



Joint Strategic Assessment 2010/11

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

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Nottingham
Crime & Drugs Partnership



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Aim and Purpose

The aim of this Joint Strategic Assessment is to provide Nottingham CDP with an assessment of current, emerging and long-term issues affecting the City with a view to identifying the priority issues for 2011/12.

Overview: All Crime

key points:

Crime continues to fall; however, the crime rate in Nottingham remains the second highest amongst its 'most similar family' of CSPs

Violence ('Other Wounding') remains the highest volume offence representing 11% of all crime (over 4,500 offences in 2009/10)

1 in 3 offenders and 1 in 4 victims are aged 20 to 24 years old

Over representation of Black/ Mixed Black people as victims and offenders continues to be apparent

CSPs with high levels of deprivation tend to have higher levels of crime

Crime continues to fall in Nottingham with a 13% reduction over the last 12 months¹. Nonetheless, Nottingham continues to compare unfavourably with its 'most similar family' (MSF) of Community Safety Partnerships (CSPs) and remains the second worst in terms of crime rates within the group. It is important to note, however, that whilst Nottingham has not changed position within the family over the last 12 months, the gap between the 'family average' has reduced slightly², albeit at a slower rate than desired³.

The top ten volume crimes account for 67% of all crime recorded in 2009/10 and the emergence of violence ('Other Wounding') as the highest volume crime in last year's assessment continues to be the case this year. Previously 'Burglary (Dwelling)' represented the highest volume but now represents 9% of all crime compared to 'Other Wounding' which now accounts for almost 11% (equating to over 4,500 offences in 2009/10). Other notable changes in the top 10 include an increase in 'Drug Possession' offences as a result of increased Police enforcement activity while 'Theft from Vehicle' has reduced significantly from being the highest volume offence just two years ago to now being number five (7.2%). Thus the significant reductions in Serious Acquisitive Crime over the last two years have changed the profile of crime in Nottingham and Violence has emerged as the largest single volume offence.

People aged 20 to 24 continue to represent the key demographic group accounting for almost a third of all offenders and almost a quarter of all victims. As highlighted in previous assessments, there is a significant link between the proportion of 20 to 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-

olds⁴. Similarly, the over representation of Black/ Mixed Black people⁵ as victim and offenders continues to be a problem⁶. 18% of offenders were identified as being of Black/ Mixed Black heritage compared to 6.8% in the general population and the majority were in relation to drugs and violent offences⁷. Finally, there is a strong link between crime levels and deprivation at a Community Safety Partnership level and thus cities with high levels of deprivation tend to have higher levels of crime. Within Nottingham, wards with higher levels of crime also had higher proportions of Black/ Mixed Black people and this could help explain the disproportion in terms of victims and offenders.

A number of key changes have occurred in 2010/11 that will impact on the Crime and Community Safety agenda. Firstly, the newly elected Coalition Government has abolished Local Area Agreements (LAAs) and passed responsibility back to Local Authorities. The requirement, therefore, to report back on those targets to Central Government has been removed. Secondly, the Capability Review and Change Management Programme in regards to Nottinghamshire Police Authority has led to the adoption of a radical set of revised crime reduction targets for Nottinghamshire Police. The revised 2010/11 targets are much more stretching and are aimed at ensuring the force closes the gap on its most similar forces. The anticipated impact of the more stretching targets (if achieved) is to move Nottingham two places within its 'most similar family' (MSF) of CSPs⁸.

Key Findings: The Analysis

Serious Acquisitive Crime

key points:

After significant reductions, levels of Auto-Crime in Nottingham are now consistent with its 'most similar family' of CSPs

The comparative position of Burglary and Robbery rates, however, has not improved compared to the 'family average'

Serious Acquisitive Crime⁹ (NI 16) continues to show significant reductions and as a result the NI 16 target is already being exceeded¹⁰. Despite the strong performance, however, the gap between the MSF average has only marginally reduced over the last 12 months¹¹ and Nottingham continues to have the second highest Serious Acquisitive Crime rate amongst its family¹². Furthermore, Serious Acquisitive Crime remains a high volume group of offences representing 21% of all recorded crime in the city¹³.

A closer look at the individual components of Serious Acquisitive Crime reveals that auto-crime¹⁴ has dropped considerably since 2007/08 and as a result offences are now consistent with the average amongst Nottingham's 'most similar family' (MSF) of CSPs. This marks a significant shift over recent years as 'theft from a vehicle' offences previously represented the highest volume offence in the 2008/09 assessment. Reductions,

however, have stabilised and it appears that levels have reached the lowest possible point in regards to the current allocation of resources and no significant further decreases are expected.

In terms of emerging threats within the Serious Acquisitive Crime group, it is Burglary and Robbery that pose a concern. These offences have shown erratic performance over the last two years and, despite ultimately showing reductions over baseline (-18.4% and -9.5% respectively¹⁵), performance has not improved against the MSF average. As a result Nottingham has the second highest burglary and robbery rate amongst its family and it will be extremely challenging for the partnership to meet the revised 2010/11 Police Authority targets. Burglary now represents the second biggest volume crime in the city (9.5%¹⁶) after violence ('Other Wounding', 11%).

Violence

key points:

Despite reductions, Nottingham has the second highest level of Violence against the Person (VAP) amongst its 'most similar family' of CSPs

1 in 5 violent offences occurs in the city centre (associated with alcohol)

30% of violence is domestic related and domestic violence is prone to repeat incidents of victimisation. Nonetheless, repeat victimisation of domestic violence is falling, however, sanctioned detections have remained fairly static at about 50%

Violence is a complex area to assess due to the numerous ways in which violence can be measured. Despite the difficulties presented violence generally is falling in Nottingham. 'Violence against the person' (VAP)¹⁷, which includes most violent offences, is falling in both the long and short-term showing a 12% reduction over the last 12 months¹⁸ and the gap between the family average is closing, albeit at a slow rate. Nonetheless, VAP is still a high volume offence constituting 19% of all crime in the

city and Nottingham still has the second highest VAP rate amongst its most similar family¹⁹.

Over recent years, violence has been monitored using NI 15 (Serious Violence) and NI 20 (Assault with Less Serious Injury) as part of the LAA. The recent abolition of the LAA, however, has left the future of this method of measurement uncertain. Furthermore, the recently revised Police Authority targets focus on 'Other Wounding' and

'VAP with injury'. Assessment of NI 20 shows a strong downward trend (-19% over the last 12 months²⁰) and performance is well on trajectory to meet the LAA target by the end of 2010/11²¹. Nottingham, however, still continues to have the highest rate of NI 20 amongst its family²² by a significant margin²³ and this offence type remains a high volume group²⁴. An assessment of 'VAP with injury' and 'Other wounding' provide a similar picture in terms of volume, direction of travel (-17% and -19% respectively over the last 12 months) and comparison to the MSF. The category of Serious Violence (NI 15) represents much smaller numbers in terms of volume (1% of all crime²⁵) and performance, despite recent improvement, is still showing an increase over the 2008/09 baseline of +15.4%²⁶. It is important to note, however, that the significant increase in Serious Violence in 2009/10 is likely linked to changes in Nottinghamshire Police recording practices.

As highlighted in the previous assessment 20% of violence takes place in the city centre (closely associated with alcohol related violence). Again, people aged 20 to 24 represent the majority of victims and offenders and within the city centre almost 60% of offenders are within that age group.

A closer look at VAP highlights that offences are dropping across all age groups with a particularly steep reduction in regards to those victims aged 20 to 24²⁷ and this is reflected in ambulance data provided by East Midlands Ambulance Service (EMAS)²⁸.

Domestic Violence

Domestic violence (DV) is often a hidden crime, with survivors being assaulted up to 35 times before they contact the Police²⁹. In response, the focus in recent years has been on encouraging reporting in order to get a more realistic picture of DV in Nottingham. Levels of domestic violence (including offences and incidents) now remain fairly stable with a very gradual reduction taking place from year to year³⁰. As a result domestic violence continues to represent around 5% of all crime, however, within violence generally about 30% of crimes are domestic related and thus addressing domestic violence will need to remain a significant element of any strategy to tackle violence within the city. Comparison of DV in Nottingham to its MSF is problematic due to the hidden nature of the issue and differing practices in terms of monitoring incidents and crimes. Nottingham, however, was noted to have one of the highest reporting rates as part of the MARAC³¹ review in 2009³².

As part of the Repeat Victimisation project, numbers of repeat victims have been measured on a monthly basis and around 70% of repeat victims³³ are DV victims.

Overall repeat victimisation is falling (-25% in the last 12 months) and so too is the DV repeat victimisation rate, albeit not as fast (-17%). Interestingly though, the repeat DV victimisation rate is reducing at a much faster rate than the minor reduction experienced in overall levels of domestic-related crimes and incidents. Thus repeat incidents are reducing at a greater rate than DV as a whole. Ultimately this highlights a positive trend in relation to repeat cases being effectively addressed yet new cases (and potential future repeat cases) keep emerging, albeit at a decreasing rate. Another area of concern is the lack of progress in increasing the level of sanctioned detections (from around 50%). Indeed, the detection rate has slipped slightly from almost 53% in 06/07 to 49% in 09/10.

Weapon Related Violence (Gun and Knife Crime)

Violent offences involving guns or knives are falling across the city (-18% and -25% respectively³⁴) and represent very small numbers in terms of volume³⁵. In terms of age profile, it is those aged 18-24³⁶ who are most likely to be assaulted with a knife while half of all domestic violence involving a knife occurs against the over 30s³⁷. Possession of weapons is also falling³⁸ and 18 year-olds were the top offender age over the last two years, with few offenders aged younger than 15. Possession of knives as an offence drops away for those older than 21.

Whilst we are seeing a reduction in possession, and knife crime generally, the previously commissioned Knife Crime Survey (Oct 2009) highlighted that 12% of 11 to 17 year-olds had carried a knife outside the home in the past and 7% had done so in the last 12 months³⁹.

Without the commissioning of another survey it is not possible to comment whether the recorded reduction in offences has been reflected in the behaviour of young people in terms of carrying knives.

In terms of comparators it is only possible to assess NI 28 (Knife Crime) and NI 29 (Gun Crime) against Nottinghamshire Police and its most similar forces⁴⁰. On this basis, Nottinghamshire has the highest rate of gun and knife crime amongst the group⁴¹. In summary, the volume of knife and gun violence in Nottingham is very small and is reducing but there is a definite risk, mainly focused on domestic violence cases and on a small proportion of people aged 18-24 (usually in a drug/gang/organised crime context).

Anti-Social Behaviour

key points:

Calls to the Police and City Council relating to ASB have increased slightly

Neighbourly disputes appear to be a factor in a growing number of cases

The proportion of ASB linked to juveniles has fallen from 39% in 2008 to 21% in 2010 whilst alcohol-related ASB continues to rise and the increase has shown recent signs of acceleration

The Police and the City Council (through the ASB Help Line) both receive a large volume of calls annually relating to ASB. The Police, however, receive the majority of calls (over 22,000 last year) relating to non-environmental ASB (e.g. Rowdy Behaviour and neighbours) whilst the City Council receives the majority of calls in relation to environmental issues (over 20,000 last year).

Anti-Social Behaviour is a difficult area to assess due to the subjective nature of the issue and the fact that various agencies measure ASB using differing methodologies and typologies. Nonetheless, and in contrast to the last Strategic Assessment, both the Police and City Council data highlights a slight increase in ASB reports (+2.2% and +10.9% respectively⁴²) in 2009/10 and this rising trend is also evident based on initial 2010/11 performance. The police increase was partly down to a small increase in Rowdy Inconsiderate incidents and an increase in Noise and Neighbour incidents. Interestingly, neighbour related incidents, as identified through police report 'closing codes', are increasing dramatically year-on-year. Thus neighbourly disputes appear to be a factor in a growing number of cases. Reports of Aggressive Begging also appear to have increased in 2009/10 with increased calls to the ASB helpline and to the Police⁴³.

Both Youth related ASB and Youth Alcohol related ASB show reductions (the former fell significantly for a second successive year) and the trend continues in 2010/11. The proportion of core ASB that is linked to juveniles has therefore fallen from around 39% in 2008 to around 21% in 2010. This means that youths are linked to just one in five ASB incidents reported to the police. At the same time, Alcohol related ASB continues to rise and the increase has shown recent signs of acceleration⁴⁴.

Fire and Rescue Service data highlights that intentional fires (generally) are decreasing both in the long and short-term. Nonetheless after a period of increased Dwelling fires (+11.5% or +9 incidents) in 2009/10 the levels have returned to a more static level in 2010/11. The problem of wheelie bin fires erupted in the summer of 2009 with growing numbers and a fatality in Bulwell. In the most recent months, however, refuse fires have reduced by a quarter as a consequence of a great deal of work between partners, particularly in Bulwell, and also due to lower ASB levels in winter months.

Under the current performance framework (the LAA and National Indicator Set), overall success has ultimately been measured based on perceptions of ASB (NI 17). The recent abolition of the Place Survey, however, means that performance from the original December 2008 baseline can no longer be measured. Nonetheless it does provide important comparative data in relation to Nottingham's performance as compared to its 'most similar family' of CSPs. Nottingham has the fifth highest level of NI 17 and is only fractionally above the family average. This is roughly consistent with iQuanta available data on Core ASB call incidents which highlights Nottingham to be between the MSF Average and the upper limit. The City also compares well in relation to the level of people who feel that the Police and City Council listen to their concerns about ASB and deal with the issues highlighted (NIs 21 and 27). Local perception data from the ASB survey, however, highlights only a 3%⁴⁵ improvement in perceptions of ASB (NI 17)⁴⁶.

Criminal Damage

Criminal Damage⁴⁷ remains on a strong downward trend showing a 21% reduction in 2009/10 over the previous year. Nonetheless, criminal damage continues to represent 19% of all crime and both damage to a vehicle and a dwelling remain in the top ten of high volume crimes⁴⁸. Nottingham also continues to have the highest rate amongst its MSF, although the gap is closing and Nottingham is only fractionally above the next six CSPs within the group.

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 will be treated as a cross-cutting theme rather than as a crime type in isolation.

Re-Offending

key points:

Re-offending rates in Nottingham have remained relatively static over recent years but levels are now highlighting a marginal increase. Nonetheless, Nottingham compares relatively well to its statistical peers

Similar to other data sources, 20 to 24 year-olds represent the majority of Probation's caseload but reoffending rates are highest amongst those aged 25 to 34 years old

Offenders of a Black/ Black British or Mixed Black ethnic origin are disproportionately represented (to approximately the same level as identified by Police detection data)

Re-offending rates in Nottingham have remained relatively static over the last two years, but levels are starting to show a slightly rising trend with a marginal increase from 10.64% in 2008/09 to 10.81% in 2009/10⁴⁹. Thus 10.81% of offenders under Probation supervision (in the 2009/10 cohort) went on to commit a further offence within a following three month period. Based on the 2009/10 cohort, this equates to 728 offenders who went on to re-offend (representing only 9 more offenders than in the 2008/09 cohort). Nonetheless, Nottingham compares relatively well to its statistical peers amongst its most similar family of CSPs ranking sixth in terms of highest re-offending rate (out of 13)⁵⁰ (the MSF average is 10.0%⁵¹) and Nottingham recorded the second best reduction in re-offending based on NI 18, which compares an actual re-offending rate against a predicted rate. As a result Nottingham Probation and partners are currently exceeding the LAA NI 18 target by a significant margin⁵².

Similar to the offender age profile for all crime, offenders aged 20 to 24 years-old represent the largest group amongst Probation's caseload (22.5%⁵³), however, those aged 25 to 29 (18.9%)⁵⁴ and 30 to 34 (15.1%)⁵⁵ also represent

significant numbers and all three groups are overrepresented by approximately the same proportion compared to the general population⁵⁶. It is worth noting, however, that the two latter age groups have the highest reoffending rates⁵⁷. All those who re-offended (regardless of age) showed higher levels of all factors associated with re-offending (e.g. use of drugs and alcohol, housing issues etc)⁵⁸. In terms of ethnicity, there is a disproportionately high number of offenders from a Black/ Black British or Mixed Black origin compared to the general population⁵⁹. The last assessment found the disproportion to be even greater in the younger age groups (18 to 29) (the largest offending group) and reinforces data from the Police and the Youth Offending Team which highlights the same issue.

Youth Crime and Disorder

key points:

Youth crime continues to fall year-on-year. Recent increases, however, in relation to burglary and robbery suggests that the volatility in offending is linked to specific prolific offenders

Evidence suggests that young offenders with a substantive outcome with the YOT are less likely to offend as they get older compared to those who begin offending later, or who had little or no involvement with the YOT

Young black people continue to be significantly over represented in terms of young offenders and Nottingham has the highest rate of overrepresentation amongst its 'most similar family' of CSPs

Youth⁶⁰ related crime and disorder continues to fall across almost all offence types (except drugs) and 2009/10 highlighted a 25% reduction over 2008/09. This reduction is also consistent with the reduction seen in regards to youth-related ASB. These year-on-year reductions in crime, however, have not continued for the most recent months⁶¹. Most notably Burglary is up by a third (+15) while robbery has more than tripled (+33) and violent offences are up by around 10% (+10). However, the overall level of offending is broadly the same⁶² and it is likely, therefore, that the volatility of burglary and robbery offending is linked to specific prolific offenders who are incarcerated or at liberty at different points of the periods in question. Shop theft continues to be the main offence committed by juveniles with a significant proportion occurring in the city centre, however levels are reducing. The NBAC⁶³ Retail Crime Coordinator reports that there appears to be a shift in offending patterns with proportionally more female activity and this is reflected in the crime figures⁶⁴. Nonetheless, long-term analysis of detected crime highlights that young people are featuring less and less as offenders in terms of a proportion of all crime. In 2009/10 they represented 15% of all offenders compared to 20% in 2007/08. Thus, not only does youth crime appear to be falling in terms of volume, it is also falling as a proportion of all crime.

YOT data also shows a continuing improvement in terms of youth offending. Although reoffending rates (NI 19) are marginally higher in 2009/10⁶⁵,

Hate Crime

The overall level of hate crime (including incidents) as recorded by the police fell slightly in 2009/10⁷⁰ and hate crime accounts for a very small proportion of crime (1.3%⁷¹). Usually, there is little year-on-year movement in this area, the only significant changes previously occurring during heightened tensions surrounding the 7/7 bombings and the Danish Mohammed cartoons. Due to differing recording practices in regards to hate crime it is difficult to assess Nottingham against its MSF. Nonetheless, assessment of racially aggravated offences shows that

the number of first time entrants to the criminal justice system (NI 111) continues to fall significantly⁶⁶ but despite the continuing reduction, Nottingham still has the second highest rate of NI 111 amongst its MSF⁶⁷.

Nonetheless, almost all the indicators are pointing in the right direction and evidence suggests that young offenders with a substantive outcome with the YOT are less likely to offend as they get older. Those who begin offending later, or who had little or no involvement with the YOT, go on to make up two thirds of offenders aged 21-22 and it is these individuals who have gone 'under the radar' that require a strategic focus by Probation or through General Offender Management.

Still of concern, however, are the findings highlighted in the previous assessment, which showed that young black people are significantly over represented in terms of young offenders⁶⁸ (NI 44) and that Nottingham had the highest rate of overrepresentation amongst its MSF. Unfortunately, the most recent data highlights that the disproportion has increased further⁶⁹. The other main issue for concern appears to be Area 4 (Arboretum, Berridge and Radford & Park wards) which had the smallest decrease in number of juvenile offenders, the smallest decrease in offences by juveniles (excluding the city centre) and significant clustering of active offenders living in an area stretching from north Radford through Hyson Green to New Basford.

Nottingham has the fourth highest rate amongst the family and is only slightly above the upper bound in terms of the family average⁷².

Asians are most often the victims of hate crime and the most significant concentrations of racist events are in the city centre, Radford / Bobbers Mill / Hyson Green, the Arboretum area of Mansfield Rd and in Sneinton. These are also the areas most likely to have hate events against white British. The main homophobic hotspot is in the city centre around the NG1 nightclub and similar venues.

Substance Misuse (Drug Treatment and Criminal Justice)

key points:

Revised estimates highlight a drop in Nottingham's PDU population to 3,065 (600 less than previous estimates)

Those testing positive (for cocaine or heroin) under 'test on arrest' have reduced significantly but local perceptions regarding drug use and dealing remain high

Drug testing under 'Inspector's Authority' suggests that wider testing may be needed beyond 'trigger offences'

The traditional PDU population (heroin and cocaine) is stagnating and a shift towards other drugs is occurring.

Nottingham has a relatively large Problematic Drug Using population (PDU)⁷³, recently estimated to be 3,065⁷⁴. The revised estimate, however, highlights a significant reduction in PDUs by over 600 users and as a result Nottingham has the fifth highest PDU prevalence⁷⁵ amongst its 'most similar family' (MSF) of CSPs (as opposed to the second highest highlighted by the original estimate in 2007/08). This marks a significant shift in terms of PDU prevalence rates. Nonetheless, previous analysis shows there to be a statistically significant correlation between PDU prevalence and crime levels at a CSP level and thus the presence of a large PDU population is still a crime and community safety concern. In line with the reduction in the PDU population estimate, a significant reduction in drug related crime can be observed within Nottingham over recent years, with the volume of positive drug tests for 'trigger offences'⁷⁶ reducing significantly from 44% in 2007/08 to 25% in 2009/10. Drug related offending as measured by NI 38 has also reduced⁷⁷. Despite the reduction in drug related offending and the reduction in the PDU population, perceptions of drug dealing and use remain high in Nottingham's neighbourhoods with 35% of people perceiving it to be a problem in their local area⁷⁸.

A closer look at the positive drug test data reveals that whilst we are seeing less drug-related offences generally, especially in regards to cocaine and poly-drug usage, the heroin-related offending has actually increased. This observed proportional rise is more likely to be a proportional skew within a significantly reduced population of positive drug tests on arrest. As a result, it can be observed that there is still likely to be a persistent heroin-using cohort that is still committing trigger offences, despite an overall decrease in drug-related offending. Cocaine-related arrests have dropped significantly after a high over the previous two years.

Analysis of drug testing under Inspector's Authority⁷⁹, however, suggests that there maybe a need for drug testing against a wider range of crimes beyond the traditional 'trigger offences'. Furthermore, under the 'Cocaine in the Night-time Economy Pilot', 27% of those arrested for violence (and 25% for public order offences) tested positive for cocaine⁸⁰. Blanket testing beyond 'trigger offences', however, is not currently permitted.

Nottingham City is currently lower than the MSF average for some aspects of drug treatment including percentage in effective treatment, retention rate and the number of new treatment journeys. While the PDU in-treatment population is ultimately showing a negative growth, it is encouraging to see that the numbers in treatment are beginning to rise again. Nottingham is significantly over target for Other Drug users in Effective Treatment. This supports last year's findings and the assertion that the PDU population is stagnating and a shift towards other drugs is occurring. The general picture is that trends of substance misuse within Nottingham City are continuing to change. The population of PDUs is beginning to plateau, while Other Drugs continues to expand. This can be seen in the recent stagnation of the PDU in-treatment cohort, and the significant reduction in drug-related crimes. Despite the observed reductions, Problematic Drug Users still account for a significant proportion (1 in 4) of all trigger offences committed within Nottingham City. As a result, heroin and crack using offenders must continue to be managed pro-actively and intensively, being ultimately directed into effective drug treatment.

Drugs Offences

key points:

Positive police action saw drugs offences increase in Nottingham by 10% last year whilst, at the same time, calls to the police regarding drugs reduced by 10% suggesting that proactive police activity is having a positive effect in terms of perceptions

Black/ Mixed Black people are disproportionately represented as offenders in regard to drugs offences.

The level of recorded drug offences⁸¹ 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. Positive police action in Nottingham has seen drugs offences increase by almost 10% (in 2009/10) to over 2,300 offences (representing 6% of all crime) and Nottingham has the highest number of recorded Trafficking offences amongst its MSF. Levels of calls to the police relating to drugs is another method of identifying street activity and these fell by around 10% in the last year⁸² suggesting that proactive police activity is having a positive effect in terms of perceptions. Nonetheless, the ASB and Place surveys highlight that a significant number of people (35% and 42% respectively⁸³)

perceive drug dealing/ use to be a problem in their area. Additionally, the Place Survey highlights that Nottingham has the fourth highest perceived level of drug use/ dealing amongst the family and is significantly above the family average (35%) and the England average (31%). Furthermore, there is still a clear link between drug use and offending highlighted by the fact that 25% of offenders arrested for 'trigger offences' test positive for either opiates or cocaine. Thus the issue of drug dealing and use is more widespread than the recorded crime figures suggest. The previous findings regarding the overrepresentation of Black/ Mixed Black offenders (and Asians to a lesser extent) in relation to drugs offences continues to be the case.

Alcohol

key points:

Chronic harms (as measured by alcohol related hospital admissions) have increased significantly over recent years in Nottingham and nationally

In terms of acute harm, alcohol related violence (NI 20) is reducing but Nottingham continues to have the highest rate amongst its 'most similar family' of CSPs by a significant margin and the police have received a substantial increase in alcohol related ASB calls

Alcohol related harm broadly falls into two categories; firstly, 'acute harm' commonly associated with the immediate effects of alcohol, like violence in the night-time economy, ASB and accidental falls resulting in physical injury; and secondly, 'chronic harms' commonly caused by prolonged periods of consumption in excess of the daily/weekly recommended safe levels, resulting in illness like liver disease and ultimately to alcohol related mortalities. Thus the issue of alcohol is both a crime and disorder (acute) issue and also a public health (chronic) issue.

The current method for assessing progress in relation to alcohol-related harm in Nottingham is through the hospital admission rate for alcohol related harm (NI 39). This method of assessment, however, mainly relates to chronic harms and the most recent data (2009/10) highlights that admissions for alcohol related harms have increased 11% over 2008/09 and 23% over the 2007/08 baseline (equating to over 6,000 admissions per year). Although this increase is significant, it is important to note that there is a rising trend across the country and amongst Nottingham's most similar

family of CSPs. Nonetheless, Nottingham's rate has increased more than the MSF average (+16.2%) and as a result Nottingham now has the eighth highest level of admissions amongst its family⁸⁴.

The acute harms associated with alcohol are commonly assessed using 'Assault with less serious injury' (NI 20) as a proxy measure based on alcohol-related violence. Whilst the chronic harms (NI 39) have increased significantly, alcohol related violence has fallen by almost 16% over the 2008/09 baseline⁸⁵. Nonetheless,

Nottingham continues to have the highest rate amongst its family⁸⁶ by a significant margin⁸⁷ and NI 20 remains a high volume group of offences representing 10% of all recorded crime in the city⁸⁸.

Interestingly, whilst alcohol related violence has fallen, the police have experienced an increase in alcohol related ASB calls (+14.9% equating to over 500 more calls in 2009/10)⁸⁹.

Sexual Offending

Sexual offences represent a relatively small number of offences in regards to all reported crime (around 1.4% in 2009/10) and as a result offences can appear to fluctuate greatly in percentage terms. Offences increased overall 9% in 2009/10⁹⁰ (+48 offences) and the bulk of this increase was in regards to rape⁹¹ and kerb crawling/ soliciting offences⁹². The most recent data on serious sexual offences, however, show a 21% reduction⁹³ and the long-term picture (last three years) shows levels to be fairly static. The complex nature of sexual offending (historic cases, child abuse, domestic cases, alcohol-fuelled events and instances of false reporting) makes the identification of trends problematic. It could be the case that many

more sexual offences are taking place but people, for whatever reason, are reluctant to report it. The historically low conviction rate for rape could also be a factor in terms of underreporting.

It is difficult, therefore, to identify why rape offences have increased, other than the fact that as the overall numbers are low they are susceptible to percentage changes that appear pronounced. It is worth noting that serious sexual offences have been reducing since May 2010 but Nottingham continues to have the third highest rate of serious sexual offences amongst its MSF⁹⁴ and is just above the upper bound.

Consultation

Consultation is an important part of the strategic assessment process. The analysis of crime and disorder 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. A number of existing consultations⁹⁵ have been incorporated in the assessment along with specific exercises carried out by the CDP⁹⁶ in order to provide a more rounded assessment. The various sources highlighted a number of key issues that people were most concerned about including ASB, Drug Dealing, Burglary and Violent crime.

Prioritisation: Matrix

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 assessed⁹⁷:

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?**

Table 1 highlights the summary of the process and the shaded cells highlight the priorities⁹⁸.

Table 1: Prioritisation Summary

Potential Priority Area	Volume	Direction of Travel	Comparators	Victim Harm	Consultation	Score
Violence	10	1	10	10	5	36
Serious Acquisitive Crime	8	0	8	7	10	33
ASB	6	6	4	5	10	31
Drugs Offences (Dealing)	8	5	6	5	7	31
Substance Misuse	6	5	6	6	6	29
Alcohol	6	6	7	8	2	29
Re-Offending	6	3	4	6	5	27
Domestic Violence	5	3	6	10	2	26
Gun and Knife Crime	1	1	6	10	7	25
Sexual Offending	1	5	5	10	1	22
Youth Crime and Disorder	4	2	5	6	4	21
Hate Crime	2	2	6	7	2	19

Delivery Framework

In response to the priorities identified, and the broad strategic objectives outlined by the CDP Board, the following delivery structure as been developed. Delivery will be through a CDP Delivery Plan divided in to four thematic areas: Serious Acquisitive Crime; Violence and ASB; Substance Misuse; and, Reoffending. Table 2 (right) provides more detail as to where individual priorities sit within the framework.

Table 2: Delivery Framework

Overall Purpose: To reduce Crime and ASB in Nottingham		
Strategic Objectives	Thematic Delivery Plan	Priority Areas
To reduce Acquisitive Crime	Acquisitive Crime	Burglary
		Robbery
		Auto-Crime
To reduce Violence and ASB	Violence and ASB	Violence in the Night-time Economy
		Domestic Violence
		Serious Youth Violence (inc. gun and knife crime)
		ASB
To reduce the harm caused by Substance Misuse	Substance Misuse	Drug Treatment
		Drug Dealing
		Alcohol Treatment
To reduce Reoffending	Reoffending	Reoffending

Appendices

¹ 1st Sep 2009 – 31st Aug 2010 compared to 1st Sep 2009 – 31st Aug 2010 (equating to 5,697 less offences)

² 5.4 offences per 1000

³ Nationally at the end of Assessment year 2009/10 Nottingham CDP was 10th (worst) in the country; compared to 4th at the end of assessment year 2008/09 and 3rd in the years 2003/04 to 2007/08. So after a prolonged period of no improvement in position progress is being made.

⁴ 20-24 year-olds make up 15.4% of Nottingham's population (compared to 6.9% nationally) (2009 Mid-Year Population Estimates). This is the highest proportion amongst the core cities.

⁵ The limitations of this data must be noted: Nottinghamshire Police have 2 Ethnicity fields for each Victim and Offender. Field 1 is the Officers visual 'guess' at a person's ethnicity. This is done face-to-face when taking a report or in the custody suite. Field 2 is completed by asking a victim or offender for their self-defined ethnicity. Field 1 options are not coterminous with census categories and include Afro-Caribbean, Arab, Dark European, Oriental and White European. Field 2 options are coterminous with the census classifications (plus 3 extra for 'not stated', 'unknown' and 'declined'. There is also the possibility that under both classifications the information will be uncompleted. The analysis has been conducted using both fields where possible but due to the differing definitions it must be noted that the term 'Afro-Caribbean' in this analysis includes African + Caribbean + Any Other Black Background + White and Black African + White and Black Caribbean. Thus is comparable with the census category Black/ Black British and Mixed Black (who account for 6.8% of the general population in Nottingham (mid-year 2007, experimental statistics).

⁶ In the 2009/10 assessment: Offenders classified as being from a Black/ Black British/ Black Mixed ethnic heritage made up 19% of detected crimes compared to 6.5% in the general population of Nottingham. The 2010/11 assessment highlights the disproportion to be 18% compared to a revised population estimate (mid 2007 ONS) of 6.8%. Thus the disproportionality has reduced slightly. Previous probation data showed a similar picture and the disproportion was even more acute within the age group (18 to 29). Recent Youth Offending (NI 44) data highlights that the disproportionality has actually increased slightly since the last assessment.

⁷ Out of all the detected crime committed by black/ mixed black offenders: 26% was for drugs (541 offences) and 32% was in regards to violence (661 offences)

⁸ Based on the assumption that other CSPs will also improve over the same period.

⁹ Serious Acquisitive Crime is made up of Burglary, Auto-crime (theft from and of vehicles) and personal robbery

¹⁰ Year-to-date (July 2010) highlights a reduction over the 2007/08 baseline of -36.9% (currently exceeding the NI 16 target of -35.5%). The NI 16 target was set based on the rationale of achieving the MSF average as it stood when the target was devised.

¹¹ Last 12 months ending Sep 2010

¹² Based on a 12 month assessment (1st Sep 2009 to 31st March Aug 2010). The latest 3 month assessment highlights progress showing Nottingham to be 4th worst (1st July 2010 to 31st Aug 2010)

¹³ Equating to 8145 offences (1st Sep 2009 to 31st Aug 2010)

¹⁴ Theft from a vehicle and Theft of a vehicle offences

¹⁵ Year-to-date (July 2010) over the 2007/08 baseline

¹⁶ Equating to 3645 offences (1st Sep 2009 to 31st Aug 2010)

¹⁷ The Home Office category of VAP is the aggregated total of almost all violent offences (excluding Robbery and Sexual offences) and as a result this group of crimes ranges from the relatively minor up to the most serious offences like 'wounding with intent' and homicide.

¹⁸ 1st Sep 2009 to 31st Aug 2010 compared to 1st Sep 2008 to 31st Aug 2009

¹⁹ 1st Sep 2009 to 31st Aug 2010

²⁰ 1st Sep 2009 to 31st Aug 2010 compared to 1st Sep 2008 to 31st Aug 2009

²¹ (year-to-date, July) performance highlights a reduction over the 2008/09 baseline of -15.7% (against a NI 20 target of -20%) The NI 20 target was set

based on the rationale of achieving the MSG average as it stood when the target was devised. The baseline, however, was subsequently reset in April 2008 after the introduction of new Home Office codes.

²² Based on a 12 month assessment (1st Sep 2009 to 31st March Aug 2010).

²³ 12.998 offences per 1000 population compared to 7.910

²⁴ representing 10% of all recorded crime in the city equating to 3,855 offences (1st Sep 2009 to 31st Aug 2010)

²⁵ Equating to 385 offences (1st Sep 2009 to 31st Aug 2010)

²⁶ Year-to-date, July 2010

²⁷ Since 2009 VAP has fallen 30% across all age groups compared with a 42% reduction in victims aged 20-24.

²⁸ East Midlands Ambulance Service data over the same period highlights a 37% reduction in victims aged 20-24 but only a 4% reduction in violence generally. Data from Q1 2010 compared to Q1 2009 highlights a similar trend: Police recorded incidents fell 19% across all ages and -27% amongst those aged 20-24. EMAS data shows a 10% reduction across all ages and -27% for those aged 20-24.

²⁹ Jaffe, P., Wolfe, D.A., Telford, A., and Austin, G. (1986) The impact of police charges in incidents of wife abuse. *Journal of Family Violence*, 1 (1): 37-49.

³⁰ The total number of recorded offences and incidents on the police crime system fell by 1.6% in 2009/10 (compared to 08/09).

³¹ Multi-Agency Risk Assessment Conferences

³² '... police reporting rate in Nottingham City is higher than in other parts of England and Wales and therefore it may be that a higher proportion of high risk victims are reporting to the police.' Page 10 Quality Assurance Report Nottingham City MARAC 2009

³³ Repeat victims are defined as those who have at least three offences against them in a rolling 12 month period

³⁴ Knife related crime was down 25% (53 offences) in 2009/10 from the figure of 212 (2008/09) and gun crime fell from 22 recorded offences in 2008/09 to 18 in 2009/10.

³⁵ The number of violent offences involving knives is very small, accounting for just 4% of over 4000 violent crimes (ABH through to murder) in 2009/10 and the number of violent offences involving firearms is even smaller, just 22 in 08/09 and 18 in 09/10.

³⁶ More than 80% of all knife-related violence has a victim aged at least 18 while around 12% is against 13-17 year olds.

³⁷ There were 33 offences in 08/09 (out of a total of 58 DV related knife incidents) and 23 in 09/10 (out of a total of 49 DV related Knife incidents) against victims aged 30 or over.

³⁸ Possession of weapons reduced 33% in 2009/10 (compared to 08/09) and this was the case for all bladed weapons (down 68 to 133), firearms (down 10 to just 15) and other offensive weapons (down 52 to 108).

³⁹ The survey was conducted with 11 to 17 year-olds. It must be noted, however, that there was some concern regarding the methodology of the survey as the sample initially included young people in mainstream education and vulnerable young people (i.e. those under the supervision of the YOT or in Local Authority care. The figures present in this document refer to just mainstream sample produced from a second report on the original data.

⁴⁰ Nottinghamshire Police is compared to 7 other forces: Northumbria, South Wales, Staffordshire, Leicestershire, Lancashire, South Yorkshire and Northamptonshire

⁴¹ In terms of Knife Crime (NI 28) (1st April 2009 – 31st March 2010) Nottinghamshire had a rate of 0.723 per 1000 population compared to a family average of 0.454. In terms of Gun Crime (NI 29) (1st July 2009 to 30th June 2010) Nottinghamshire has a rate of 0.154 per 1000 population compared to a family average of 0.097.

⁴² Representing 480 more calls to the police and 190 more calls to the City Council in 2009/10 compared to 2008/09.

⁴³ Reports to the ASB helpline increased from 33 calls (April to Oct 2009) to 70 (April to Oct 2010) and calls to the Police increased from 90 to 131 over the same time period. This apparent increase in begging is being addressed by the Begging and Street Drinking Group in order to identify the cause of the problem.

- ⁴⁴ Alcohol related ASB showed a 4% increase in 2008/09 and a 15% increase (+530 incidents) in 2009/10. This increase is also being sustained in 2010/11.
- ⁴⁵ From 22% in September 2008 to 19% in Sep 2009 (which is only just statistically significant) and the result of the 2010 survey are not yet available.
- ⁴⁶ The ASB survey utilises the same question as NI 17 in the Place Survey, however the ASB Survey uses a differing methodology in regards to obtaining a sample (a random dial methodology as opposed to the self-selecting postal Place Survey). Thus the two surveys are not comparable.
- ⁴⁷ Criminal damage is made up of a number of offences. The main ones being Criminal Damage to a Dwelling (35%) and Criminal Damage to a Vehicle (38%).
- ⁴⁸ Criminal Damage to a vehicle is the 6th biggest crime type in terms of volume representing 6.7% of all crime and Criminal Damage to a Dwelling is 7th representing 5.9%.
- ⁴⁹ Data based on the April 2008 to March 2009 cohort and the April 2009 to March 2010 respectively.
- ⁵⁰ Please note it was not possible to compare Nottingham's performance against Preston or Norwich CSPs, who are part of the MSF, due to non-coterminous boundaries.
- ⁵¹ Nottingham was 55 offenders above the family average
- ⁵² Latest performance data (April 2009 to March 2010 cohort) highlights an actual re-offending rate of 10.81% against a predicted rate of 12.32% equating to a difference of -12.25% (against a NI 18 target of -6.62%).
- ⁵³ Jan 10 to Mar 10 cohort (compared to 23.7% in the Oct 09 to Dec 09 cohort).
- ⁵⁴ Jan 10 to Mar 10 cohort (compared to 18.45% in the Oct 09 to Dec 09 cohort).
- ⁵⁵ Jan 10 to Mar 10 cohort (compared to 14.8% in the Oct 09 to Dec 09 cohort).
- ⁵⁶ In the Jan 10 to March 10 cohort 20 to 24's made up 22.5% of the caseload compared to 15.4% in the general population; 25 to 29s represented 18.9% compared to 11.1% in the general population and those aged 30 to 34 represented 15.1% compared to 7.1% in the general population. Thus all three age groups are over represented between 7 and 8 percentage points (2009 Mid Year Population Estimates).
- ⁵⁷ The Jan 10 to Mar 10 cohort highlights that the re-offending rate was highest amongst 30 to 34 year-olds (12.9%) compared to 25 to 29 (12.1%) and 20 to 24 (9.9%) (the average for the cohort overall was 10.6%)
- ⁵⁸ Re-offenders show higher levels of all factors associated with re-offending compared to those who did not reoffend, i.e. in rank order; thinking and behaviour (96.3%), lifestyles and associates (78.9%), use of drugs (65%), attitudes (61.5%), finance (56.5%), use of alcohol (52.2%), relationships (51.6%), employment (50.9%), emotional well-being (47.2%), health (46%), and accommodation (32.3%).
- ⁵⁹ 19.7% of the Oct 09 to Dec 09 cohort were of Black/ Black British/ Mixed Black ethnic origin and the figure was 19.32% amongst the Jan 10 to Mar 10 cohort (compared to 6.8% in the general population) (2009 Mid Year Population Estimates).
- ⁶⁰ Youth Crime in this context is referring to those aged 10 to 17.
- ⁶¹ April 2010 to July 2010 compared to April 2009 to July 2009
- ⁶² April to July 2010 shows a 1.2% increase on the same period last year.
- ⁶³ Nottingham Businesses Against Crime
- ⁶⁴ The proportion of shop theft attributable to females has risen from around 62% in 2008/09 to 70% in recent months.
- ⁶⁵ In 2009/10 the frequency rate of offending was 1.02 compared to 0.98 in 2008/09. Nottingham has the seventh highest rate of youth re-offending amongst its similar family of CSPs. In 2007/08 Nottingham was 3rd. Please note that it was not possible to compare Nottingham with Norwich or Preston due to boundary issues and the comparison also excludes Swansea and Cardiff.
- ⁶⁶ First time entrants to the Criminal Justice system are down 21.5% to 424 (2009/10 compared to 2008/09)
- ⁶⁷ In 2005/06 Nottingham, however, had the second highest rate in the country as opposed to 7th in 2009/10 nationally.
- ⁶⁸ In 2008/09 14.8% of the offending population were of black or black British origin compared to just 4.9% in the general population (based on the age category 10 to 17 year-olds).
- ⁶⁹ In 2009/10 18.5% of the offending population were of black or black British origin compared to just 4.9% in the general population (based on the age category 10 to 17 year-olds. The YOT Data Summary for England (Apr-Jun 10): In 2008/09 the proportion difference was 9.8% but for 2009/10 this had risen to 13.6%.
- ⁷⁰ The overall level of hate crime (including incidents recorded on CRMS but not crimed) fell by 4.75% from 08/09 to 09/10 (a reduction of 42 events).
- ⁷¹ 528 offences out of over 40,000 crimes in 09/10
- ⁷² 1st Sep 2009 to 31st Aug 2010
- ⁷³ PDU is defined as a Heroin and/ or Crack Cocaine User.
- ⁷⁴ Based upon the 2008/09 Glasgow Estimates. Nottingham Drug Futures (Hay et al 2007)
- ⁷⁵ Per 1000 population. Note: not possible to assess Preston, Norwich, Cardiff or Swansea within Nottingham's MSF
- ⁷⁶ Trigger Offences are predominantly made up of acquisitive crimes but also includes drugs, begging and soliciting offences.
- ⁷⁷ Additionally, Drug Related Offending (as evidenced by NI 38) has also fallen from 1.34 (2008/09 (Cohort Jan to March 2009 using a 12 month assessment) to 0.95 (2009/10) and as a result Nottingham now has the fourth highest rate amongst the MSF compared to third in the previous assessment.
- ⁷⁸ Nottingham ASB Survey (September 2009)
- ⁷⁹ Under Inspector's Authority those arrested for any 'non trigger' offence can be drug tested if the Inspector believes there to be reasonable grounds to suspect that misuse of a class A drug caused or contributed to the offence. April 2010 to Oct 2010 190 people were tested under inspectors authority and 80 tested positive for cocaine or heroin (42%). Amongst those tested: 38.5% of criminal damage offences, 65% of non-trigger drugs offences and 83% of prostitution cases tested positive.
- ⁸⁰ It is important, however, to note the limitations of the pilot and the assessment of drug testing under Inspectors Authority generally. The pilot only assessed a relatively small number of cases (55 offences of violence and 57 public order offences).
- ⁸¹ 92A Trafficking in Controlled Drugs; 92B Possession of Controlled Drugs (ceased on 31/03/08); 92C Other Drug Offences; 92D Possession of Controlled Drugs - excluding Cannabis; 92E Possession of Controlled Drugs - Cannabis
- ⁸² Over the period 2009/10 (compared to 2008/09): Non crimed 'drugs' incidents reduced 13% from 1,722 to 1,502; non-crimed incidents with a 'drugs' qualifier reduced 9% from 2,609 to 2,378.
- ⁸³ ASB Survey (Sep 2009) and the Place Survey (Dec 2009) ask the same question but using differing methodologies in terms of survey delivery and sampling method. The ASB survey is a random selecting telephone survey as opposed to the self-selecting postal Place survey.
- ⁸⁴ Compared to 10th in 2007/08
- ⁸⁵ Data covers the period up to the end of July 2010 (over the 2008/09 baseline)
- ⁸⁶ Based on a 12 month assessment (1st Sep 2009 to 31st March Aug 2010). The latest 3 month assessment highlights that Nottingham still has the highest rate, albeit by a lesser margin (2.866 offences per 1000 compared to 1.940) (1st July 2010 to 31st Aug 2010)
- ⁸⁷ 12.998 offences per 1000 population compared to 7.910
- ⁸⁸ Equating to 3,855 offences (1st Sep 2009 to 31st Aug 2010)
- ⁸⁹ Overall Alcohol related incidents reported to the police increased from 10,535 calls in 2008/09 to 11,037 in 2010/11 (+4.8%). A closer look at the figures reveals that Alcohol related crime (mainly violence) reduced 19.4% and alcohol related DV incidents fell 9.2%. Thus the increase in alcohol related calls was completely attributable to Alcohol-related ASB.
- ⁹⁰ Over 2008/09
- ⁹¹ Rape (inc. attempts) offences increased 41% (+41 offences) in 2009/10.
- ⁹² Kerb crawling/ soliciting offences increased 28% (+23 offences)
- ⁹³ 1st July 2010 to 30th Sep 2010 compared to 1st July 2009 to 30th Sep 2009
- ⁹⁴ 1st Oct 2009 to 30th Sep 2010
- ⁹⁵ The Citizens Survey (April 2010), ASB Survey (Sep 2009), Neighbourhood Policing Priorities (2010)
- ⁹⁶ The CDP Street Survey (Sep 2008) and various 'Have your Say' events (March 2009 to June 2010)
- ⁹⁷ The prioritisation process has been conducted using a 0 to 10 point scoring system for each element of the matrix.
- ⁹⁸ A more detailed account of the process, including rationale, can be found in the source documents available upon request