81</sup> Active and inactive EGYV nominals accounted for 1.2% of all detected crime (equating to 369 offences) and 1.9% of all detected VAP offences (equating to 119 offences) (Aug 2013 to July 2014).

<sup>82</sup> CRIMSEC30 and ADR 160 respectively

<sup>83</sup> Knife enable has seen a 22% decrease in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 31.9% decrease in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 38.1% decrease in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>84</sup> Gun enable has seen a 8.5% increase in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 4.8% increase in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 1.2% decrease in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).

<sup>85</sup> 52 gun enabled offences in August 2013 to July 2014 compared to 74 gun enabled offences in August 2012 to July 2013.

<sup>86</sup> August 2013 to July 2014 compared to the corresponding time period the previous year (162 knife involved VAP compared to 138 offences the previous year).

<sup>87</sup> 13 knife enabled VAP in August 2013 to July 2014 involving a group of 2 or more offenders compared to 9 knife VAP offences in August 2012 to July 2013.

<sup>88</sup> HM Government Serious and Organised Crime Strategy (2013) [www.gov.uk/government/publications/serious-organised-crime-strategy](http://www.gov.uk/government/publications/serious-organised-crime-strategy)

<sup>89</sup> All data has been extracted from the EMSOU Serious and Organised Crime Profile Interim Report – June 2014.

<sup>90</sup> EGYV Board (9<sup>TH</sup> Sep 2014)

<sup>91</sup> There has been a 51% long term increase (197 additional offences, Oct 2013 to Sep 2014 compared to Oct 2011 to Sep 2012); an 17.8% medium term increase (88 additional offences, Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013); and a 54.6% short term increase (71 additional offences, July 2014 to Sep 2014 compared to July to Sep 2013).

<sup>92</sup> An Overview of Sexual Offending in England and Wales. Statistics bulletin (2013). Ministry of Justice, Home Office & the Office for National Statistics

<sup>93</sup> Other Sexual Offences include Serious Sexual Assault (Indecent Assault) and Exposure.

<sup>94</sup> Rape has seen a medium term increase of 21.9% (37 additional offences) while Other Sexual offences saw a medium term increase of 15.6% (51 additional offences). This increase is also seen in the short term but to a much larger extent (Rape 115.8% increase, 44 additional offences; Other Sexual offences 29.3% increase, 27 additional offences). The short term reduction in Soliciting for Prostitution equates to 20% (4 fewer offences).

<sup>95</sup> This was also seen for rape, where serious sexual assault became the second worst rate with other sexual offending remaining in the same position, albeit still below the MSF average.

<sup>96</sup> 23.8% of sexual offences were reported at least 6 months after they occurred.

<sup>97</sup> April to September 2013; 29.1% of sexual offences reported were historical.

<sup>98</sup> Historical rape offences accounted for 35.4% of offences in April to September 2014 compared to 36.6% in April to September 2013. Historical indecent assault offences accounted for 21.2% of offences in April to September 2014 compared to 25.3% in April to September 2013. Historical rape offences accounted for 35.4% of offences in April to September 2014 compared to 36.6% in April to September 2013.

<sup>99</sup> 82.7% of sexual offending between August 2013 and July 2014 were undetected (501 offences).

- <sup>100</sup> 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.
- <sup>101</sup> 36 fewer CSE referrals in 2014 compared to 2013
- <sup>102</sup> 63 fewer CSSE referrals in 2014 compared to 2012.
- <sup>103</sup> 22 CSE referrals for grooming in 2014; 38 fewer than in 2013.
- <sup>104</sup> 86.7% of Children at risk of CSE were female (n=26).
- <sup>105</sup> 83.3% of children at risk of CSE were assessed at risk level 1 or 2 (n=25).
- <sup>106</sup> ASB Environmental, ASB Personal and ASB Nuisance. Nottinghamshire Police implemented this change in November 2011.
- <sup>107</sup> ASB has seen a 9.4% decrease in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 17.4% increase in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 8.8% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).
- <sup>108</sup> For the year to date period (April-Sept) in 2012 ASB accounted for 15% of All Incidents for both the City and the County. Since that time the total number of incidents received has grown by 13% in the City and 10% in the County. However, the proportion of ASB has remained static at 15% in the City but has reduced to 12% in the County.
- <sup>109</sup> There is no tag in respect of Noise related incidents with the NSIR and so in order to identify noise related ASB calls a keyword search of the following words is used: Noise, Loud, Party, Music, Banging and Barking
- <sup>110</sup> Youth ASB is defined based on the identification of the following words: Youth, Teen, Group, Gang, Kids, Lads, Girls and Children
- <sup>111</sup> Alcohol ASB is defined based on the identification of the following words: Drink, Drunk, Alcohol, Inebriate, Intoxicate, Lager, Beer, and Brand names etc.
- <sup>112</sup> Last 12 months ending Sep 2014
- <sup>113</sup> Measured by using the callers phone number and excludes any callers where the number was unknown, where the caller wished to remain anonymous, and ambulance, CCTV, Radio etc.
- <sup>114</sup> Using a snapshot of incidents occurring in dwellings in September of each year and assessing repeats are identified by a location reported within that month which has been reported on more than one occasion in the previous 12 month period. All incidents relating to businesses or other types of premises such as hospitals, public houses etc, and 'road only' incidents have been removed and so that the figures relate purely to dwellings
- <sup>115</sup> General types of ASB measured by the survey include 'litter', 'drug use and dealing', 'dog fouling' etc. The proportion of people who have a high perception of ASB (based on the composite score) has reduced from 25% of people in 2011 to 17% in 2013
- <sup>116</sup> The Respect for Nottingham Survey has been conducted for the past 3 years in Dec 2011, Dec 2012 and Dec 2013.
- <sup>117</sup> Criminal damage and arson offences has seen a 7.1% decrease in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 1.5% decrease in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 5.1% increase in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).
- <sup>118</sup> 'Criminal Damage to a Vehicle' is the 5th biggest crime type in terms of volume representing 6.3% of all crime and 'Criminal Damage to a Dwelling' is 9<sup>th</sup> representing 3.8% (last 12 months ending Sep 2014)
- <sup>119</sup> 12 months ending Aug 2014 a rate of 13.05 compared to the most similar family average of 11.26
- <sup>120</sup> Including all possession and supply offences
- <sup>121</sup> Drugs Offences has seen a 5.1% decrease in Oct 2013 to Sep 2014 compared to Oct 2012 to Sep 2013 (long term), a 0.3% decrease in the same time period compared to Oct 2012 to Sep 2013 (medium term) and a 3.9% decrease in July 2014 to Sep 2014 compared to July 2013 to Sep 2013 (short term).
- <sup>122</sup> 12 month to Sep 2014 there were 30624 all crimes offences, 1845 drug offences and 1161 possession of cannabis offences
- <sup>123</sup> 12 months to July 2014 – 1362 calls; 12 months to July 2013 – 1326 calls.
- <sup>124</sup> Perceptions have not significantly changed over the last 3 years in regards to drug use and dealing. Respect for Nottingham Survey: 2011 = 20% 2012 = 18% 2013= 18%
- <sup>125</sup> Based on drug tests conducted Jan 2012 to Dec 2012. More recent test on arrest data is based on target testing and does not provide an accurate indication of the involvement of drugs in crime overall.
- <sup>126</sup> Between August 2013 and July 2014 there were 10024 offences with named offenders. Voluntary ethnicity breakdown: White – 7245; Black – 1082; Mixed – 573; Asian – 562; Other/Not stated – 562. Ethnicity of Nottingham population from Census 2011.
- <sup>127</sup> Opiate use reduced from 2,340 individuals in 2010/11 to 2,290 individuals in 2011/12 (-2%) and crack use has reduced from 1,090 individuals to 1,058 individuals (2011/12 compared to 2009/10, -3%). Use is reducing in all age brackets except for those aged 35-64. Hay, Rael dos Santos & Worley (2014). Estimates of the prevalence of opiate use and/ or crack cocaine use (2011/12). Liverpool John Moores University.
- <sup>128</sup> Recovery Diagnostic Toolkit 2013-14, Public Health England.
- <sup>129</sup> Extent and trends in illicit drug use among adults – Drug Misuse: Findings from the 2013/14 Crime Survey for England and Wales. Proportion of 16 to 59 year olds reporting use of drugs ever in their lifetime.
- <sup>130</sup> Binge drinking is defined as drinking eight or more units in a single session for men and six or more for women.
- <sup>131</sup> Increasing-risk drinkers are defined as regularly drinking more than 3-4 units a day for men and 2-3 units a day for women. Higher-risk drinking is defined as regularly drinking more than 8 units a day or 50 units a week for men and 6 units a day or 35 units a week for women. Nottingham Citizen's Survey 2013.
- <sup>132</sup> 0.5% of adults used salvia in 2013/14 and 2.3% used nitrous oxide. Proportion of adults reporting last year use of legal emerging drugs. Findings from the 2013/14 Crime Survey for England and Wales.
- <sup>133</sup> There were no adult drug treatment clients in 2013-14 that cited NPS as their main, second or third drug.
- <sup>134</sup> Consideration of the Novel Psychoactive Substances ('Legal Highs'). October 2011. Advisory Council on the Misuse of Drugs.
- <sup>135</sup> 3.1% of 16-59 year olds use drugs frequently. This equates to 6,260 of Nottingham's 16-59 year old population (201,926 according to the 2011 Census) which is equivalent to 2% of the 305,680 population. Extent and trends in illicit drug use among adults – Drug Misuse: Findings from the 2013/14 Crime Survey for England and Wales.
- <sup>136</sup> Alcohol Ready Reckoner Version 5.2 2011.
- <sup>137</sup> Approximately 60% of all treatment is structured according to adult community drug treatment data. This proportion has been used as a proxy measure for the treatment system.
- <sup>138</sup> Drug Treatment Needs Assessment 2013-14.
- <sup>139</sup> Local Alcohol Profiles for England. Quarterly Alcohol Related Hospital Admissions.

<sup>140</sup> Drug-related deaths in the UK: January-December 2012. St George's University of London.

<sup>141</sup> Alcohol-related crimes are defined by a search in crime data. Key words are identified in MO notes; such as "drink", "drunk", "alcohol", etc, along with any pub/bar/club names or shop names that sell alcohol. Any crimes with an 'alcohol' tag and crimes where the incident took place in a bar/club/pub or shop that sells alcohol will be identified.

<sup>142</sup> Extent and trends in illicit drug use among adults – Drug Misuse: Findings from the 2013/14 Crime Survey for England and Wales.

<sup>143</sup> In a survey of 101 young people in Nottingham conducted by Framework, 86% felt that NPS was a problem for some, 73% felt that NPS was easily obtainable and 63% felt that there was not enough information on NPS available.

<sup>144</sup> Successful completions are used as a proxy measure for recovery and refer to the number of clients that exited the treatment system as 'treatment complete – drug (or alcohol) free' or 'treatment complete – occasional user (not opiates or crack)' as a proportion of all in treatment.

<sup>145</sup> During the 12 months ending June 2014, 524 of 2,500 drug and alcohol clients successfully completed their treatment journey as either occasional user or abstinent. This equates to a successful completion rate of 21%, which is under the national successful completion rate of 23.5% and 10% under the 2014-15 target for successful completions (to be 5% better than the core cities average, which for June was 23%). Another 51 successful completions were required in order for Nottingham to achieve June's target.

<sup>146</sup> Successful completions were 18% (23 months ending June 2014) and the target (5% above the average core city average successful completion rate) was also 18%.

<sup>147</sup> 12 months to July 2014 – 391 Hate Crimes, 389 Incidents compared to 12 months to July 2013 - 351 Crimes, 339 Incidents

<sup>148</sup> In the last 12 months ending July 2014 Nottingham had the 6<sup>th</sup> highest rate amongst the MSF at 0.91 crimes per 1000 pop. (compared to an average of 0.90)

<sup>149</sup> 12 months to August 2014 – 35 repeat victims of hate crime or incidents compared to 12 months to August 2013 – 40 repeat victims of hate crime or incidents.

<sup>150</sup> 12 months to August 2014 – Recorded victim gender: 231 males, 118 females and 45 unknown.

<sup>151</sup> 12 months to August 2014 – Recorded voluntary ethnicity breakdown: Asian (121); White (86); Black (80); Mixed (16); Other/Not stated (91).

<sup>152</sup> 12 months to August 2014 – Age is taken as victim age at time of crime: 0-17 (17); 18-24 (39); 25-31 (82); 32-38 (69); 39-45 (55); 46-52 (37); 53-59 (22); 60+ (9)

<sup>153</sup> [www.mi5.gov.uk](http://www.mi5.gov.uk); [www.bbc.co.uk/news/uk-28986271](http://www.bbc.co.uk/news/uk-28986271) (29/08/2014; accessed 23/09/2014).

<sup>154</sup> [www.gov.uk](http://www.gov.uk)

<sup>155</sup> [www.mi5.gov.uk](http://www.mi5.gov.uk)

<sup>156</sup> Raise awareness of the reality and consequences; intervene to stop people being drawn into different types of serious and organised crime; Develop techniques to deter people from continuing in serious and organised criminality; establish an effective offender management framework to support work on Pursue and Prevent.

<sup>157</sup> Taken from "Nottingham City Preventing Violent Extremism Steering Group" terms of reference and membership document.

<sup>158</sup> The new measure includes all those who come into contact with the criminal justice system (inc. those who are cautioned) (as opposed to just Statutory Offenders managed by the Probation Service). The cohort equates to approximately 6,000 offenders. Further more, offender are tracked for 12 months (as opposed to 3 months) with an additional 6 months allowed for conviction

<sup>159</sup> Methodology: In the period Oct 2012 to Sep 2013 (the period in which the Oct 2011 to Sep 2012 cohort were being monitored for 12 months) total recorded crime stood at 31,090 and 4,896 (16%) were detected offences committed by the cohort.

<sup>160</sup> Reducing Reoffending Board paper 'Accessing Pathway Effectiveness' (22<sup>nd</sup> Oct 2014)

<sup>161</sup> Youth crime is defined as offences where either the Victim or Offender is aged between 10-17 years-old. The following analysis considers from a victim and an offender perspective.

<sup>162</sup> Youth victimisation is up in the short (+15%) (+52), medium (3.4%) (+47) and long-term (+9.9%) (+115). In contrast all crime reduced by 2.4% over the last 12 months.

<sup>163</sup> Last 12 months compared to 4% in 2011/12

<sup>164</sup> Data is only available by PCC area. Nottingham has a rate of 485 per 100,000 pop. (2014/14) which is the 4<sup>th</sup> highest out of the PCC areas that make up the MSF.

<sup>165</sup> Youth offending is based on all detected offences committed by those aged 10 to 17 years old with Nottingham City.

<sup>166</sup> Youth Crime is down in the short (-35.7%) (-121), medium (-23%) (-360) and long-term (-20.9%) (-325). Compared to a 14% reduction for all ages (-1639 offences) over the medium term.

<sup>167</sup> Census 2011. The proportion of 10 to 17 year-olds does vary from ward to ward and ranges from 2% in Dunkirk & Lenton to 14% in Aspley. 12 months prior 10-17 year-olds represented 15% of the offending population.

<sup>168</sup> These figures relate to the ward in which the crime occurred, which is not necessarily the same as where the offender lives.

<sup>169</sup> 36% of respondents highlighted Burglary as their number one concern, followed by alcohol related violence and disorder (14%).

<sup>170</sup> The survey asked respondents to identify their top 5 crime and community safety issues in priority order. The results presented show the aggregate results based on mean scores (i.e. combined results of respondent's top 5 but weighted in terms of priority).

<sup>171</sup> The prioritisation process has been conducted using a point scoring system for each element of the matrix: very High Priority =50, High = 40, Medium = 30, Low = 30, Very Low =10. In terms of mitigation of partnership response: Effective -10, Progressing = -5 and Undeveloped = -0.

<sup>172</sup> High Impact Neighbourhoods were agreed in January 2012 based upon a range of partnership data including crime, low educational attainment, low life expectancy, indices of multiple deprivation etc. High Impact Neighbourhoods Board Report (Jan 2012)

<sup>173</sup> Over the last 12 months (ending Sep 2014) crime in Aspley reduced 11.9%, Bulwell -1.4% and -8.8% in the city centre (compared to -1% city-wide)

<sup>174</sup> Arboretum +30%, City Centre +24%, Aspley +3%, Bulwell +20%, Bridge +7%, St. Anns +16%

<sup>175</sup> An assessment of the change in utility of hot spot mapping showed that the threshold for identifying hot spots has had to reduce significantly since 2005 from 8 incidents per month within a 250 meter radius to 4 incidents. The parameters can be adjusted so that a hotspot can always be found; however, at what point does a concentration of crime cease to be a hot spot and merely represents a distribution of complete spatial randomness (CSR)? There is no golden rule as to what level of

offences (within a specified period of time and geographical area) becomes a true hot spot but 4 crimes is unlikely to represent a hot spot without the presence of other evidence. Change in Utility of Hot Spot Mapping (CDP Analysis, Jan 2014).

<sup>176</sup> The problem analysis triangle (also known as the crime triangle) comes from one of the main theories of environmental criminology: Routine Activity Theory (Felson, M., & Cohen, L. (1980). social change and crime rate trends: A routine activity approach.. It states that predatory crime occurs when a *likely offender* and *suitable target* (*victim or property etc*) come together in *time* and *place*, without a capable guardian present. The problem analysis triangle is a tool to help identify the potential contributing factors that are enabling the crime to occur. It looks at Location, Offender and Victim. The theory goes that if one element is addressed (i.e. introduction of CCTV to act as a capable guardian) the likelihood of crime continuing will reduce. Much of the partnership response has focused on the Location element of the triangle.