

Meeting:	CDP Board
Date:	10 th June 2019
Agenda Item:	6
Report Title:	Performance Report
Report Author/s:	Philip Broxholme
Sponsor/s of Report:	Andrew Errington & ACC Steve Cooper
Relevant Statutory Aims (please place an 'X' in the relevant box(es) below)	
Reduce Crime	X
Reduce Reoffending	X
Reduce Substance Misuse	X
Reduce Anti-Social Behaviour	X
Relevant Strategic Priorities (please place an 'X' in the relevant box(es) below)	
Acquisitive Crime	X
Domestic & Sexual Violence (including Stalking & Harassment)	X
Drugs & Alcohol (including Supply and Possession)	X
Hate Crime	X
Modern Slavery	X
Violence	X
Weapon Enabled Offending	X
Board Governance (<i>e.g. Finance, TOR etc.</i>)	X

1.0 PURPOSE OF THE REPORT:

- 1.1 To close down the Partnership Plan 2015-20 and provide a summary of performance against the targets outlined in the plan.
- 1.2 To highlight factors, both internal and external to the partnership, that have impacted on performance across the plan period.

2.0 RECOMMENDATIONS:

- 2.1 It is recommended that Board members note the content of this report and disseminate it as appropriate within their own organisations.

3.0 BACKGROUND:

- 3.1 The Partnership Plan 2015-20 contained two headline targets, as shown below:

- A 20% reduction in victim based crime by 2020
- Increase the rate of recovery from substance misuse dependency to be 5% above the average for the Core Cities by 2020

3.2 In addition, two other measures were routinely monitored during the plan period. Whilst not part of the Partnership Plan these measures were part of the NCC Council Plan and were also directly relevant to the work of a number of partner agencies. These were:

- To continue to reduce the volume of ASB
- To reduce the number of repeat victims of Hate Crime by 20%

3.3 As noted above the current plan was due to end in March 2020. However, the context in which the partnership operates has changed considerably in the years since the plan was agreed. This is particularly true with regards to crime, in terms of both the volume and nature of criminality, and also in respect of the vulnerability of citizens, where a number of cross cutting issues now present challenges for a range of public agencies and services, not all of whom come under the umbrella of the CDP or the Reducing Reoffending Governance Group.

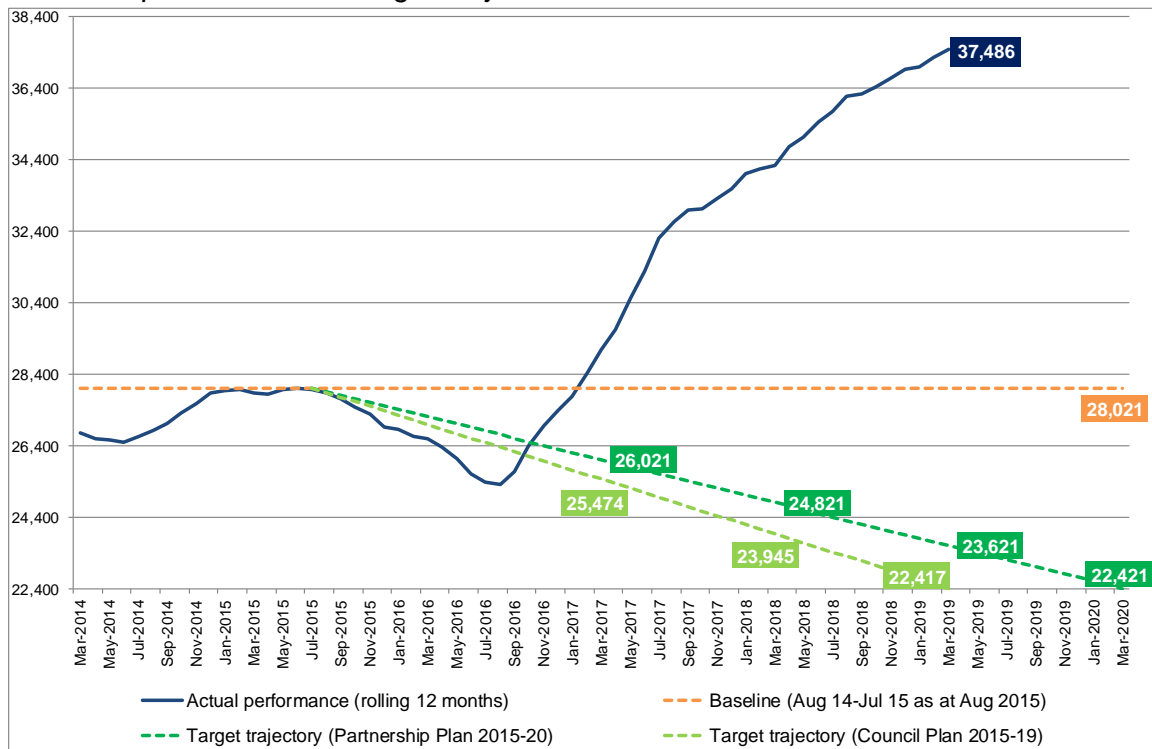
3.4 Given the changing circumstances described above and the Nottingham City Council elections in May 2019, there was agreement amongst partners that the current plan should be brought to an end a year early and a new plan implemented from the municipal year 2019/20 onwards. The following section will summarise performance up to the end of 2018/19.

4.0 PERFORMANCE SUMMARY:

To Reduce Victim-Based Crime by 20%

3.2 The level of victim-based crime rose by 33.78% (9,465 crimes) against the August 2014-July 2015 baseline. The performance of victim-based crime against the Partnership Plan and Council Plan target trajectories is shown in Figure 1. In the first year of the plan, 2015/16, the average monthly victim-based crime volume was 2,217, this rose to 3,123 during 2018/19

Figure 1: Victim-Based Crime Performance against Council Plan 2015-19 and Partnership Plan 2015-20 Target Trajectories



- 3.3 A substantial proportion of the increase in victim-based crime relates to categories such as domestic violence, stalking and harassment, sexual offences and hate crime. A number of partnership measures and targets aim to increase reporting of these types of crime and therefore, seen from this perspective, the higher volumes of victim-based crime in the past two years should not be seen as wholly negative but, partially at least, as the result of positive partnership activity.
- 3.4 Figure 2 breaks down victim-based crime into more discrete crime types and illustrates the differences between 2014/15 and 2018/19. As can be seen the largest volume increases were seen in relation to violence offences. The largest increase was in the Violence without Injury category. A substantial proportion of this was due to the introduction of new offences during the plan period, such as Modern Slavery and Coercive Control. Changes to the counting of Stalking & Harassment offences also added over 1,200 crimes to the total during 2018/19.

Figure 2: Victim-Based Crime by Type

Victim-Based Crime	2014/15	2018/19	Change	% Change
Violence without injury	2789	7650	4861	174.3%
Violence with injury	4113	5719	1606	39.0%
Other Theft	3664	4579	915	0.0%
Shoplifting	3933	4629	696	17.7%
Theft from the Person	846	1380	534	63.1%
Theft from a Motor Vehicle	1518	2021	503	33.1%
Theft of a Motor Vehicle	475	896	421	88.6%
Other Sexual Offences	531	855	324	61.0%
Rape	311	551	240	77.2%
Criminal Damage	3983	4162	179	4.5%
Interfering with Motor Vehicle	300	388	88	29.3%
Arson	152	225	73	48.0%
Bicycle Theft	1043	1046	3	0.3%
Robbery of Business Property	57	55	-2	-3.5%
Homicide	7	3	-4	-57.1%
Robbery of Personal Property	632	628	-4	-0.6%
Burglary	3468	2699	-769	-22.2%
Grand Total	27822	37486	9664	34.7%

- 3.5 A number of factors, both internal and external, impacted on performance during the plan period. These are summarised below.

Audit & Compliance

- 3.6 In the summer of 2016 Nottinghamshire Police undertook an internal crime data integrity audit in order to assess whether recording practices in the force were fully compliant with the National Crime Recording Standard (NCRS).¹ The audit revealed that a number of incidents had not been correctly recorded as crimes and, furthermore, that recording practices overall were not fully compliant with the national standard.
- 3.7 As a result of the audit over nine hundred incidents were converted to crimes and the force made a firm commitment to embed more stringent and ethical recording practices. Consequently crime volumes in some categories, most notably violence and public order offences, saw dramatic increases the following twelve months. Nearly three years later the overall impact can be seen in the increased volumes in the aforementioned categories along with smaller rises across a range of crime types, particularly in relation to crimes which present little or no opportunity for further investigation or resolution - this can be due to a number of factors, for example lack of evidence or witnesses.
- 3.8 Similar audits have been completed across the country in line with Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) Crime Data Integrity Programme.² This work has taken place over a number of years to test whether crimes are being recorded by the police when they should be and then categorised correctly. A number of forces have been inspected and some have been

¹ The NCRS promotes consistency between police forces in how to record crime and in providing a victim-orientated approach to crime recording. This standard has three basic principles: 1) the police register an incident report for all reports of incidents (whether from victims, witnesses or third parties and whether crime related or not), 2) an incident is recorded as a crime (notifiable offence) if, on the balance of probability - the circumstances as reported amount to a crime defined by law and there is no credible evidence to the contrary, 3) once recorded, a crime remains so unless there is additional verifiable information to disprove it.

² For further details visit: <https://www.justiceinspectors.gov.uk/hmicfrs/our-work/crime-data-integrity/>

found to have inadequate recording and categorisation practices. In some instances this had led to large numbers of crimes being created retrospectively.

External Events

- 3.9 External events have had a notable impact on performance against this target. The most significant factors were the 2016 referendum and the reporting of historic sexual offences. The period following the referendum saw a large increase in the volume of reported hate crime, whilst this has slowed subsequently volumes have not returned to pre-referendum levels. Likewise, media reporting of historic sexual offences has been prominent over the past four years and this has led to an increase in reports to the police. Whilst this trend appears to be slowing it has had a considerable impact on performance against the target.

Service Reductions

- 3.10 All partner agencies have experienced considerable budget cuts over the past four years and this has led to a reduction in services across the whole range of partnership activity. These service reductions have disproportionately affected preventative, demand reduction services such as youth work and target hardening programmes. Whilst the impact of this is impossible to quantify accurately it is inevitable that the loss of these services will have contributed to the increase in crime volumes.

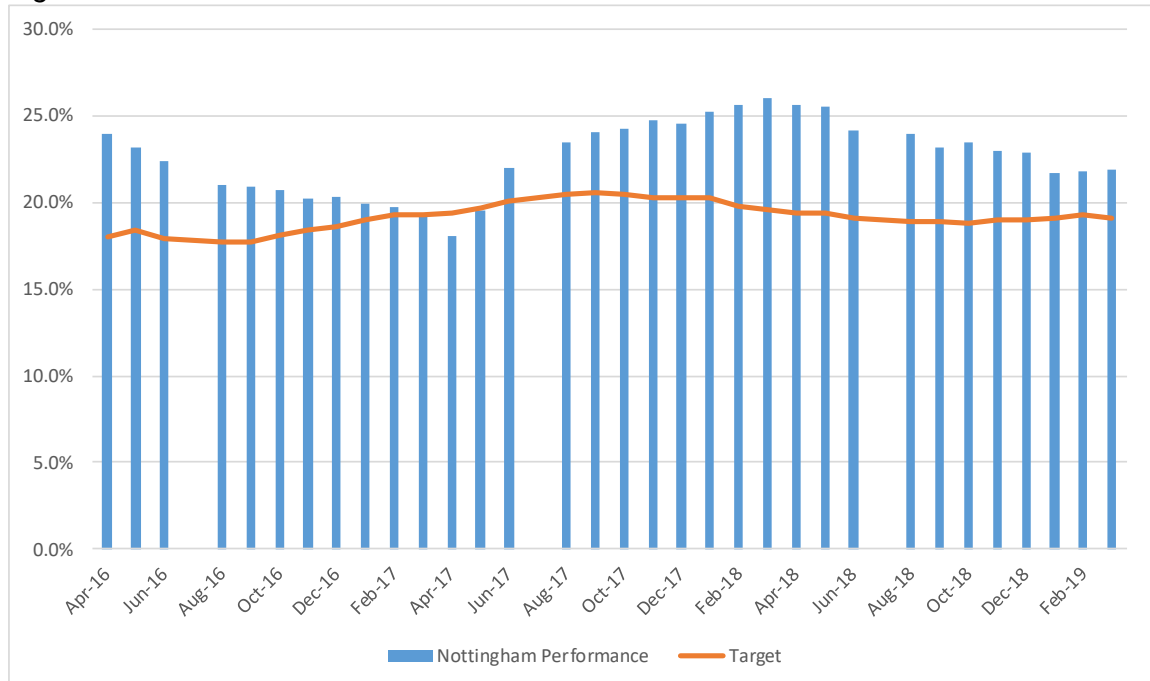
Substance Misuse Treatment Performance

- 3.11 The Partnership Plan 2015-20 outlined a target rate for successful completions from drug and alcohol treatment that was 5% better than the average for the core cities.³ For clarity, the 5% increase on the core cities average refers to the core cities average plus 5% of that average as opposed to the core cities average plus five percentage points.
- 3.12 As can be seen from the chart below, Nottingham has consistently achieved the target as set.⁴ Nevertheless, there have been considerable fluctuations in performance across the four year period. There are a number of reasons for this, the primary issues being the retendering of contracts and reductions in funding.

³ A successful completion is defined as a client who exits drug or alcohol treatment as either substance free (no opiate or crack use) or as an occasional user. Exit status is determined by the treatment practitioner.

⁴ No performance data is produced by NDTMS in July, therefore there are gaps in the data shown

Figure 3: Substance Misuse Performance



3.13 The treatment system has had funding cuts of 42.5% since 2013/14. To date funding cuts have yet to have a significant impact on performance, availability or quality of services. However, there is evidence that the impact is becoming more pronounced, as shown below:

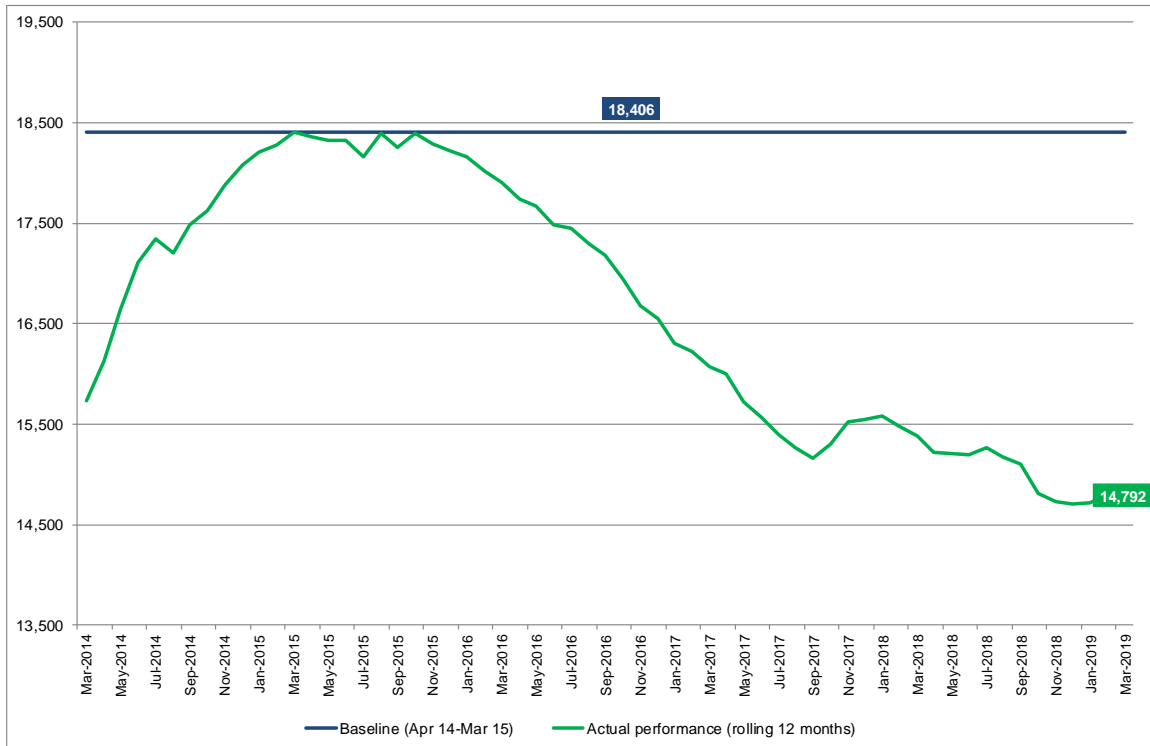
- The increasing number of opiate users in treatment and the associated costs placing a larger burden on already reduced budgets
- Significant reductions in the number of young people in treatment
- Rising acquisitive crime rates in tandem with falling numbers in treatment and worsening performance

3.14 External issues in the broader criminal justice system have led to reduced numbers entering criminal justice treatment with either alcohol or drug rehabilitation requirements. The number of treatment requirements that the courts have imposed has steadily declined since 2015. Addressing this decline is not within the direct control of the service or the partnership, however, engagement with the courts and consideration of a wider use of civil powers may be beneficial.

To continue to reduce the volume of ASB

3.15 As can be seen from the chart below, ASB (as measured by police recorded incidents) saw a significant reduction during the plan period. This equated to 19.4%, 3,566 incidents.

Figure 4: Anti-Social Behaviour against Baseline (Rolling 12 Months)



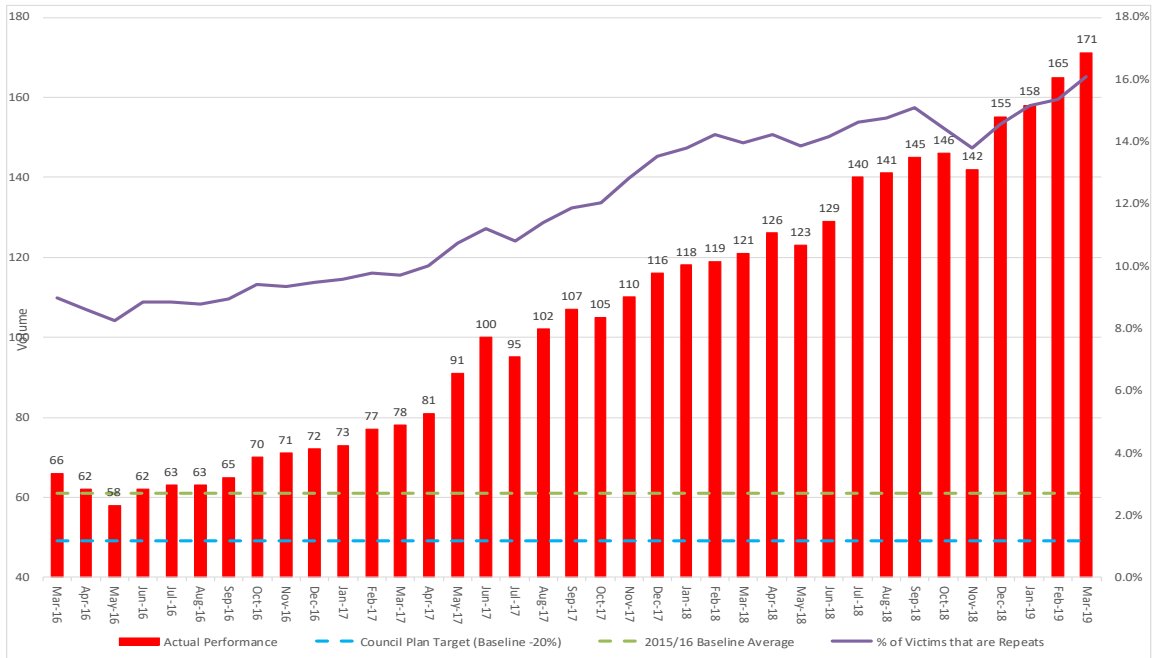
- 3.16 This long term reduction in incident volumes is not necessarily indicative of declining actual levels of ASB however and a number of potential problems have emerged over the plan period. These include problems for citizens in reporting ASB and declining levels of satisfaction with the partnership response.
- 3.17 In general obtaining a 'true' picture of ASB is very difficult as incidents can be reported by citizens through a variety of methods, of which the police 101 number is just one. Beyond analysing performance data the most reliable information available is that which measures citizen's perceptions and experience of ASB in their local area. This is monitored through the annual Respect for Nottingham Survey. The evidence from the recent surveys suggests that whilst citizen's experiences of ASB have remained broadly consistent over the past five years there has been a noticeable decline in the willingness of victims to report the ASB that they suffer. This correlates closely with an increased perception that reporting incidents does not lead to tangible action from partner agencies. This supports the hypothesis that the decline in incident volumes can be partly attributed to a lack of confidence in the partnership offer.
- 3.18 The apparent disconnect between increasing perceptions of ASB and declining levels of reporting is not fully understood and, as such, this is something that presents a strategic risk to the partnership. Work is ongoing, both strategically and operationally, in order to better understand the issues and respond to them appropriately.

To reduce the number of repeat victims of Hate Crime by 20%

- 3.19 As shown below, the volume of repeat victims of Hate Crime increased substantially over the plan period. Due to a change in the reporting methodology data is only

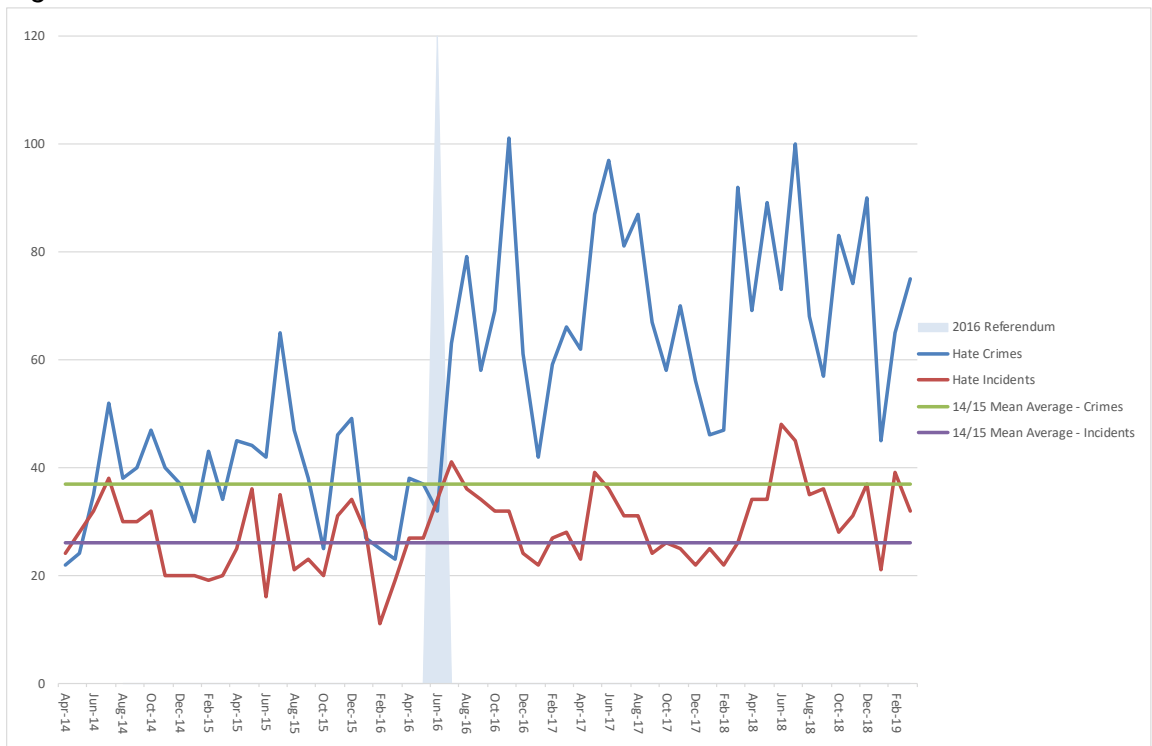
available from March 2016 onwards. During this period the rolling twelve month volume rose by 105 cases, 249% above the target of 49.

Figure 5: Repeat Victims of Hate Crime



3.20 As noted above at 3.9, performance in relation to Hate Crime was impacted considerably by the 2016 referendum. This impact is shown at Figure 6 below. The increased volumes of Hate Crime inevitably led to a greater number of repeat victims.

Figure 6: Hate Crime Volumes



Reoffending

- 3.21 Given the difficulties in measuring reoffending performance locally there was no target in the Partnership Plan 2015-20. The only reliably available data is from the Ministry of Justice, however this is two years old when released and therefore it has limited utility from a performance management perspective.
- 3.22 Nevertheless, the MoJ data shows that the proportion of offenders in Nottingham who reoffend is consistently higher than either the regional or national figure. However, this proportion has been broadly decreasing over time. Similarly Nottingham performs worse when comparing the average number of re-offences committed by each reoffender. Whilst the changes are relatively small, this figure has been rising consistently since 2009, in line with the regional and national picture.
- 3.23 More positively, the size of the offending cohort in Nottingham is considerably smaller than in previous years and has been declining for some time. Taken in conjunction with the data above, this is suggestive of a smaller, more persistent cohort of reoffenders with the propensity to commit a higher number of offences.