



# **Nottinghamshire Police and Crime Needs Assessment 2023**

An annual assessment of key issues likely to impact upon the crime and community safety across Nottinghamshire during the 2024 to 2027 period.

**December 2023**

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## Executive Summary

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The Nottinghamshire Police and Crime Needs Assessment (PCNA) has been produced in collaboration with Nottinghamshire Police and other key stakeholders. It is informed by a wide range of local and national information and highlights the main issues, risks and threats that are likely to impact upon crime and community safety services between 2024 and 2026. The assessment is used to inform OPCC and partner agency planning and decision making.

### Strategic priorities

The PCNA includes a structured Management of Risk in Law Enforcement (MoRiLE<sup>1</sup>) to understand strategic risk and inform the strategic assessment process. The process has been adapted to consider the wider partnership impacts, not just those for law enforcement.

The tool assesses physical, psychological and financial harm to individuals, harm to the community and the frequency and volume of crime. Emerging trends, combined understanding of issues, and the wider partnerships capacity and capability to address the threat are also considered when completing the assessment. As shown below alongside rationale for their ranking, the following thematic areas were identified as the top strategic priorities for the partnership over the coming year:

- **Violence against Women and Girls:** High level of psychological and physical harm, volume of individuals affected on a daily basis, significant opportunities to improve prevention and early intervention activity, capacity and capability constraints, emerging local and national strategic priority.
- **Cyber-related harm and abuse:** Substantial level of psychological harm presented on a daily basis; limitations in capacity and capability which impede management of the issue, significant opportunities to develop the intelligence profile, rising levels of demand.
- **Domestic violence and abuse:** High level of psychological, financial and physical harm, volume of individuals affected daily, increasing levels of demand which are likely to compound existing capacity constraints, opportunities to address gaps in knowledge and reporting. *N.B.* The strong network of services available to support victims serves to offset some key risks in this area.
- **Serious and weapon enabled violence:** High level of psychological, physical and community harm, public interest in the wake of high-profile incidents, opportunities to further develop the intelligence picture. *N.B:* The strong level of investment in this agenda and introduction of the Serious Violence Duty in 2023 serves to offset some key risks.
- **Financial crime, including cyber-related:** Substantial level of financial and psychological harm presented on a daily basis; limitations in capacity and capability which impede management of the issue, significant opportunities to develop the intelligence profile, rising levels of demand. *N.B:* A growing partnership prevention focus in this area serves to offset some key risks.

#### Strategic consideration:

Although usually considered a low-level harm, high volume crime, **shoplifting** has shown the largest % increase in crime recording and Nottinghamshire has the second highest rate in England & Wales. Due to lower crime severity scores, it does not appear in the top 5 strategic priorities, however it must be noted as a growing area of concern.

The PCNA also identifies a number of cross cutting strategic challenges for 2024 which would benefit from a more integrated and effective partnership response. These include:

- **Safeguarding young people at risk of harm and offending:** Exposure to risk of harm, victimisation, and offending among children and young people is either increasing or is disproportionately high in a number of areas across Nottinghamshire.

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<sup>1</sup> [Evaluation and review | College of Policing](#)

- **Driving improvements in public trust and confidence in the police and other public services:** Public trust and confidence in the police and other public services has decreased over the last year which is predicted to be driven by a range of local, national and international factors.
- **Ensuring safety and protection in the digital space:** There is continued growth in online criminality and opportunities for harm in the digital space.
- **Management of risk relating to vulnerability and Severe Multiple Disadvantage:** There are rising numbers of individuals exhibiting needs relating to financial hardship and mental health across victim, perpetrator and safeguarding cohorts.
- **Improving victim experience of the Criminal Justice System:** The court backlog and system inefficiencies continue to impact negatively upon victim experience and criminal justice outcomes.
- **Serious and Organised Crime:** Organised criminality has an impact across several crime areas with opportunities for groups to expand.

## Local Priorities

Public consultation shows that reckless/dangerous driving, speeding, drug use and dealing and neighbourhood nuisance remain the issues of greatest local concern to communities. Public concern in relation to other crime and ASB has also been shown to be disproportionately high in the following areas:

- **South Nottinghamshire:** burglary, online fraud, rural crime;
- **Nottingham City:** domestic abuse, sexual abuse, hate crime;
- **Mansfield & Ashfield:** drug use and dealing, neighbourhood nuisance, public disorder;
- **Bassetlaw, Newark and Sherwood:** car crime, rural/wildlife crime, crimes against businesses.

## Contextual Risk Factors

In analysing partnership data alongside open-source material, the following contextual insights were identified as potential risk factors and should be considered when developing strategic priorities for Nottinghamshire.

- **Educational risk:** Nottinghamshire County performs above the national average across the majority of indicators for education performance while Nottingham City continues to perform below the national average. This includes lower levels of development, communication, and language skills of children at the end of reception, higher rates of permanent exclusion and suspension, and lower levels of educational attainment particularly affecting boys, children from black, white Gypsy and Roma backgrounds and children in care. The most deprived areas for education include Ravensdale in Mansfield, Devon in Newark and Bulwell in Nottingham City.
- **Deprivation:** Nottinghamshire experiences persistent pockets of deprivation, with at least 148,000 people estimated to be living within the 10% most deprived lower super output areas across England<sup>2</sup>. Deprivation is particularly concentrated in the City, former coalfield areas and former industrial towns affected by economic stagnation. 55.2% of Nottingham City and 15.7% of Nottinghamshire County population live in the most deprived areas nationally. In the County, Mansfield and Ashfield have the highest proportion of residents living in areas of high deprivation (41% and 26.8% respectively).
- **Financial hardship:** Rising financial hardship compounded by the rising cost of living remains a significant contextual risk factor associated with increased risk of crime, particularly fraud, exploitation and domestic abuse in areas of already higher than average levels of deprivation (Mansfield, Ashfield, and City).
- **The online space:** The online space is a turbulent, rapidly evolving area. Extreme connectivity and the increasing volume of real time data is enabling the growth in cybercrime, online fraud, and novel and complex crime. It provides greater opportunities for exploitation, particularly of young people, both criminally and sexually. Moreover, increased exposure to explicit content online poses the risk of normalising harmful behaviours to young people.

<sup>2</sup> [English Indices of Deprivation 2019](#)

## Strategic Recommendations

The PCNA highlights opportunities for improvement across a wide range of thematic areas, however, the following strategic recommendations have been identified for the 2024 to 2027 planning period:

- Work with health and criminal justice partners to support ongoing improvements in the provision of mental health support services, deliver the ambitions of the Right Care, Right Person approach work to better understand the needs of those experiencing Severe Multiple Disadvantage.
- Further strengthen evidence-led online fraud and cyber-related crime prevention activity among partner agencies and work with local, regional and national policing partners in developing general and specialist capabilities in this area.
- Maintain a priority focus on tackling and preventing serious violence (including weapon-enabled violence and domestic abuse), sexual violence and adult and child exploitation in line with the ambitions of the newly developed Violence Against Women and Girls Strategy
- Provide further assurance in respect of compliance with the Victims Code of Practice in terms of both policing and the wider criminal justice system response.
- Continue to drive improvements in the quality and consistency of recording pathways and service outcomes for ASB, including take up, quality and commitment to restorative justice and Immediate Justice approaches.
- Work with the police and partner agencies to further develop and embed new out of court disposal arrangements with a focus on ensuring consistent and proportionate use of Outcome 22
- Work with partners to improve the co-ordination and effectiveness of youth diversionary activity and invest in targeted support for young people in heightened risk situations, with view to ensuring sustainability of these activities.
- Continue to work with the Prevention Hub to address the crimes and issues of greatest concern to local communities utilising multi-agency priority setting and problem solving approaches.
- Continue to drive improvements in engagement with and feedback to other communities where trust and confidence remains low.

**The issues, opportunities and recommendations set out in this assessment will be used to inform planning and policy decisions between 2024 and 2026, including development of the Police and Crime Plan and supporting delivery plans during this period.**

## How to use this document

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The Police and Crime Needs Assessment is a reference tool to inform planning and priority setting, resource allocation, commissioning processes and bids for funding. The document includes key findings from a scan of the crime, community safety and criminal justice environment, highlighting key trends, issues, risks and threats that are likely to impact upon service delivery over a three-year planning period.

Issues that are likely to present a significant risk to delivery are highlighted via the following symbol:



# 1. Introduction

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The **Nottinghamshire Police and Crime Needs Assessment** (PCNA) provides a consolidated profile of the key issues, risks and threats, and opportunities facing crime, community safety and criminal justice agencies across Nottinghamshire. The PCNA is to inform development of the Nottinghamshire Police and Crime Plan.

## 1.1 About the Police and Crime Needs Assessment

The PCNA is compiled by the Office of the Police and Crime Commissioner in collaboration with statutory partner agencies. It includes analyses of information and intelligence from a wide range of sources, primarily informed by the organisational assessments and profiles that they routinely produce. The PCNA:

- Identifies significant issues that are likely to impact upon the policing, crime and community safety environment over the next four years;
- Reviews changing patterns of victimisation and offending across Nottinghamshire, and implications for local service provision;
- Highlights shared organisational profiles and opportunities for improvement by reviewing the local crime, community safety and criminal justice landscape;
- Improves governance and accountability by enabling an evidence-led approach to priority setting, resource allocation and priorities for research for the year ahead.

The PCNA is refreshed on an annual basis, in line with partnership planning and business cycles and recognised good practice for commissioning. The PCNA is not intended to duplicate existing analytical processes but assimilate and build upon the issues identified as part of their own scanning and assessment.

Key information sources include profiles and assessments produced by Nottinghamshire Police, Nottingham Community Safety Partnership (NCSP), Safer Nottinghamshire Board (SNB) and the PCCs rolling Police and Crime Survey. Where possible, information is triangulated with other local and national sources to establish a shared view of the issues profiled.

For further details and to access previous versions of the Nottinghamshire PCNA, please visit [www.nottinghamshire.pcc.police.uk/home](http://www.nottinghamshire.pcc.police.uk/home)

## 1.2 Methodology

The Nottinghamshire PCNA brings together a wide variety of data and insight from both national and local sources of partner organisations to:

- Inform our understanding of factors likely to impact upon crime, community safety, criminal justice and public confidence and perceptions over the next three years;
- Consider factors that may impact on the effective delivery of the Commissioner's Police and Crime Plan – either positively or negatively - opportunities for mitigation;
- Inform the annual review of strategic priorities in view of the issues and threats identified and support an evidence-led approach to local commissioning;

The assessment draws upon a range of core analytical resources with a view to identifying shared findings and recommendations. These include:

- Serious Violence Needs Assessment – Violence Reduction Partnership (VRP) and NOPCC.
- Nottingham CSP Strategic Assessment (Nottingham CSP)
- Nottinghamshire Police Strategic Threat Assessment and Control Strategy
- Joint Strategic Needs Assessment – Nottingham City Council, Nottingham and Nottinghamshire ICB
- HMICFRS inspection reports published over the previous 12 months
- Value for Money Profiles and the Nottinghamshire Police Force Management Statement



Evidence of population need is collected in a systematic way and in line with the components of the public health approach. These include:

- **Epidemiological analyses** – examining information on incidence and prevalence of crime and community safety related demand, including self-reported experience of victimisation, police recorded crime data and agency management statistics.
- **A comparative approach** – comparing local rates and trends with other similar areas or national data to assess if need is greater or lesser than expected. These primarily comprise of the Nottinghamshire's most similar force average<sup>3</sup>.
- **A corporate approach** – gathering information on perceived needs and gaps in services from a wide range of professionals and stakeholders. This is primarily attained via the OPCC's existing partnership networks and working groups.

In some cases, primary research and analyses been undertaken to address significant gaps in secondary information sources. This may be drawn from primary data sets such as the Nottinghamshire Police and Crime Survey, OPCC commissioned service providers and police and partner agency management statistics.

As a forward-looking exercise, the Police and Crime Needs Assessment brings together statistical forecasting and our understanding of the changing social, economic and policy environment to present a comprehensive overview of crime demand, offending, victimisation and public trust and confidence policing and victim services over the next coming period. This is found in the horizon scanning section of this assessment.

### Data limitations

In September 2021, His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) undertook a crime audit in reviewing crimes and incidents recorded between March and May 2021. It concluded that the force was failing to record secondary offences, in addition to the most serious offence recorded, and therefore not compliant with recording requirements.

Nottinghamshire police subsequently made changes to their recording processes which took effect in April 2022. This resulted in approximately 433 additional crimes being recorded each month, largely behavioural crimes such as stalking, harassment and controlling/coercive behaviour. These changes to the data will affect comparative conclusions regarding underlying levels of low severity violence, and it is considered highly probable that some of the large increases seen in some crime types will be affected by these changes.

This element of crime recording was retracted in July 2023 and forces are no longer required to record secondary offences as additional crimes. To better address the reporting of conduct crimes, recording rules now state where there is a course of conduct amounting to either **Stalking, Harassment** or **Controlling or Coercive behaviour** reported by a victim, then in most cases **ONLY** the relevant course of conduct crime should be recorded as the principal crime. Generally, this will be in preference to other more serious notifiable crimes reported at the same time and committed by the same offender.

The new principal crime threshold has been set at (and to include) S.20 GBH and any sexual offence where the maximum sentence is 10 years or under. In practice this means that only serious crimes – for example rape, some sexual violence crimes and S.18 grievous bodily harm with intent would be an exception to the rule and would be the principal crime to be recorded instead of the course of conduct crime.

The only exception to this is where a Modern Slavery offence or Breach of Court Order has also been committed. These must still be recorded in addition to the principal crime which in most cases will be the conduct crime.

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<sup>3</sup> **MSGs** are groups of police force areas that have been found to be the most similar based on analysis of demographic, social and economic characteristics relating to crime. For Nottinghamshire, the MSGs are Bedfordshire, Essex, Hertfordshire, Kent, Lancashire, Leicestershire and South Yorkshire.

Where there is a course of conduct that involves a combination of Stalking, Harassment or Controlling Coercive Behaviour offences between the same victim and offender, then only the most serious conduct offence needs to be recorded.

The application of this new rule does not mean that the other crimes will be forgotten: all crimes will be documented within the crime record and investigated fully. The changes are designed to ensure that victims of these pernicious crimes, often committed over months and years, will receive the positive service that they deserve, and more offenders will be brought to justice.

### 1.3 The Nottinghamshire Police Force Area

Nottinghamshire Police Force spans approximately 834 square miles, incorporating the local authorities of Nottingham (national core City), Nottinghamshire County Council and the district councils of Ashfield, Mansfield, Bassetlaw, Newark and Sherwood, Broxtowe, Gedling and Rushcliffe.

#### 1.3.1 Geography

Nottingham is well connected to London, Manchester, Birmingham, Sheffield, Leeds and Liverpool by rail, and to East Midlands towns and cities via local connections. It is also served by the international East Midlands Airport.

There are around 481,867 households in the Nottinghamshire Police force area, with the number expected to increase by around 9% over the next decade (2021 Census).

Housing demand continues to outstrip supply, particularly among younger people, isolated migrant communities, and those with the most complex needs including those with substance use, mental health conditions or experiencing severe multiple disadvantage.

83% of homes across the area are privately rented or owner occupied, falling to 74% in the City where 18% of households are local authority owned and 7% are social housing<sup>4</sup>. In the County, privately owned housing was highest in Rushcliffe (91% of housing stock) and lowest in Mansfield (83%) and Ashfield (85%).



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#### 1.3.2 Our Population

Nottinghamshire has a resident population of 1.16 million, and population density is heavily concentrated in Nottingham City, which accounts for 28% of residents. The City has more than double the proportion of people aged 18 to 24 compared to the national average, largely on account of the two universities in the area, with full-time university students accounting for approximately 1 in 7 of the population.

The table on the following page shows the breakdown of population demographics for Nottinghamshire residents by area.

<sup>4</sup> [Local authority data: housing supply \(parliament.uk\)](#) – as of March 2022

## Nottinghamshire Resident Population Demographics

		Total Population	Nottingham City	South Notts (Broxt, Gedl, Rushcliffe)	Bassetlaw, Newark & Sherwood	Mansfield & Ashfield
<i>Population<sup>5</sup></i>	<b>All residents</b>	<b>1,159,657</b>	<b>326,795</b>	<b>350,523</b>	<b>243,620</b>	<b>238,719</b>
	10 to 17	106,648	29,982	32,027	21,889	22,569
	18 to 24	124,105	66,794	25,356	15,972	15,983
	75 and over	104,719	17,546	38,212	26,574	22,386
<i>Ethnicity<sup>6</sup></i>	White British / Irish	83.2%	58.7%	90.8%	95.5%	94.1%
	Other white	5.1%	7.7%	3.2%	4.2%	4.9%
	Asian background	5.4%	14.8%	3.5%	0.04%	0.2%
	Black background	3.1%	10.0%	0.6%	0.02%	0.3%
	Mixed background	2.3%	5.6%	1.8%	0.2%	0.4%
	Other background	1.0%	3.2%	0.2%	0.0%	0.1%
<i>Language<sup>6</sup></i>	English	93.2%	85.7%	96.9%	96.4%	95.0%
	Polish	1.6%	2.5%	0.4%	1.8%	2.0%
	Romanian	0.6%	0.9%	0.2%	0.7%	1.0%
	Urdu	0.5%	1.4%	0.2%	0.03%	0.05%
	Arabic	0.4%	1.0%	0.2%	0.1%	0.1%
	All other languages	3.6%	8.5%	2.1%	1.0%	1.9%
<i>Religion<sup>6</sup></i>	No religion	43.8%	41.2%	46.3%	39.4%	48.1%
	Christian	43.0%	34.7%	42.8%	53.3%	44.1%
	Muslim	4.4%	12.2%	2.2%	0.6%	0.8%
	Hindu	0.9%	1.7%	1.1%	0.2%	0.3%
	Sikh	0.7%	1.3%	0.9%	0.1%	0.2%
	Buddhist	0.3%	0.5%	0.4%	0.2%	0.2%
	Jewish	0.1%	0.3%	0.1%	0.1%	0.03%
	Other	0.5%	0.7%	0.5%	0.4%	0.5%

<sup>5</sup> [Admin-based population estimates - Office for National Statistics \(ons.gov.uk\)](#): Dynamic population model (DPM) admin-based population estimates for mid-year 2022

<sup>6</sup> [Cultural identity - Office for National Statistics \(ons.gov.uk\)](#)

## Cultural Identity

Nottingham City has a high level of cultural and ethnic diversity, with around 42% of the population being non-white British. The City is home to long standing Pakistani and Caribbean communities, and more recent Eastern European migrant populations mostly from Polish and Romanian backgrounds. Ethnic diversity is significantly lower in the county, where around 12% of the population is estimated to be non-white British.

In the City, 86% of residents had English as a main language, which rises to 96% in the County. Reflecting the national picture, Polish is the second most common language across Nottinghamshire, with 2.5% of residents in the City and 1.3% of residents in the County stating this as their main language. Other most common languages included Romanian, Urdu and Arabic.

For the first time in an England census, less than half of the population described themselves as Christian. This is reflected in the County, where 46% defined themselves as Christian, falling to 35% in the City where the most common response was 'no religion'. The City also features a higher proportion of individuals identifying as Muslim (12.2%).

Nottinghamshire has a vibrant LGBTQ+ history, with the first officially licensed gay club, the first professor of gay and lesbian studies and the first trade union LGBT support group all based here. Across Nottinghamshire 3.3% of people identified with an LGBTQ+ orientation, reflecting the national picture. In the City, this diversity rises to 5% identifying as LGBTQ+, and falls to 2.6% in the County.

## Migration

Many distinct types of migration have a significant effect upon Nottinghamshire, specifically in Nottingham City. This includes migration in and out of the City and County, particularly student populations; migration from the City to surrounding districts, particularly families with children; and migration into the City and County from outside of the UK, often young adults particularly from Eastern European Communities. Taken together, they contribute to a considerable amount of **'population churn'**.

The 2021 census shows that on Census Day, 20.4% of people (over 66,000) in Nottingham City and 9% of people (over 75,000) in Nottinghamshire County had a different address to the previous year, compared with 11% as the national figure for England<sup>7</sup>. Of these, the majority had moved from an address within the UK, the majority representing student populations. There were approximately 9,600 usual residents whose address one year ago was outside the UK.

Census data further classifies the characteristics of usual residents aged 1 year and over who have moved within England or from another Country into England during the year before the 2021 Census<sup>8</sup>. Of these international migrants, majority had migrated into Nottingham City (62.5%), followed by Broxtowe (9%), Rushcliffe (7%) and Mansfield (6%). Lower volumes were seen in Gedling, Bassetlaw and Ashfield, each accounting for 3% of international migrants respectively. Demographic data for this cohort showed that:

- The majority were from the white ethnic backgrounds (42%), followed by 34% from Asian ethnicities, 12% from Black ethnicities, 8% from other ethnic groups and 4% from mixed/multiple ethnic groups.
- There were equal volumes of females and males, and the demographic that had the highest volume of migrants was young adults aged between 16 and 24 (33%) or between 25 and 34 (28%). There was a skew towards 16 to 24 year-old females overall, which accounted for 15% of all individuals migrating into Nottinghamshire from outside of the UK.
- As anticipated, the proportion of 16 to 24 year olds migrating into the UK was greatest in Nottingham City, where 42% were from this demographic. In all other local authorities, 25 to 34 year olds made up the largest demographic.

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<sup>7</sup> [Migrant Indicator - Office for National Statistics](#)

<sup>8</sup> [Detailed migration data, England and Wales: Census 2021 - Nomis - Official Census and Labour Market Statistics](#)

National Insurance number (NINo) Registrations<sup>9</sup> are also a further useful guide to consider the volume and origins of international migrants, however it is important to note that this dataset is not comprehensive and will not capture the picture in its entirety. In the most recent financial year end (2022/23), there were approximately 17,000 NINo registrations to adult overseas internationals entering the UK in Nottinghamshire, with approximately 11,000 in Nottingham City. This is 21% higher than the previous year, and more than double volumes seen in the pre-pandemic baseline of 2019/20.

Of those arriving in 2022/23, the majority of adults had South Asian (33%) or Sub-Saharan African (24%) nationality. Specifically, the highest volume international migrants were of Indian, Nigerian, Pakistani, Hong Kong and Romanian nationality. There are also increasing volumes of international migrants from Zimbabwe and Ukraine. Many of these large-scale migrations are results of political instability and the seeking of refuge from war to escape conflict zones.

### **1.3.3 Population and demographic projections**

Nottinghamshire's resident population of 1.16 million is projected to grow by a further 62,757 (+5.3%) over the next decade largely as a result of net migration and increases in life expectancy. The largest increases by demographic are seen in the 20-24 age group in Nottingham City, and the 65-69 age group in the County. Overall, the populations of Rushcliffe (+8.1%) and Nottingham City (+4.4%) show the largest increases and are expected to rise by over 10,000 residents by 2033 respectively.

Patterns of migration to and from other parts of the UK are likely to remain relatively similar in the short to medium term in Nottinghamshire. Migration flows from Eastern Europe are expected to continue and there is potential for additional migration from other war-torn areas.

It is important to consider that worldwide conflicts, most notably in the Middle East, that have occurred in recent months fall outside of the data period of this assessment. Therefore, in analysing the emerging risks and threats that are presented in this document, consideration must be given in what changes may have occurred after September 2023.

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<sup>9</sup> [National Insurance number allocations to adult overseas nationals entering the UK - GOV.UK](https://gov.uk/national-insurance-number-allocations-to-adult-overseas-nationals-entering-the-uk)

## 2. Contextual insight

### 2.1 Drivers and enablers

Crime, victimisation, offending and safeguarding demand are all impacted by a culmination of changes in personal, societal, social and economic factors. When assessing an area, it is important to contextualise data by looking at these factors, alongside the intelligence stream. The following section provides a summary of these known drivers, enablers and contextual risk factors in Nottinghamshire.

#### 2.1.1 Deprivation

##### Index of multiple deprivation<sup>10</sup>

Nottinghamshire experiences persistent pockets of deprivation, with at least 148,000 people estimated to be living within the 10% most deprived lower super output areas across England<sup>11</sup>. Deprivation is particularly concentrated in the City, former coalfield areas and former industrial towns affected by economic stagnation. 55.2% of Nottingham City and 15.7% of Nottinghamshire County population live in the most deprived areas nationally. In the County, Mansfield and Ashfield have the highest proportion of residents living in areas of high deprivation (41% and 26.8% respectively).

Seven separate domains make up the index of multiple deprivation score outlined above. Of these the domains of *education*, *employment*, and *income deprivation affecting children* (IDACI) had the highest number of LSOAs ranking within the 10% most deprived in the country.



- The education domain measures the lack of attainment and skills in the local population. 120 LSOAs across Nottinghamshire were in the most deprived decile. The lowest ranked areas were Mansfield 009E in Ravensdale, which ranked 37<sup>th</sup> most deprived nationally for education deprivation; Newark 010E in the Devon ward which ranked 55<sup>th</sup> most deprived nationally, and Nottingham 005C in Bulwell which ranked 67<sup>th</sup> nationally.
- The employment domain measures the proportion of the working age population in an area involuntarily excluded from the labour market. 103 LSOAs in Nottinghamshire were in the most deprived decile, more than half of which were located in Nottingham City (54%). The most deprived areas were Nottingham 020B in Bilborough which ranked 23<sup>rd</sup> nationally for employment deprivation, Nottingham 026E in Radford which ranked 64<sup>th</sup> nationally and Mansfield 009E ranking 73<sup>rd</sup> nationally.
- IDACI domain measures the proportion of all children aged 0 to 15 living in income deprived families. 97 LSOAs across Nottinghamshire were in the most deprived decile, two thirds were located in Nottingham City. The most deprived areas were Mansfield 009E, and Nottingham 011B which covers the north-western side of the Broxtowe Estate.

A number of priority and high impact localities have been identified on account of the levels of complex need and multi-agency demand that they present. These areas coincide with localities of higher-than-average deprivation, and remain a focus for targeted multi-agency activity:

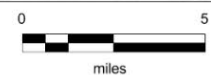
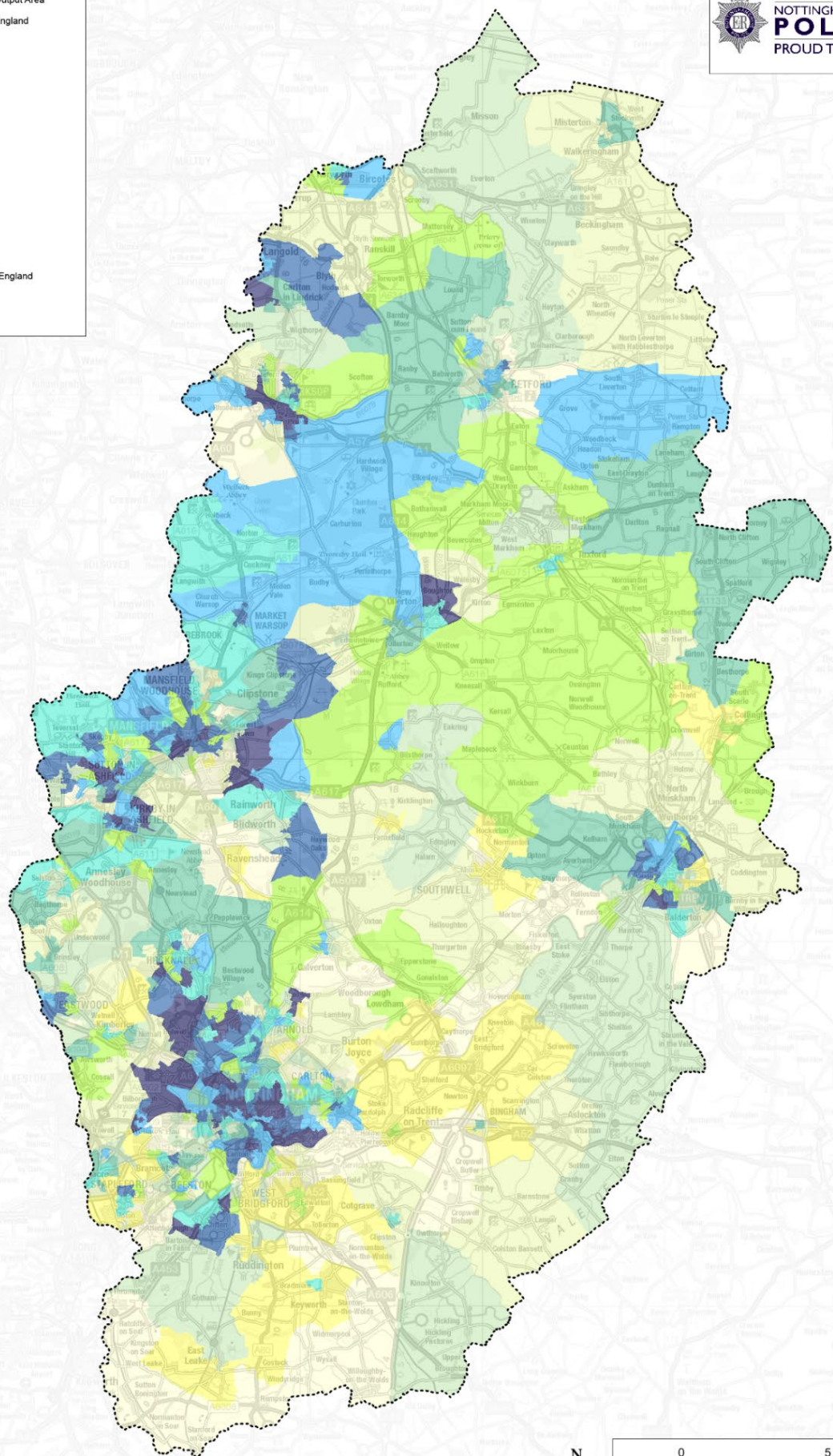
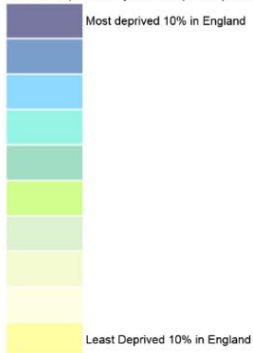
- **Nottingham City:** Hyson Green/Arboretum, Bulwell and Aspley.
- **Ashfield:** Carsic, Abbey Hill, Central, New Cross and Hucknall.
- **Mansfield:** Newgate, Portland, Ravensdale and Oak Tree.
- **Bassetlaw:** Worksop South East, Worksop North West and Langold.
- **Newark & Sherwood:** Bridge, Ollerton and Devon.
- **South Nottinghamshire:** Netherfield, Colwick and Eastwood South.

<sup>10</sup> The latest deprivation data is from 2019, this is due to be updated in 2024

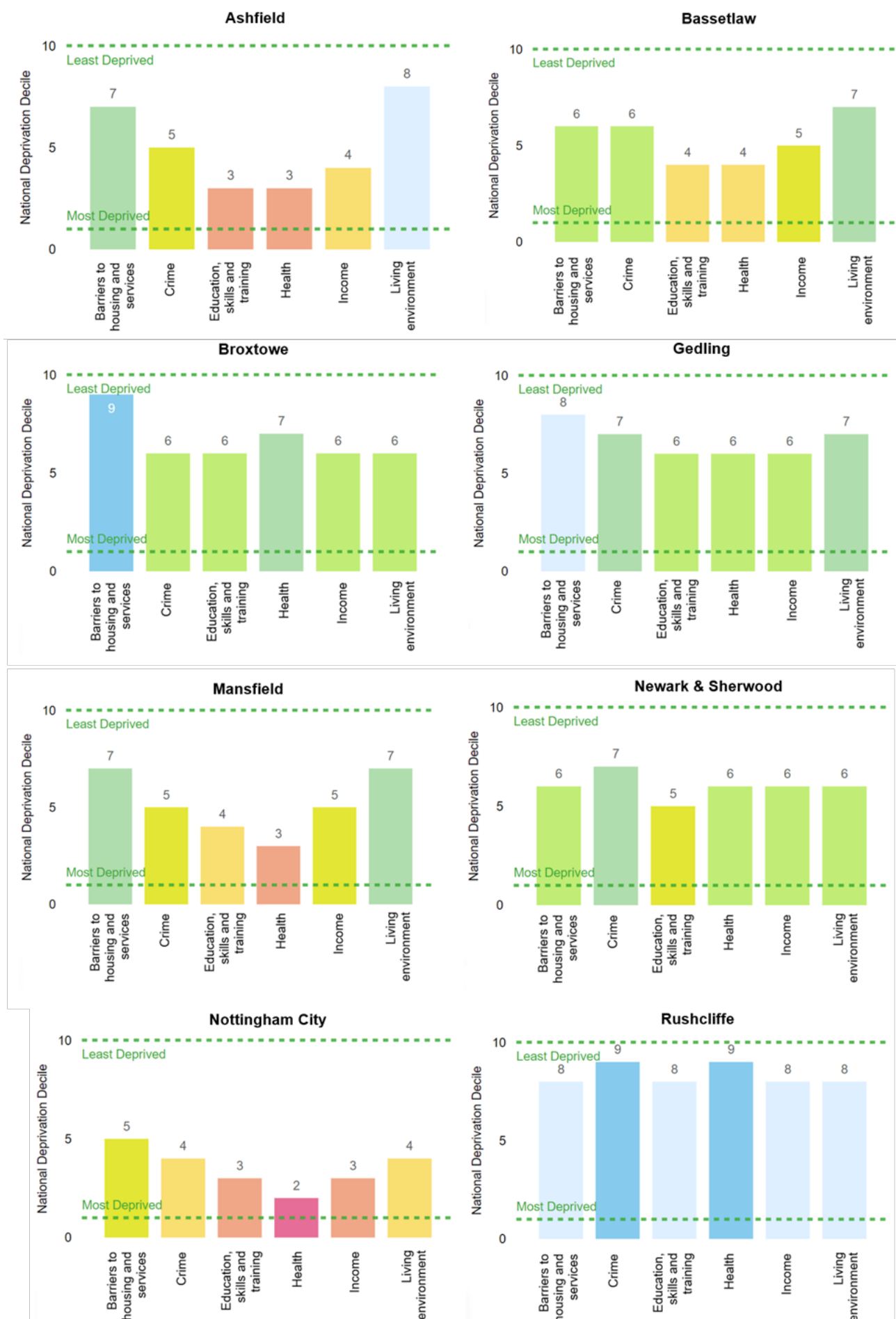
<sup>11</sup> [English Indices of Deprivation 2019](#)



Index of Multiple Deprivation 2019  
Relative Deprivation by Lower Super Output Area



The table below shows the indices of deprivation, by domain, in each district across Nottinghamshire<sup>12</sup>.



<sup>12</sup> [Joint Strategic Needs Assessment - Nottingham Insight](#)



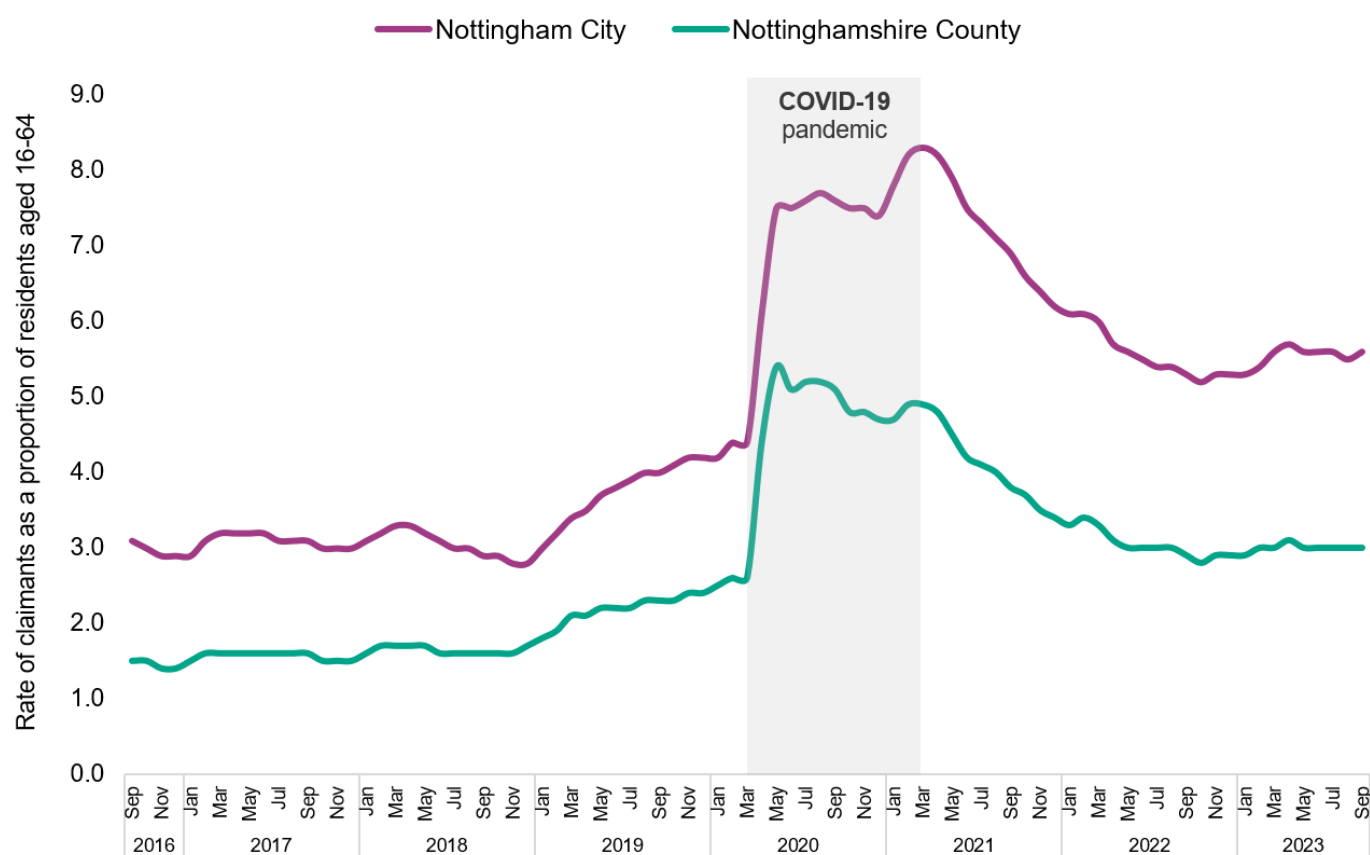
## 2.1.2 Economic Disadvantage

### Employment

Unemployment, as measured by the number of people claiming unemployment benefits<sup>13</sup>, shows a strong positive correlation with the wider components of deprivation. The percentage who are unemployed among the 16- to 64-year-old population (**3.8%** in September 2023) have remained higher than pre-pandemic levels (**3.1%** in March 2020) since claimant levels re-stabilised in September 2022. The claimant count in the city increased between September 2022 and March 2023, potentially reflecting rising financial pressures due to increased inflation and the cost of living, which is explored further below.

Reflecting the pre-pandemic picture, levels of employment across Nottinghamshire are broadly in line with the England average (3.8%) and remain highest in Nottingham City (5.6%, 12,495 claimants), Mansfield (3.9%, 2,705 claimants) and Ashfield (3.8%, 2,955 claimants).

**Unemployment rate in Nottingham City and Nottinghamshire County, 2016 - 2023.**



### \* Cost of living

The rising cost of living, as typified by high inflation and reductions in disposable income, is placing increased financial pressure on many low to medium income households. This is likely to be compounded in areas of already high deprivation across the City and County.

The rising cost of living is expected to impact negatively upon levels of:

- Severe Multiple Disadvantage (SMD), complex need and mental ill-health;
- Financial and criminal exploitation, including cuckooing and coercion of vulnerable people into violence, selling drugs or fraudulent behaviour to generate income;

<sup>13</sup> **Alternative claimant count:** the number of people claiming jobseeker's allowance or Universal credit searching for work, ONS.

- Begging, vagrancy and ASB, particularly in urban centres;
- Rise in low-level acquisitive offending, including shoplifting and threatening and abusive behaviour towards shop workers;
- Domestic abuse, significantly coercive behaviour and financial control;
- Rural crime including diesel theft, theft of produce and livestock
- Suicide risk on account of increasing hardship.

As highlighted by national inflation statistics, overall consumer price inflation has decreased in recent months following the sharp rise seen in October 2022 when inflation reached its highest rate in over 40 years<sup>14</sup>. The largest downward contributions to the change came from food, non-alcoholic beverages, furniture and household goods, whereas rising prices for motor fuel made the largest upward contribution to the annual rates. These factors may contribute towards trends observed in acquisitive crime and fraud.

Owner occupiers' housing cost (OOH), which measures the costs associated with owning, maintaining and living in one's own home, was the highest rate observed in 30 years at 5.0% in the 12 months to September 2023. As highlighted below, this component of the inflation index has shown an increasing trend.

**Annual inflation rates in the UK over the last decade<sup>15</sup>**



## Food banks

The number of people facing financial hardship Deprivation has been growing in Nottinghamshire over recent years as indicated by the rise in those requiring crisis assistance across the region. The Trussell Trust<sup>16</sup> support a nationwide network of food banks, providing emergency food and support to people facing hardship.

The trust operated out of 22 separate locations across the force area in 2023, half of which were located in Nottingham City. A total of 49,078 food supply parcels were distributed to people in crisis between the 1 April 2022 – 31 March 2023, marking a 13% increase on levels recorded in the previous year (n=43,456) and a 77% increase than levels recorded pre-COVID (n=27,805).

<sup>14</sup> [Consumer price inflation, UK - Office for National Statistics](#)

<sup>15</sup> **CPI:** consumer price index, **OOH:** owner occupiers housing cost, **CPIH:** consumer price index inc owner occupiers housing costs

<sup>16</sup> [End of Year Stats - The Trussell Trust](#)

## \* 2.1.3 Education and family experience

Schools and colleges, including alternative education providers, have a statutory obligation to safeguard and promote the welfare of their pupils. Engagement in full time, quality education is a strong protective factor against the risk of a young person becoming involved in crime.

The table below summarizes the performance indicators explored in this section for both Nottingham City and Nottinghamshire County, compared to the national average. As highlighted, Nottingham City performs below the national average, and Nottinghamshire County above the national average, across the majority of indicators for education. These are explored in further detail in the following section.

		Local Value	National value	Local comparison to national value <sup>17</sup>
Nottingham City	% of children achieving good level of development at the end of reception	60.3	65.2	▼
	% of children achieving the expected level in communication and language skills at the end of reception	75.4	79.5	▼
	Average attainment 8 score	44.8	48.7	▼
	Average attainment 8 score – Children in care	16.6	20.3	▼
	Average attainment 8 score – Children eligible for FSM	37.8	39.1	▼
	Rate of exclusion per 100 pupils	0.18	0.08	▲
	Rate of suspension per 100 pupils	16.08	6.91	▲
	% of pupils that were persistent absentees	23.72	22.59	▲
	% of pupils that were severe absentees	1.68	1.67	=
Nottinghamshire County	% of children achieving good level of development at the end of reception	66.8	65.2	▲
	% of children achieving the expected level in communication and language skills at the end of reception	81.5	79.5	▲
	Average attainment 8 score	49.1	48.7	▲
	Average attainment 8 score – Children in care	19.5	20.3	▼
	Rate of exclusion per 100 pupils	0.05	0.08	▼
	Rate of suspension per 100 pupils	7.50	6.91	▼
	% of pupils that were persistent absentees	21.25	22.59	▼
	% of pupils that were severe absentees	1.56	1.67	▼

<sup>17</sup> Performance worse than national average = red, performing better than national average = green. This data is based on raw figures being higher or lower and does not necessarily indicate a *statistically significant* difference.

## School readiness

School readiness has a significant impact on children's educational experiences and potential exposures to violence and exploitation. It may impact engagement, achievement and both real and perceived prospects. Nationally, 65% of children in England achieved a good level of development at the end of reception, as of the 2021/22 academic year<sup>18</sup>. Levels in Nottinghamshire County sit slightly higher than this at 66.8% of pupils however in Nottingham City, levels sit markedly lower at around 60% of children.

These statistics indicate that around 4 in 10 children in Nottingham City, and 3 in 10 children in Nottinghamshire County are beginning their school life at a disadvantage and as such, may encounter more difficulties or be more vulnerable to exploitation and violence.

Public health data is collected on the percentage of children achieving at least the expected level in communication and language skills at the end of reception. In Nottinghamshire County, this value was 82% of children, which is slightly higher than the national value of 79.5%. In Nottingham City however, this value was 75% of children, which again is significantly lower than national values. As well as affecting communication skills at school, this is significant as there is well-established research suggesting that poor speech, language and communication places young people at considerably higher risk of offending<sup>19</sup>.

## Educational attainment

Schools are awarded an attainment 8 score based on how well pupils at key stage 4 (aged between 14 and 16) performed in eight core subject areas. The average attainment score in England for the 2021/22 academic year was 48.7; as with school readiness, Nottinghamshire County performs slightly higher with a value of 49.1 whilst Nottingham City perform significantly lower with a value of 44.8<sup>20</sup>.

Educational attainment is also broken down further by characteristics and demographics including ethnicity, gender, special educational need (SEN), children in care for children eligible for school meals (FSM). For Nottingham City and Nottinghamshire, the following key trends were highlighted:

- In every ethnic group and every characteristic, boys had lower educational attainment than girls;
- Children in care and children eligible for FSM had lower average scores than pupils not in this cohort;
- On average, black pupils and white pupils scored lower than the average score and, white Gypsy and Roma pupils had the lowest educational attainment score overall;
- The average attainment score for those with special educational needs was 29.4 compared to 52.5 for pupils with no special educational need.

## \* Exclusions

As highlighted by the Timpson Review, school exclusion is recognized as one indicator, among others, of a higher risk of exposure to and involvement in serious violence<sup>21</sup>. In the most recent academic year with complete data available (2021/22), Nottingham City recorded 86 permanent exclusions, an increase of 25% from the previous year, and 7,725 school suspensions, an increase of 45%<sup>22</sup>. Nottinghamshire County recorded 59 permanent exclusions and 9,478 suspensions, an increase of 103% and 53% respectively.

While suspensions and exclusions were possible throughout the academic year, pandemic restrictions will have had an impact on the numbers presented and caution should be taken when comparing across years. It is however important to note that the rates of permanent exclusion and school suspension in Nottingham City for the 2021/22 academic year were more than double the average regional and national rates. This is shown in the figure below. As highlighted, rates of exclusion and suspension in Nottinghamshire County are more in line with regional and national figures.

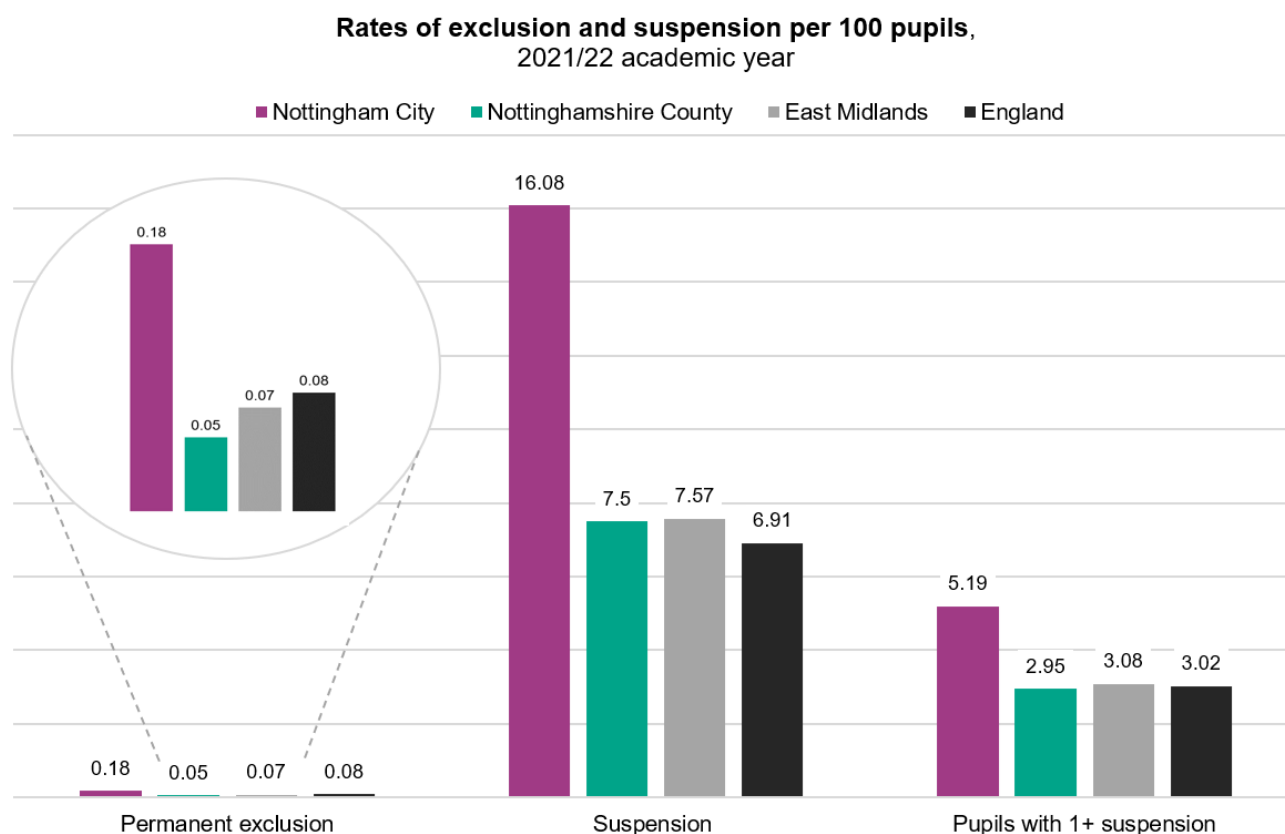
<sup>18</sup> [Public health profiles - OHID \(phe.org.uk\)](https://publichealthprofiles.org.uk/)

<sup>19</sup> [justice-evidence-base2017-1.pdf \(rcslt.org\)](https://justice-evidence-base2017-1.pdf)

<sup>20</sup> [GCSE results \(Attainment 8\) - GOV.UK Ethnicity facts and figures \(ethnicity-facts-figures.service.gov.uk\)](https://gov.uk/ethnicity-facts-figures)

<sup>21</sup> [Timpson Review of School Exclusion \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

<sup>22</sup> [Permanent exclusions and suspensions in England, Summer term 2021/22 – Explore education statistics](https://explore.education-statistics.org.uk/)



Additional data was provided by the research and insight team from DAISI Nottingham City. This highlighted that of the exclusions in Nottingham City (year to date figures), the majority of pupils were excluded for being ‘persistently disruptive’ (36%), followed by physical assault of another pupil (24%), and of an adult (15%). Notably, the only category of exclusion to show an increase was ‘physical assault of another pupil’, which increased from 5 occurrences to 14 compared to the previous year.

Notably, three schools made up half of all permanent exclusions in Nottingham City in the most recent academic term and all of these schools also showed a significant increase in the number of permanent exclusions issued compared to the previous year. The top two schools for exclusion volume also had significantly high rates of 1 permanent exclusion per 100 pupils respectively<sup>23</sup>.

## Truancy levels

It is important to consider school absences alongside the exclusion picture, with research suggesting that school exclusions could be even higher if absences decrease. Following the pandemic, there has been national commentary that suggests a cultural shift in the UK has caused a *national persistent truancy crisis*<sup>24</sup>.

High levels of persistent absence are concerning, not least because of the safeguarding issues they raise, but because children who aren’t in school are at threat from any number of malign influences that can increase the risk of involvement in violent crime.

Nationally, 1 in 4 pupils were absent for 10% of term time in Autumn 2022, which is nearly double the position in 2019<sup>25</sup>. The absences were most marked among children on free school meals (37.9%) and those with an education, health and care plan (34.0%). The table below shows the percentage of persistent absentees (10% or more term time missed) and severe absentees (50% or more term time missed) in Nottingham City and Nottinghamshire for pupils aged 5-15, by school type<sup>26</sup>. This is compared to national levels for the 2021/22 academic year.

<sup>23</sup> This data is from a live system and references the data up to the 5<sup>th</sup> of December 2023.

<sup>24</sup> [Absence rates signal a crisis of confidence in education](#)

<sup>25</sup> [Improving school attendance - Ofsted: schools and further education & skills \(FES\)](#)

<sup>26</sup> [Pupil absence in schools in England, Autumn and spring term 2022/23 – Explore education statistics – GOV.UK](#)

As highlighted, reflecting the exclusions data, 24% (n=9,933) of students in Nottingham City were persistent absentees, which is higher than both the regional, national and percentage seen in Nottinghamshire County. This is also seen in severe absentees, where 1.68% (n=704) of students missed more than half of the academic year. Also of note, the rate of persistent and severe absentees in Nottingham City in special education providers was significantly higher than the national levels.

	% of pupils in the 2021/22 academic year that were	
	Persistent Absentees	Severe Absentees
<b>Nottingham City</b>	<b>23.72</b>	<b>1.68</b>
Special	44.22	10.07
State-funded primary	20.36	0.73
State-funded secondary	27.54	2.68
<b>Nottinghamshire County</b>	<b>21.25</b>	<b>1.56</b>
Special	34.14	4.67
State-funded primary	16.72	0.57
State-funded secondary	26.71	2.75
<b>England</b>	<b>22.59</b>	<b>1.67</b>
Special	40.20	5.82
State-funded primary	17.69	0.63
State-funded secondary	27.83	0.77

### Not in education, employment or training (NEET)

NEET data provides an overview of the destinations of children aged 16 and 17 after they have completed their GCSE year. As most 16 to 17 year olds will not be eligible for unemployment benefits, these individuals will not be reflected in the unemployment data.

As of 31 March 2023, 4.7% of 16 to 17 year olds in Nottingham City and 2.0% in Nottinghamshire County were NEET, an increase of 0.5% percentage points and a decrease of 0.5% percentage points respectively from the previous year<sup>27</sup>. In addition, the education status was not known for a further 1,007 young people, with nearly 979 of these being Nottinghamshire County residents. This takes the total percentage of 16 to 17 year olds who were NEET or not known in Nottinghamshire County to 7.7%, and to 5.1% for Nottingham City.

Analysis of the individuals who were NEET or their education status was not known, highlighted that young males were slightly over-represented, making up 58% of this cohort. 20% of individuals had a special educational need (SEN) or EHC (education, health and care) statement.

### Looked after children/children in care

The number of looked after children in the NNVRP area has stayed very stable to the previous year, increasing slightly by 0.1%, plateauing the rise seen in recent years<sup>28</sup>. The overall rate of looked after children in the NNVRP area remains marginally higher than the national average, however there is considerable variation across the City (109 per 10,000) and County (59 per 10,000). In absolute terms, 1,682 children in the NNVRP area were looked after by local councils as of 31 March 2023. 721 children were looked after in Nottingham City, and 961 in Nottinghamshire County.

<sup>27</sup> [Participation in education, training and NEET age 16 to 17 by local authority, Academic year 2022/23](#)

<sup>28</sup> [Children looked after in England including adoptions, Reporting year 2023](#)



\* Many of the changes nationally can be explained by the large increase in unaccompanied asylum-seeking children (UASC) this year. UASC have increased nationally by 29%, following the 37% increase seen last year. In the NNVRP area, this trend is much more distinct, with the number of UASC increasing by **64%** in 2023 compared to 2022. Notably, this increase was seen most in the County (+118%) where UASC increased from 32 in 2022 to 70 in 2023. In the City, the number of UASC increased from 38 to 45 (+18%).

Local data available from Children, Families and Cultural Services for the NNVRP area to December 2023 shows that the increase in UASC has begun to plateau in the later end of this year. Between 2022 and 2023, Nottingham City has seen a 45% increase, and Nottinghamshire County a 32% increase, in children seeking asylum and in their care. Most children seeking asylum are 14–17-year-old males, with only 4% of the total National Transfer Scheme cohort identified as being female.

These young people are particularly vulnerable due to the nature of being separated from their family in a different country, with possible barriers to communication and language as well as being considered as children in care and care leavers. The NNVRP area has mainstream and targeted support in place for these children as part of them being in the care of the local authority, as well as services such as Barnardo’s Independent Child Trafficking Advocacy services to help reduce risk of harm and exploitation.

### Supporting Families programme

In 2011, the government launched the ‘troubled families programme’, locally adopted as the Supporting Families programme by Nottingham City and Nottinghamshire County Councils<sup>29</sup>. This is a partnership programme that focuses on targeting help and supporting families with multiple and complex need.

Nottinghamshire County met its target of achieving a positive outcome for 880 families in the 2022/23 financial year. Data to September 2023 have carried over 225 from the previous year and have a target of 1,423 positive outcomes. Nottingham City supported a total of 3,091 families in the 2022/23 financial year. The table below shows the breakdown of supported family figures in Nottingham City by area of need, and then further the proportion of issues with positive outcomes after intervention.

		% of families with need	% of positive outcomes after intervention
Area of need	Education	41%	60%
	Finance and Worklessness	45%	75%
	Early Years	24%	89%
	Mental & Physical Health	46%	89%
	Substance Use	5%	81%
	Parenting & Family Relationships	40%	87%
	Child Abuse & Exploitation	52%	94%
	Criminality	25%	54%
	Domestic Abuse	31%	85%
	Housing	20%	66%

The common reason of need for the family was child abuse and exploitation, with 52% of total families supported having this need. Notably, this category also had the highest proportion of positive outcomes after intervention, sitting at 94%. 46% of families had mental & physical health need, 45% finance and worklessness, 41% educational need and 31% domestic abuse. Less common areas of need included criminality (25%), housing (20%) and substance use (5%).

<sup>29</sup> [NCP Home \(nottinghamchildrenspartnership.co.uk\)](https://www.nottinghamchildrenspartnership.co.uk)

## 2.1.4 Health

### Health deprivation

It is well established that deprivation or being in a position of relative disadvantage is associated with poorer health, including mental health. Approximately a third of Nottinghamshire live in the most deprived 20% of the national population for healthcare inequalities<sup>30</sup>. Health deprivation measures the risk of premature death and the impairment of quality of life through poor physical or mental health, and it is most significantly concentrated in Nottingham City, which has one of the lowest healthy life expectancies across England, as well as Mansfield and Ashfield.

The proportion of residents across the force area reporting a long-term standing physical, mental health, disability or illness via the GP patient survey<sup>31</sup> reached the highest level of record both locally (59%, n=8,532) and nationally (56%).

- Mental health is closely related to many forms of inequality, with a particularly pronounced gradient for severe mental illness.
- The proportion of Nottinghamshire residents reporting a long-standing mental health condition (14%) remains higher than the national average (13%).
- This figure has increased since pre-COVID but stayed relatively stable to levels seen in the previous year.

As of July 2023, approximately 31,660 people in Nottinghamshire had been in contact with mental health services<sup>32</sup>, equating to 3% of the resident population. Of these service users, 45% were children aged under 18 and 16% were adults aged 65 and over. Compared to the previous year, this is an increase of 21%.

## 2.1.5 Substance use

Substance use has a complex inter relationship with personality, comorbidities with mental health disorders, life events and sociocultural factors, and it is a particular vulnerability that is frequently linked to crime. Whilst alcohol and drug dependence can affect anyone, we know that there is an association between poverty and disadvantage, and substance use.

### Drugs

The Crime Survey for England and Wales<sup>33</sup> indicates that approximately 1 in 11 adults aged 16-59, and 1 in 5 adults aged 16-24, reported drug use in the last year ending June 2022. There were no changes in last year drug use for the majority of individual drugs in the year ending June 2022, compared with the year ending March 2020, except for ecstasy and nitrous oxide:

- The prevalence of **ecstasy** fell from 1.4% to 0.7% in adults aged 16 to 59, and from 4.0% to 1.1% in adults aged 16 to 59.
- **Nitrous oxide** use fell from 2.4% to 1.3% for adults aged 16 to 59, and from 8.7% to 3.9% for adults aged 16 to 24. It is important to consider that from November 2023, nitrous oxide has been classified as a Class C drug. The impact of this is explored further in the horizon scanning section of this needs assessment.

There was a reduction in the number of adults reporting having taken any Class A drug in the last year compared to the year ending March 2020. In the year ending June 2022, 2.7% of adults aged 16 to 59 (~881,000), and 4.7% of adults aged 16 to 24 (~274,000) had taken a class A drug in the last year, a fall of 22% and 37% respectively compared to 2020. Class A drugs are often taken in social situations, therefore

<sup>30</sup> IMD2019: 204 out of 658 LSOAs in Nottinghamshire had an IMD decile of 1 or 2 for health deprivation.

<sup>31</sup> [GP Patient Survey](#)

<sup>32</sup> [Mental Health Services Monthly Statistics, Performance July](#) – MH01 for sub ICB 52R

<sup>33</sup> [Drug use in England and Wales - Office for National Statistics](#)



decreases in the use of Class A drugs may be the result of the pandemic and government restrictions on social contact.

It is important to note that vulnerable cohorts of drug users, including the prison population, homeless and other individuals lacking safe and supporting networks, are not typically captured via crime surveys. The statistics are unlikely to capture new and emerging drug use trends, of which, synthetic opioids like **fentanyl** are on the rise due to the drug ban in Afghanistan massively reducing the world's heroin production.

These drugs are relatively new and tend to be much stronger than that of heroin and so they pose a risk of overdosing, even to those who are long-term drug users.

Nationally, NHS hospital admissions for 2022/23 show admissions for poisoning by drug use was down by 24% compared to the previous year<sup>34</sup>. The emerging trends previously mentioned will more likely be captured in this dataset and notably, of the drug-poisoning deaths in the most recent 12 months, 46.1% involved an opiate (n=2,261), which is an increase of 1.9% compared to the previous year (n=2,219).

## Alcohol

In 2021, there were 7,556 deaths from alcohol-specific causes registered in the UK, the highest number on record and consistent with previous years, the rate of alcohol-specific deaths for males in 2021 remained around double the rate for females (20.1 and 9.9 deaths per 100,000 people respectively)<sup>35</sup>. In Nottingham City, this is a rate of 15.6 per 100,000 which is slightly higher than the national value, whereas Nottinghamshire County had a rate equal to the national average at 13.9 per 100,000.

Notably, in Nottingham City, the rate of alcohol-related mortality for females was significantly higher than the national figure, at 27.3 per 100,000 compared to 21.3 per 100,000. For males, this was 64.6 per 100,000 compared to the national value of 58.3 per 100,000. By contrast, the values in Nottinghamshire County were much more in line with national figures<sup>36</sup>.

Alcohol-specific deaths have risen sharply since the onset of the coronavirus (COVID-19) pandemic, with alcoholic liver disease the leading cause of these deaths. This rise is likely to be the result of increased alcohol consumption during the pandemic. Research has suggested that people who were already drinking at higher levels before the pandemic were the most likely to have increased their alcohol consumption during this period<sup>37</sup>.

Other public health indicators that were negative outliers for Nottingham City compared to the averages include potential years of life lost due to alcohol-related conditions for males, and hospital admission episodes for alcohol specific conditions which sat at a value of 709 per 100,000 compared to the national value of 494

## Service response to Substance Use

Partner agencies across the force area continue to prioritise the response to **substance use** led by local Health and Wellbeing Boards, the Nottingham Community Safety Partnership and Safer Nottinghamshire Board. The PCC has committed to invest in adult drug treatment services in the City and County during her 2021 – 2024 term, with a focus on identifying need and referring into treatment, among the criminal justice cohort and ensuring early intervention and harm reduction intervention for young people at risk.

The Government 10-year national drugs strategy was launched in April 2022 (From Harm to Hope) setting out ambitions to break drug supply chains, deliver a world-class treatment and recovery system in England, and achieve a generational shift in demand for drugs by 2032. The strategy is helping to support a renewed partnership focus on this agenda.

<sup>34</sup> [Statistics on Public Health, England 2023 - NHS Digital](#)

<sup>35</sup> [Local Alcohol Profiles for England - Data - OHID](#)

<sup>36</sup> Alcohol related mortality for men was 62.0 per 100,000, and for women was 21.9 per 100,000.

<sup>37</sup> Statistician's comment from James Tucker, Data & Analysis for Social Care and Health Division, ONS.

per 100,000. Contrastingly, hospital admissions for alcohol-specific conditions for under 18-year-olds was a positive outlier, where the value in Nottingham City was 21.7 per 100,000 compared to the national value of 29.3 per 100,000.

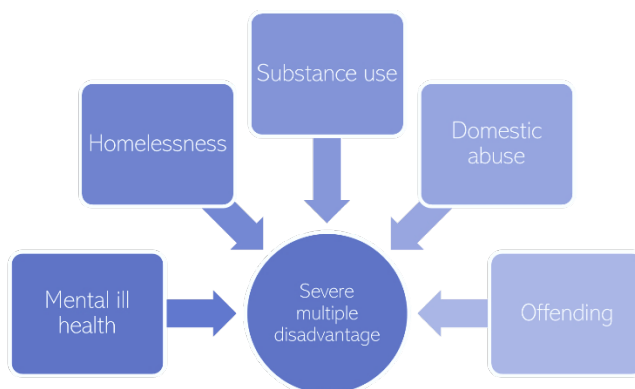
### 2.1.6 Severe Multiple Disadvantage

In Nottingham City, **Changing Futures Nottingham** work towards sustainable improvements in the system which supports people facing severe multiple disadvantage. The programme delivers its work through a partnership of local agencies including Framework, Al-Huraya, Juno and POW Nottingham.

Embedded practitioners employed within the project work across probation, mental health services, GP alliance, Social Care and Housing Aid. The project delivers on both frontline and system change agendas working across a variety of partnership to shape and inform ongoing and future work.

**Severe Multiple Disadvantage (SMD)** refers to people with two or more of the following issues<sup>38</sup>:

- Homelessness;
- Domestic abuse;
- Mental health issues.
- Offending;
- Substance use;



39

SMD can include other sources of disadvantage, for instance poor physical health, and for women, domestic and sexual abuse - and for Black, Asian, and Minority Ethnic (BAME) people, community isolation. A key element of SMD is that the sources of each disadvantage don't act in isolation, they combine to make the overall problem worse.

Between April 2022 and July 2023 (first year of service), Changing Futures Nottingham's navigator support service supported a total of 180 people experiencing SMD. 29% were from minority ethnic groups, and 41% were female. 22 out of 180 supported successfully moved on from the support programme after an average of 7 months.

A keyword search of case notes and assessments revealed that neurological differences, such as neurodevelopmental conditions (e.g., ADHD and Autism), acquired brain injury and learning difficulties are likely to be present in a quarter of Changing Futures Nottingham beneficiaries. This is much higher than in the general population and warrants further consideration.

The majority of those supported experience poor mental health (85%) and/or substance use (84%). 69% are considered to be homeless and 61% have had recent contact with the criminal justice system. 40% are experiencing domestic abuse. The lower rate of people experiencing domestic abuse is likely a reflection of the lower number of female beneficiaries, as women experience domestic abuse at a higher rate than men (although not all beneficiaries who are victims of domestic abuse are female).

<sup>38</sup> [Severe multiple disadvantage \(Multiple needs\) \(2019\) - Nottingham Insight](#)

<sup>39</sup> [Cambridgeshire & Peterborough Insight – Mental Health Needs Assessment – Chapter Two: SMD](#)

## 2.2 Concern for safety demand

### 2.2.1 Mental health-related incidents and crisis care

Nottinghamshire Police currently assign any police incident thought to relate to someone's mental health where their vulnerability is at the center of the incident or where the police have had to do something additionally or differently because of it with a mental health tag. The number of mental health flagged incidents recorded by Nottinghamshire Police have not seen a significantly increased or decreased when comparing April 2023 to December 2023 (11,709, or 4.9% of total incidents coming into control room) with the same period in 2022 (11,816, or 5% of total incidents coming into control room).

Furthermore, when comparing the same two periods we do not see a significant increase or decrease when looking into the amount of mental health flagged incidents Nottinghamshire Police attend (65% attendance rate in April – December 2022 and a 66% attendance rate in April – December 2023).

**Specific mental health need and vulnerabilities within the offender cohort are explored in further detail in the vulnerabilities chapter of this needs assessment.**

#### Service Response to Mental Health Need

The Street Triage Team (STT) have been operating since 2014 responding to mental health crisis incidents across Nottinghamshire city and county. The objectives of the STT are to support the most vulnerable in society and frontline police officers with dealing what can be complicated, high risk incidents involving mental health. The STT comprises of the mental health cars deployable 365 days per year between 08:00 hours and 01:00 hours from the control room at Nottinghamshire Police HQ. A car is provided between 08:00 and 16:00 hours and two cars are provided between 16:00 hours and 01:00 hours. Each car contains a police officer and a community psychiatric nurse, there are a total of 5 police officers and 6 psychiatric nurses resourcing this provision.

In January 2023 a total of £150 million of extra funding up to April 2025 was announced by the Department of Health and Social Care to expand and support local mental health provisions, this comes in line with the backdrop of the new **Right Care Right Person** police reform which will be discussed in more detail within horizon scanning.

#### Suicide

Annual numbers of suicide across Nottinghamshire have fluctuated at between 66 (in 2016) and 123 (in 2019) over the past decade<sup>40</sup>. In 2022, 94 suicides were recorded, which is in line with the decades average and marked an 18% decrease compared to the previous year. All local authorities in Nottinghamshire, including Nottingham City, had decreased average suicide rates compared to the previous year apart from Newark & Sherwood (+36%).

Suicide rates across Nottinghamshire (10.0 per 100,000) and Nottingham City (8.9) are broadly in line with East Midlands (10.4) and England (10.3) averages in 2022. Bassetlaw (13.4) and Mansfield (11.9) did however show higher rates than both regional and national averages.

National research<sup>41</sup>: has identified that those a high risk of suicide include: men aged 35-59 years; people in the care of mental health services; people with a history of self-harm, untreated depression or alcohol use; people experiencing social pressures such as financial hardship or after relationship breakdown, people with a history of sexual or domestic violence or with long-term physical illnesses; people in contact with the criminal justice system; specific occupational groups, such as doctors, nurses, veterinary workers, farmers and agricultural workers; men aged 24 years and younger who have left the Armed Forces; Children and Young

<sup>40</sup> [Suicides in England and Wales by local authority - Office for National Statistics \(ons.gov.uk\)](#)

<sup>41</sup> [Suicide prevention in Nottinghamshire \(nottinghamshire.gov.uk\)](#)

People who have experience abuse and/or neglect; Lesbian, Gay, Bisexual or Transgender people and; Older people aged 65+ experiencing social isolation and loneliness.

Although rates of suicide can fluctuate significantly year to year, consideration should be given to the impact of the COVID-19 pandemic on vulnerable and at-risk groups highlighted above, particularly in its potential impact on social isolation, abuse and/or neglect within the home, financial hardship, face to face support and service provision and the delivery of timely and effective criminal justice outcomes.

## 2.2.2 Missing persons

### Missing children

Children face a range of complex and interconnected threats, both on- and offline, including sexual abuse and exploitation, criminal exploitation and trafficking. Children who go missing from home or care are often more vulnerable to exploitation from a range of criminal threats.

The following sections uses police-recorded data for missing persons cases for children aged between 0-18 between the 1<sup>st</sup> October 2022 – 30<sup>th</sup> September 2023. Within this period, Nottinghamshire Police recorded 2,498 missing episodes involving 1,075 missing children, accounting for three quarters of all missing persons records in Nottinghamshire.

Notably, 5% of children (n=60) accounted for a **third of all missing child episodes** during this period. Compared to the previous year, the number of missing episodes and individuals stayed very similar, where 2,474 missing episodes were recorded for 1,083 missing children.

The gender split in the most recent 12 months for missing children was equal between boys and girls, however the most prevalent age group of missing children was 12–14-year-old girls at 26% (n=282) of missing children, followed by 12–14-year-old boys at 21%.

45% of occurrences of missing children were recorded in Nottingham City, 29% in Mansfield & Ashfield and South Notts respectively, and 17% in Bassetlaw, Newark & Sherwood. Within these areas, the most prevalent area for missing children to go missing was **Aspley/Bilborough**, at 12% of occurrences, followed by Ashfield North at 8%, Mansfield North at 7% and Newark at 7%.

- 7% of missing children were involved in criminal activity, of which the majority were 15–17-year-old males (36%).
- 7% of occurrences had a flag for child sexual exploitation (CSE) risk, an increase from the previous 12 months where 4% had this flag. 6% of occurrences had a county lines flag compared to 5% last year, and 8% had a flag for criminal exploitation compared to 4% previously.
- Of the children flagged for criminal exploitation, the majority went missing from Nottingham City (6%) or South Notts (2%), specifically Aspley/Bilborough, Basford/Hyson Green and Gedling North. This cohort of individuals were frequent MISPERs: 206 missing episodes for 36 children.

### Missing adults

Between the 1<sup>st</sup> October 2022 – 30<sup>th</sup> September 2023, Nottinghamshire Police recorded 894 missing episodes involving 726 missing adults (aged over 18). As with missing children, many of these occurrences were frequent MISPERs, with 13% (n=76) of people accounting for 30% of all missing episodes.

The majority of missing adults were male, accounting for two thirds of all MISPERs. The most prevalent age for missing adults was 22–39-year-old males who made up a quarter of all missing people. Although there were fewer missing females, they were also found most concentrated in this demographic at 13% of all MISPERs.

36% of occurrences of missing adults were recorded in Nottingham City, 23% in South Notts, 22% in Mansfield & Ashfield and 19% in Bassetlaw, Newark and Sherwood. Within these areas, the most prevalent area for missing adults to go missing was Mansfield North (9%), Ashfield North (8%) and Bulwell (7%). 21% of missing adults had a flag for dementia/Alzheimer's.

### 2.2.3 Homelessness

In Nottinghamshire County, around 2,458 households were eligible for homelessness prevention (1,353) or relief (1,105) under the Homelessness Reduction Act 2017 in 2022/23. Levels of homelessness per 1,000 households remain lower in all local authorities than the regional and national average<sup>42</sup>.

Of these households, 1,139 had support needs, the most common of which were mental health (461), physical ill health/disability (336) and risk of domestic abuse (291). Other categories included drug dependency (96), offending history (85) and alcohol dependency (76).

Recorded levels of **rough sleeping** within the force area continued the long-term downward trend seen since 2017 (90) in 2022 (58), as captured by the annual Autumn count<sup>43</sup>. The majority of those sleeping rough were adults aged over 26 (83%), and males accounted for the majority of individuals (97%). Particular concentrations remain evident in Nottingham City (27), Mansfield (9) and Bassetlaw (8).

As Nottingham City's figures are not available in the national dataset, the following data has been taken from Shelter<sup>44</sup>. Data from this research report showed that on a given night in 2022, there will have been over 1,614 people recorded as homeless in Nottingham City, a rate of 1 in 201 people. This is the highest rate of homelessness in the East Midlands.

The report also estimated 1,591 people homeless and living in temporary accommodation arranged by the council, of which 898 were children.

Work continues to ensure compliance with statutory duties under **Homelessness Reduction Act 2017**, which includes targeted work in the city to ensure prison leavers being resettled in the area have affixed abode prior to release and legitimate connections to the area.

### 2.2.4 Refugees & Asylum Seeker Populations

An **asylum seeker** is someone who has applied for protection through the legal process of claiming asylum and is waiting for a decision as to whether they are a refugee. A **refugee** is someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion<sup>45</sup>.

The situation refugee and asylum seekers face when entering the UK is often complex and requires a high level of navigation and support for those entering. Between late 2022 and early 2023 we saw an increased use of hotels for asylum seekers, with additional hotels opening across Nottingham City and County in Belvoir, Long Eaton, Kegworth and Mansfield<sup>46</sup>.

In October 2023, the government announced that they are now able to stop the procurement of new asylum hotels and begin the first phase of hotel exits. This will involve more than 50 hotels being exited as asylum accommodation by end of January 2024<sup>47</sup>. In regard to the local landscape many organisations have expressed their concern on the heightened risk among the refugee and asylum-seeking population.

<sup>42</sup> [Statutory homelessness in England: financial year 2022-23 - GOV.UK \(www.gov.uk\)](#) – no data for Nottingham City in this dataset.

<sup>43</sup> [Rough sleeping in England](#), Department for Communities and LG, Autumn 2022, published February 2023

<sup>44</sup> Shelter Homelessness in England 2022.

<sup>45</sup> As defined under the 1951 Refugee Convention.

<sup>46</sup> [NNRF-Annual-Report-2022-23.pdf \(nottsrefugeeforum.org.uk\)](#)

<sup>47</sup> [Asylum hotel summary and FAQ - GOV.UK \(www.gov.uk\)](#)

A recent study<sup>48</sup> conducted by the London Refugee Advocacy Forum found that over half of asylum seekers who declared having experienced mental health issues highlighted many issues with accessing health services, ranging from problems with GP registration and language barriers preventing them from getting appointments.

- Just under half of all respondents have problems with their housing with nearly a fifth of people seeking asylum struggling with homelessness.
- Others cite struggling with life in very small accommodation with numerous other occupants, accommodation that is in poor condition, and many being simply unable to afford rent.

Finally, a major issue highlight among the third sector is the impact of the lack of legal representatives and access to legal aid to support asylum cases. Research conducted in 2019 suggested that in the last 10 years, roughly 40% of legal aid providers withdrew from the market or moved towards fee-paying services, with serious consequences on access to services<sup>49</sup>.

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<sup>48</sup> [Key issues faced by refugees and people seeking asylum in London uncovered in fresh research - Refugee Council](#)

<sup>49</sup> [Droughts and Deserts. A report on the immigration legal aid market](#)



## 3. Analytical insight

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### 3.1 Nottinghamshire crime profile

#### Identifying priority areas

In analysing crime occurrence data in the latest 12-month period (1 October 2022 to 30 September 2023) compared to the same period for the previous year, total volume of crime presented to Nottinghamshire Police has increased by 2.5%<sup>50</sup>. The graph on the following page plots percentage change in the comparable periods by crime category from greatest percentage increase (*drug trafficking*) to greatest percentage decrease (*arson*), highlighting the volume change as data labels. The following crime types showed the greatest percentage and volume increases, and are potential areas of emerging risk:

- **Shoplifting:** an increase of 32%, or 3,570 offences, in the most recent 12 months. Nottinghamshire has the second highest rate of shoplifting in England and Wales and continues to exceed the most similar group average.
- **Controlling and coercive behaviour:** an increase of 30%, or 176 incidents.

The latest year has also seen increases in the following crime types, largely due to improvements in proactive policing and prevention activity. The trends underlying these increases will be explored in greater detail throughout the document:

- **Possession of weapons:** an increase of 16%, or 210 offences. The largest increases were seen in possession of bladed articles and importing prohibited weapons/ammunition offences.
- **Drug trafficking:** an increase of 42%, or 336 incidents, in the most recent 12 months. The largest increases were seen in specifically in the unlawful import of class B and C drugs.

As not all offences are equal in terms of harm they cause victims, The Office for National Statistics (ONS) Crime Severity Score (CSS) was also used to analyse changes in crime harm across Nottinghamshire. Overall, total recorded crime harm has stayed relatively stable across the comparable periods, increasing slightly by 1.1% in the most recent 12 months. The following crime types showed the largest increases in total crime harm, predominantly on account of the increase in recorded offences: *drug trafficking, blackmail, importing of prohibited weapons, rape, controlling/coercive behaviour, aggravated burglary, and shoplifting*.

In considering the data outlined above alongside a range of structured assessment processes<sup>51</sup> undertaken by police and partner agencies, the following **thematic crime priorities** have been identified and are referenced below. They have been identified based on the level of harm they present to individuals and communities, their likelihood and prevalence, their emerging/changing risk, and the level, knowledge, understanding and resources available to counter them. These five priorities are:

1. **Serious Organised Crime**
2. **Acquisitive Crime**
3. **Shoplifting**
4. **Fraud and Cyber Crime**
5. **Serious Violence**

The assessment will also consider the following cross-cutting themes throughout:

- |  |  |
|--|--|
| 1. <b>Domestic Abuse</b>                   | 4. <b>Vulnerabilities and enablers</b> |
| 2. <b>Violence Against Women and Girls</b> | 5. <b>Rural Crime</b>                  |
| 3. <b>Children and young people</b>        |  |

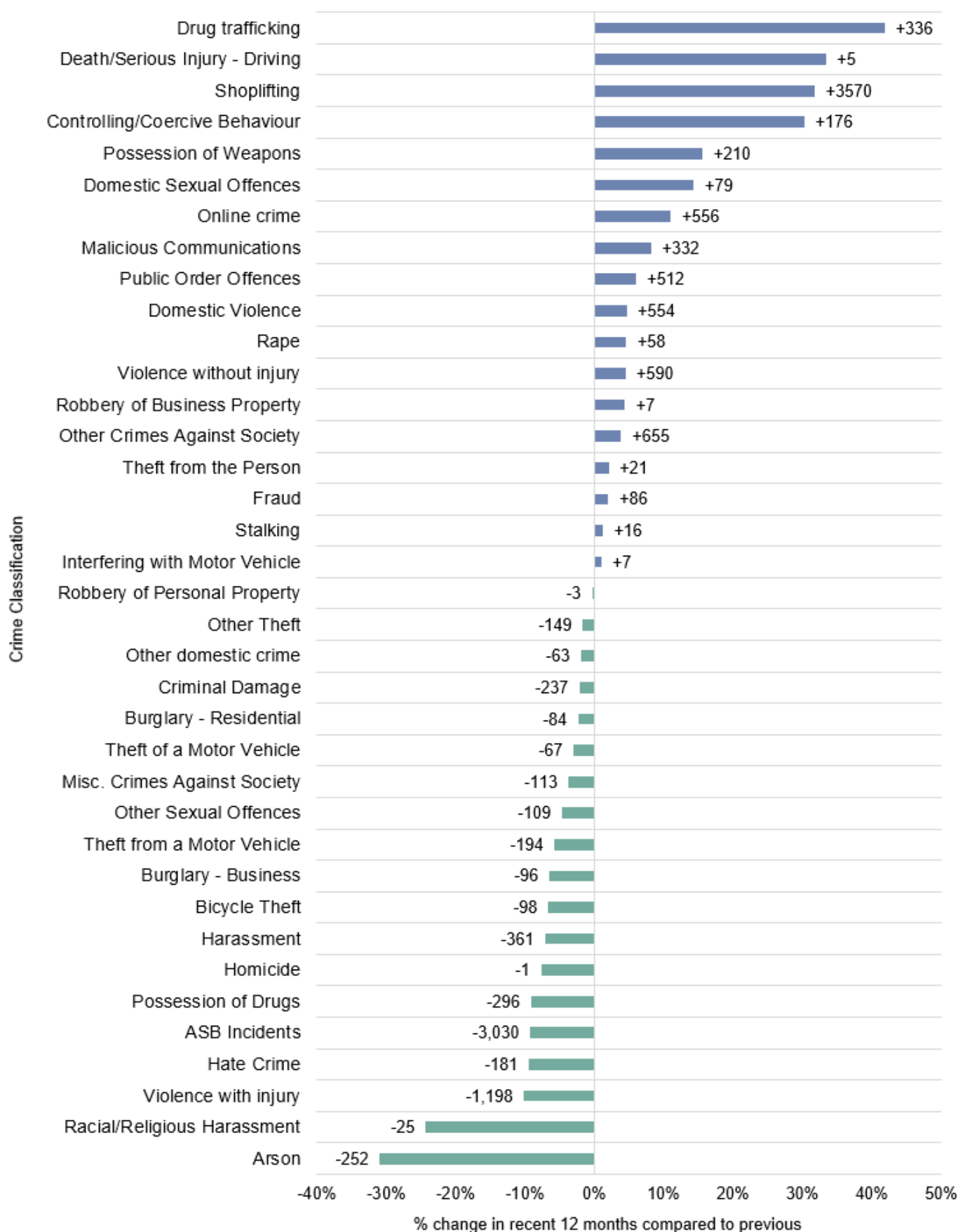
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<sup>50</sup> This may be impacted by changes in recording, which are explained in the methodology section of this assessment.

<sup>51</sup> **Force Control Strategy Priorities 2023-2024:** cyber and financial crime, domestic abuse, adult sexual offences, child exploitation, stalking and harassment, serious and organised crime, firearms, counter terrorism, knife crime and serious violence, serious acquisitive crime.

The priorities outlined above are analysed in greater detail throughout this report, alongside any exceptions in the data that should be flagged.

### Changes in crime volume recorded by Nottinghamshire Police between October 2022 - September 2023, compared to October 2021 - September 2022.





## 3.2 Acquisitive Crime

**Acquisitive crime** is a wide-ranging category of offences primarily motivated by the desire for material gain by illegal means, usually from another person or organisation. This includes shoplifting, robbery, burglary, vehicle crime, other theft offences and fraud.

As shown in the figure below, overall volumes of acquisitive crime in Nottinghamshire have increased by 15% in the most recent 12 months compared to the previous year. This has been largely driven by increases in shoplifting (+35%) and fraud (+2%) offences. When shoplifting and fraud are removed from the data, overall volume of acquisitive crime in Nottinghamshire decreased by 3%. The trends that underly this data are explored in further detail below.

	2021/22	2022/23	% change
Burglary - Residential <sup>52</sup>	3,548	3,464	▼ (-2%)
Burglary - Business & Community	1,482	1,386	▼ (-6%)
Vehicle offences	6,336	6,082	▼ (-4%)
Theft from the person	1,028	1,049	▲ (+2%)
Robbery	1,039	1,043	= (0%)
Bicycle theft	1,481	1,383	▼ (-7%)
Shoplifting	11,252	14,822	▲ (+32%)
All other theft	8,978	8,829	▼ (-2%)
Fraud	4,282	4,368	▲ (+2%)
<b>Police recorded acquisitive crime</b>	<b>39,426</b>	<b>42,426</b>	<b>▲ (+15%)</b>

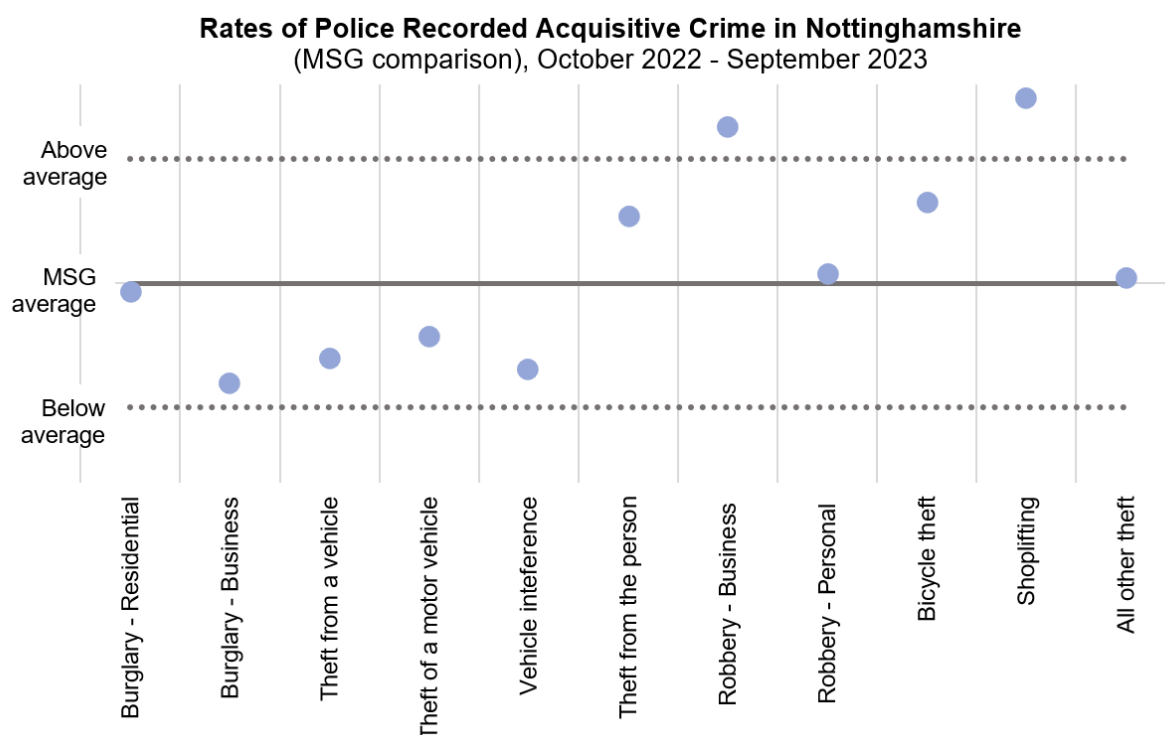
In January 2020, the Home Office unveiled **Safer Streets**, a project which aims to help PCCs, local authorities and partners secure extra resources and tools to prevent acquisitive crime. To date, Nottinghamshire has secured almost £1.5m of additional funding through the Safer Streets Fund and has delivered four major rounds of projects to tackle neighbourhood crime, antisocial behaviour and Youth in priority locations across the City and County.

Situational crime prevention measures implemented through the funding include CCTV target hardening residential homes, extra ANPR technology, free home security upgrades, improvements in street lighting and increased police patrols. Evaluations from projects undertaken have demonstrated the positive impact that this activity is having in the communities targeted.

The table below shows the victim-based crime rate in Nottinghamshire for acquisitive crime in the most recent 12 months, as compared to the MSG average. As highlighted, the majority of acquisitive crimes in Nottinghamshire remain broadly in line, or below, with that of comparable police force areas. The exceptions to this are **shoplifting** and **robbery of business property**, which sit at rates 63% and 74% higher than the MSG average, respectively.

<sup>52</sup> This figure includes all residential burglary (home and unconnected buildings), following the introduction of the new legislation for burglary on the 1<sup>st</sup> April 2023, to allow for direct comparisons of data to the previous year.

It is important to note that the High Street Recovery tracker<sup>53</sup> shows that Nottingham and Sheffield are the only City's in the MSG group that had a strong recovery in footfall after the pandemic, which may provide some explanation for the higher rates of business crime seen. It should also be noted, however, that consistently high levels of shoplifting offences were recorded in Nottinghamshire in the years prior to the Covid pandemic.



### 3.2.1 Burglary

Burglary is a serious, high-volume crime which can have a significant impact on those affected, and also remains a significant issue of priority concern among local residents. It should be recognised that offending patterns for burglary can be sporadic, and heavily skewed by a small number of prolific offenders.

**Residential burglary** offences recorded by Nottinghamshire Police fell by 2% in the most recent 12 months, compared to the previous year. The rate of residential burglary in Nottinghamshire is approximately 3 per 1,000 population, which is in line with the most similar group (MSG) average. Rates do, however, remain higher than expected in Bassetlaw, which had a rate of 5.6 burglaries per 1,000 population.

In the Police and Crime Survey, 2.4% ( $\pm 0.05\%$ ) of respondents across Nottinghamshire said they had personally been a victim of residential burglary in the last 12 months. This remains broadly in line with levels recorded during the previous year. Of those that said they had experienced burglary in the previous year, 31% were repeat victims, compared to around 10% in the previous year.

This is not reflected in the police recorded crime data, where the proportion of repeat victims has stayed relatively stable in recent years. This may indicate that a small number of individuals are being targeted as repeat victims of burglary, but overall cases follow the expected sporadic trend.

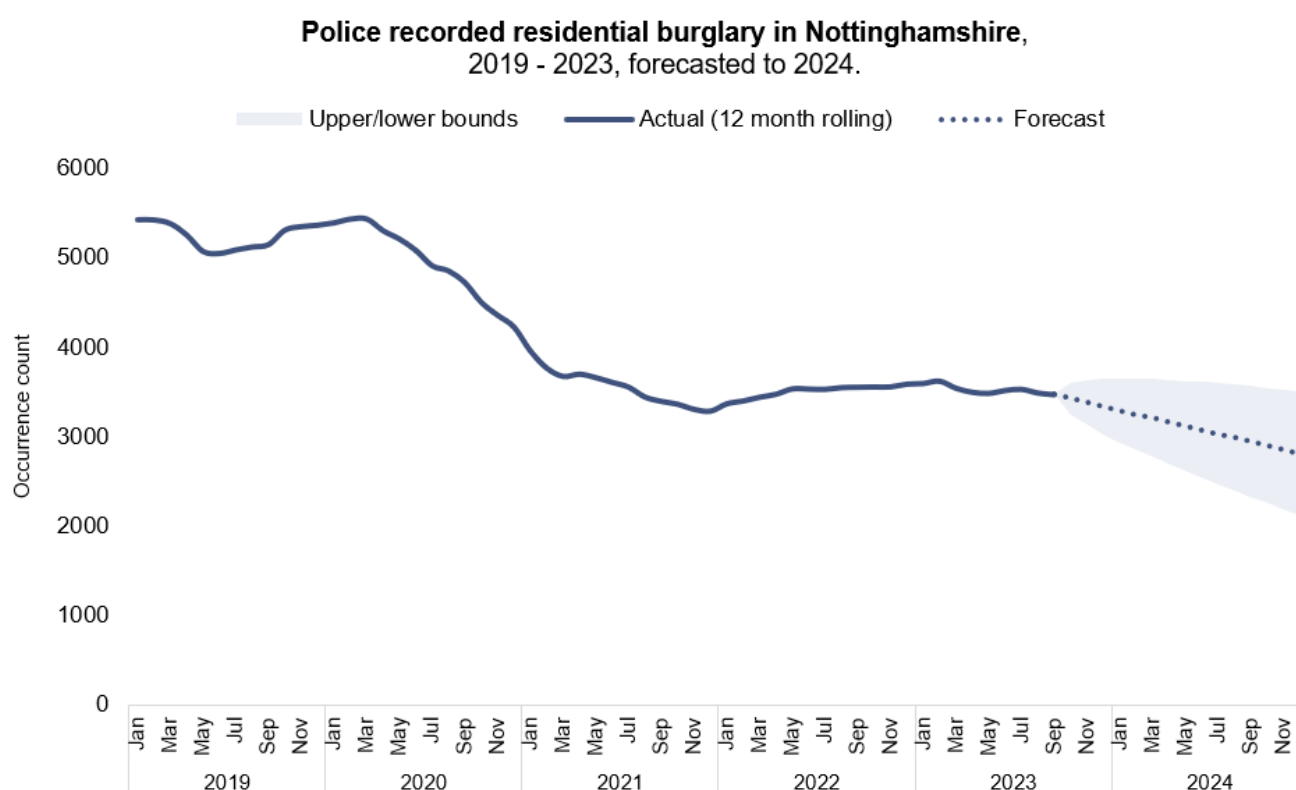
Around 8.1% of residential burglaries between October 2022 – September 2023 resulted in a positive outcome, which remains higher than the national and MSG averages, and also higher than the same period for the previous year in Nottinghamshire (7.5%). Positive outcomes remain strongest in the City (9.6%) and lowest in South Nottinghamshire (6.2%). At force level, around 80% of all recorded residential burglaries resulted in no suspect being identified, while evidential difficulties prevented a further 8% of cases from being processed.

<sup>53</sup> [High streets recovery tracker | Centre for Cities](#)

	2021/22	2022/23	% change	MSG comparison
Self-reported experience of residential burglary (estimate <sup>54</sup> )	18,247	22,479	▲ (+23%)	-
Demand presenting to police	3,548	3,464	▼ (-2%)	Average
Crime harm identified	2.13 m	2.12 m	▼ (-1%)	-
Positive outcomes	7.5%	8.1%	▲ (+0.6 pp)	Above average

When analysing the proportions of residential burglaries across Nottinghamshire, **Bassetlaw** and **Nottingham City** show as outliers as they are overrepresented when compared to their population share<sup>55</sup>. Despite this, Bassetlaw showed one of the most significant decreases in the most recent 12 months (-11%, -61 occurrences) as well as Rushcliffe (-44%, -153 occurrences), and Newark & Sherwood (-20%, -56 occurrences). The most significant increase was seen in Broxtowe (+35%, +86 occurrences).

The graph below shows the rolling 12 months of data for residential burglary recorded by Nottinghamshire Police over the past 4 years, forecasted to 2024. The most notable reductions occurred during the pandemic, and levels in the most recent 12 months remain 36% lower than the pre-COVID baseline (March 2020).



**Aggravated burglaries** are burglaries where an offender has a weapon, imitation firearm, firearm or explosive (WIFE) with them at the time of the offence. Due to the violent nature of the offence, it is considered to cause more crime harm than burglary, and other related offences such as robbery.

In the 12-month reporting period, there were 96 aggravated burglaries recorded by Nottinghamshire Police, an increase of 32% from the previous year. Of these, 40% of investigations had completed with no suspect identified. The greatest increases were seen in Gedling and Rushcliffe.

<sup>54</sup> Extrapolated from the police and crime survey, % of respondents that answered yes to question 6 (8): in the last 12 months, have you been a victim of burglary from home, shed, garage or other domestic building, as a proportion of 16+ population (940,583).

<sup>55</sup> Bassetlaw makes up 10% of Nottinghamshire's resident population, but 15% of burglaries occur here, and Nottingham City makes up 29% of the population but represents 38% of residential burglaries.

There is a common theme for aggravated burglaries to the supply of controlled substances. Intelligence states that there are many organised groups and persons that are prolific in carrying out aggravated burglaries on other individuals in the drug supply scene;

- 10% of aggravated burglaries were related to cannabis invasions where a number of offenders enter a cannabis grow address armed with weapons, steal the cannabis and make off to sell for profit.
- 60% of victims had links to drug possession, supply or production, with 44% linked to Class A.
- Of the suspects identified<sup>56</sup>, 84% had links to drugs, and 55% of suspects had links to Class A.

The force continues to tackle burglary through offender management tactics, monthly strategic meetings and the work of the dedicated burglary team which was established in 2018. As mentioned, the Nottinghamshire Safer Streets programme has provided physical security improvements to priority locations across the City and County, providing both crime prevention measures and improving feelings of safety among residents in the areas targeted.

Police chiefs in England and Wales have committed to attend all home burglaries. The move follows evidence from the College of Policing and will help police catch more burglars and support victims after a traumatic and invasive experience, help with investigation and prevent future crimes.

### 3.2.2 Robbery

A person commits **robbery** if, in the course of stealing or attempting to steal from someone, they use force or threat of force. Overall, robbery offences recorded by Nottinghamshire Police stayed stable to volumes seen in the previous year, which is reflected in the Police and Crime survey where 0.9% ( $\pm 0.05\%$ ) of respondents had experienced robbery in the last 12 months, compared to 1.2% ( $\pm 0.05\%$ ) of respondents in the previous year.

Slight increases in lower volume robbery of business property (+4%) were offset by decreases in higher volume robbery of personal property (-1.4%). Levels of assault with intent to commit robbery increased by 41%, however these are relatively low volume offences. The rate of personal robbery per 1,000 population remains in line with that of other similar force areas, however the rate of business robbery is above average.

Around 14.3% of all robbery offences in Nottinghamshire resulted in a positive outcome (150 per year) which remains higher than the national and MSG averages but is a decrease from a positive outcome rate of 18.6% recorded in the previous year.

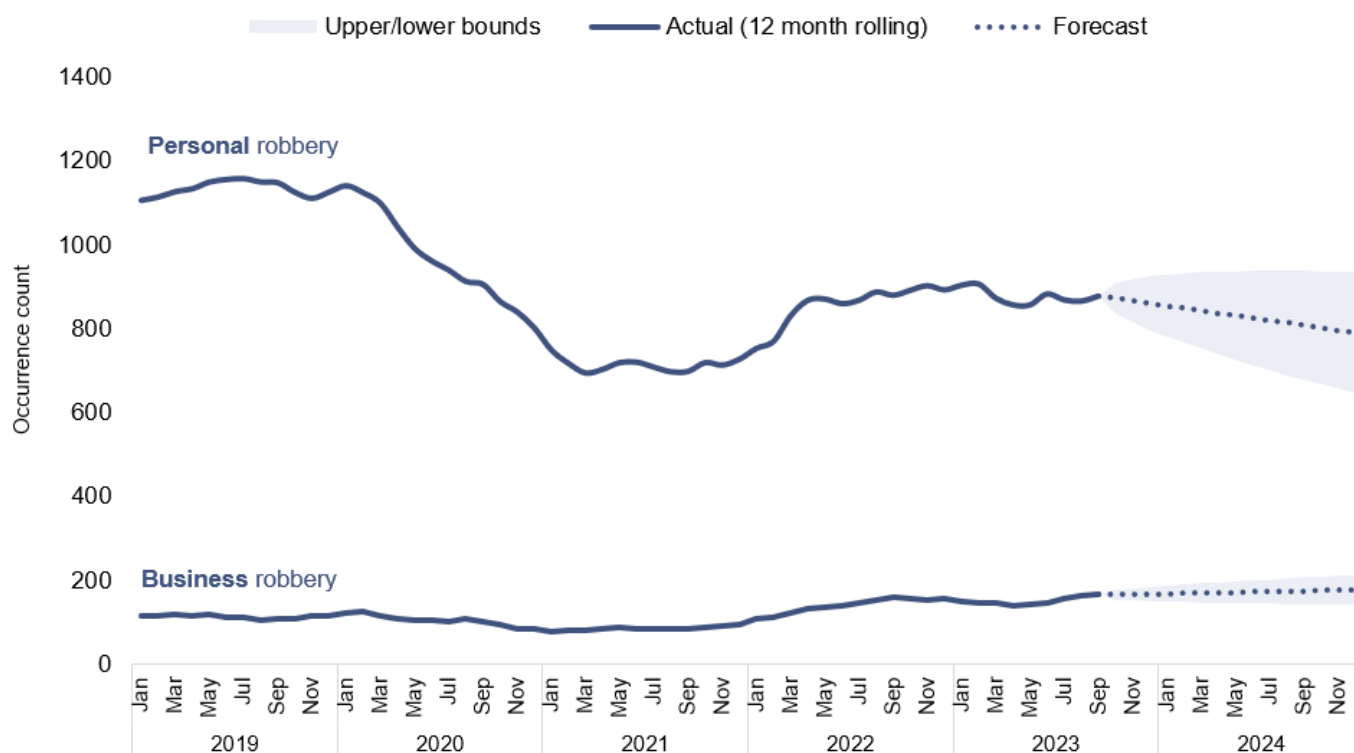
Positive outcomes were highest in Rushcliffe (36%), Newark & Sherwood (24%) and lowest in the City (12%), Mansfield (12%) and Gedling (13%). At force level, around 48% of all recorded robbery offences result in no suspect being identified, whilst evidential difficulties prevent a further 9.5% of cases from being processed.

	2021/22	2022/23	% change	MSG comparison
Self-reported experience of robbery (estimate <sup>57</sup> )	11,286	8,371	▼ (-26%)	-
Demand presenting to police	1,039	1,043	= (0%)	Average
Crime harm identified	2.49m	2.56m	▲ (+3%)	-
Positive outcomes	18.6%	14.3%	▼ (-4.3 pp)	Above average

<sup>56</sup> 53% of occurrences had a suspect/offender identified.

<sup>57</sup> Extrapolated from the police and crime survey, % of respondents that answered yes to question 6 (5): in the last 12 months, have you been a victim of robbery, as a proportion of 16+ population (940,583).

## Police recorded robbery in Nottinghamshire, 2019 - 2023, forecasted to 2024.



**Personal robbery** offences remain primarily concentrated in the City (58%) and less so concentrated in Mansfield (9%) and Ashfield (8%), with incident rates having increased in Newark & Sherwood (+29%) over the last year although this increase is a small volume (n=10). Notably, Nottingham City Centre and the Arboretum together make up over 1 in 5 robberies in Nottinghamshire over the last 2 years. Other trends of note in the current 12 months include:

- 90% of identified offenders and 78% of victims were male; the largest demographic of offenders were males aged 15-19 which made up over a quarter (28%) of all personal robbery offenders. The largest demographic of victims were also in this category (17%).
- 68% of offenders were strangers or were not seen by the victim, and 14% were acquaintances.
- The majority of personal robberies occurred in a public/open place (77%), with over half of all personal robberies occurring on the street.

**Business robbery** offences are primarily concentrated in Nottingham City (37%), Ashfield (16%) and Mansfield (16%), with incident rates having increase in Ashfield, Broxtowe and Mansfield.

- The demographic for offenders of business robbery shifts to a much older age, with males aged between 30-44 making up nearly half (48%) of the known offender cohort.
- The majority of business robberies were in supermarkets (38%) or convenience stores (27%).

Two thirds of business robberies appear to be related to violent shoplifting offences, with the majority occurring in supermarkets (38%) or convenience stores (27%). This indicates that violence relating to theft is an increasing concern in the area, particularly as shoplifting is considered a volume offence.

It should be noted that a trend in recording was identified where crimes would be classified as business robberies however were in fact thefts followed by assaults where the offender uses violence in order to escape. This is contrary to the robbery definition and should be categorised as a theft and an assault separately. As such changes have been advised regarding recording practices to classify a crime as a robbery, and figures may decrease in the immediate future because of this. Increased violence relating to shop theft does however remain a concern and an outlier in Nottinghamshire.

The graph below shows the rolling 12 months of data for robberies recorded by Nottinghamshire Police over the past 4 years, forecasted to 2024. As with other forms of acquisitive crime, the most notable reductions occurred during the pandemic, and levels of personal robbery in the most recent 12 months remain 20% lower than the pre-COVID baseline (March 2020).

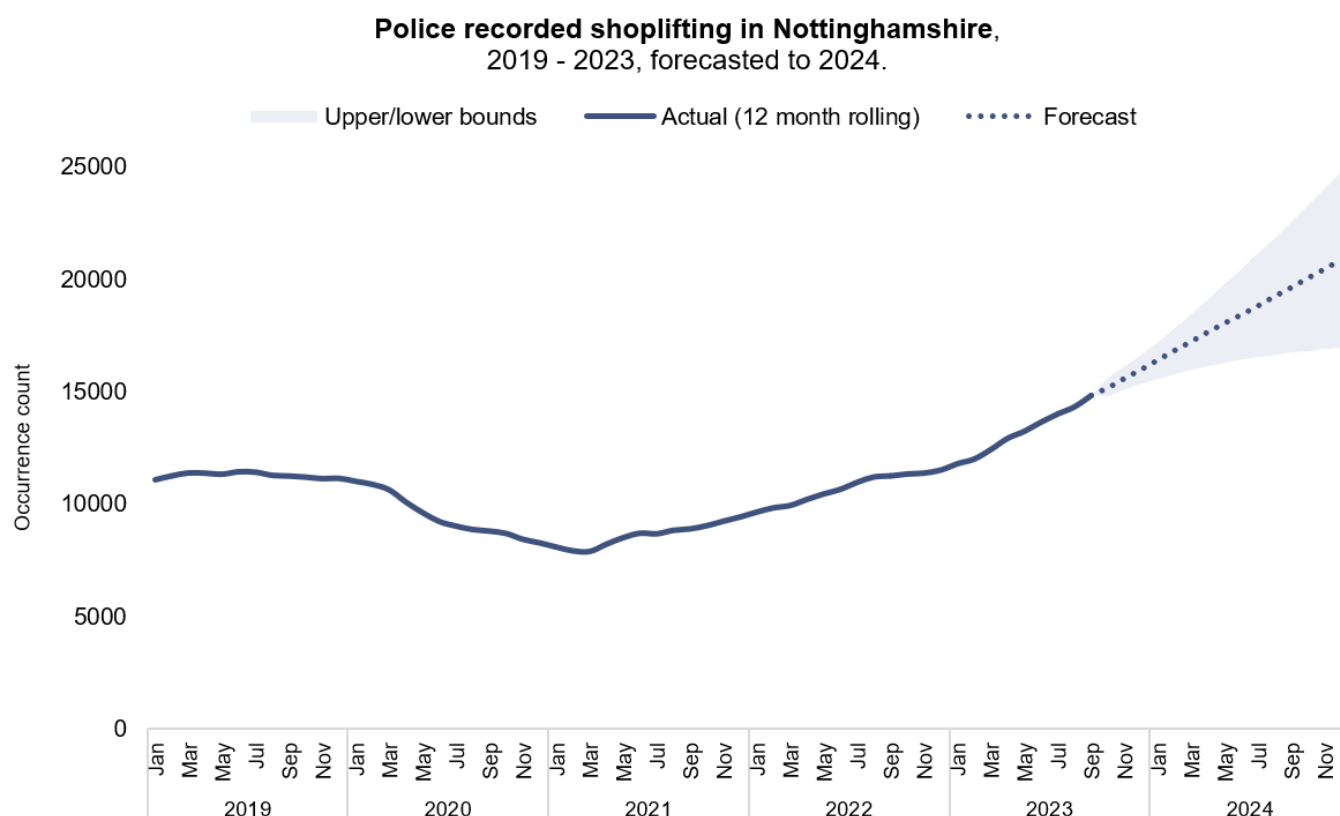
Levels of business robbery showed a less distinct change with much lower volumes, however volumes recorded in the most recent 12 months are 42% higher than the pre-COVID baseline from March 2020. This increase is most notable in the later months of 2022, and is in line with the rising cost of living. With rising financial hardship and inflation, it is likely that these levels of acquisitive crime affecting businesses will continue to increase into 2024.

### \* 3.2.3 Shoplifting

In a period of generally falling crime, **shoplifting** offences recorded by Nottinghamshire Police increased by 32%, or 3,570 incidents, in the most recent 12 months compared to the previous year. Nottinghamshire maintains a significantly higher rate of recorded shoplifting than other comparable force areas and has the second highest rate of shoplifting across England and Wales<sup>58</sup>. Estimates from the Commercial Victimization Survey<sup>59</sup> indicate that around 42% of all crimes against businesses are not reported to the Police and therefore, it is likely that this figure is much larger in reality.

Around 23% of all recorded shoplifting offences resulted in a positive outcome between October 2022 – September 2023, an increase on 15% recorded in the previous year. Positive outcomes were highest in Mansfield (31%) and Nottingham City Centre (34%), where recorded offences are most commonly concentrated. This indicates a proactive element to the recording, identification and detection of these offences. At force level, 64% of all recorded shoplifting offences result in no suspect being identified.

The graph below shows the rolling 12 months of data for shoplifting recorded by Nottinghamshire Police over the past 4 years, forecasted to 2024.



<sup>58</sup> [Shoplifting offences England and Wales 2023 | Statista](#)

<sup>59</sup> [Crime against businesses: findings from the 2022 Commercial Victimization Survey - GOV.UK \(www.gov.uk\)](#)



As highlighted, the upward trend that began following the COVID pandemic has steepened in recent months, reflective of increasing levels of financial hardship. This increase was most significantly seen in supermarkets, again reflecting the rising cost of food and other basic necessities.

Shoplifting offences remain primarily concentrated in Nottingham City (37%) and Mansfield (15%). The most significant increases in incident rates were seen in Mansfield, where volumes of shoplifting increased by 70% (+915 occurrences).

Officers from the **Mansfield Town Centre** policing team have been treating shop theft as a priority crime in 2023, collaborating with shopworkers, security staff and other key local partners in Mansfield Town Centre to discuss the issue of shop theft and work out ways to improve resilience.

The team have been working hard to identify repeat offenders and target them accordingly, including with restrictive civil court orders to ban them from certain areas. Understanding a disproportionate number of offences are committed by a small cohort of people, the team have been working intensively on these individuals to secure successful criminal prosecutions and to put in place criminal behaviour orders. These criminal behaviour orders can be issued by magistrates to restrict a persons activities and are being used more frequently to target shoplifters to break the cycle of offending.

Of the incidents recorded between October 2022 – September 2023 with an identified suspect, the majority of shoplifting offenders were male (72%). The most represented demographic in this cohort was males aged between 35 – 39 who accounted for 15% of all offenders in the reporting period. Whilst females only account for around 28% of known perpetrators of shoplifting, this remains significantly higher than the offending rate for most other crime types: when shoplifting offences are removed from the offender cohort, females represented just 19% of known perpetrators of shoplifting.

Many shoplifting offences are carried out by vulnerable individuals with substance use dependency, who often sell on items for drugs; the more people affected by substance addiction, the greater the propensity to fund their habit by illicit means. Of the unique suspects for shoplifting in Nottinghamshire, a quarter had recent links to drug possession, supply or trafficking<sup>60</sup>. The second most common group of prolific shoplifters are organised criminals who target and steal high-value items in bulk to sell on, sometimes overseas<sup>61</sup>.

- 20% of shop thefts had foodstuff as the targeted article to be stolen in Nottinghamshire. Meat is a common item taken due to the relatively high sell-on price, second hand market demand and easily concealable shape.
- 17% of shop thefts had alcohol as the targeted article to be stolen in Nottinghamshire; alcohol tends to be stolen for personal consumption unlike foodstuffs. Offenders may steal this to fund habits such as alcoholism and/or may be used in conjunction with illicit substances.

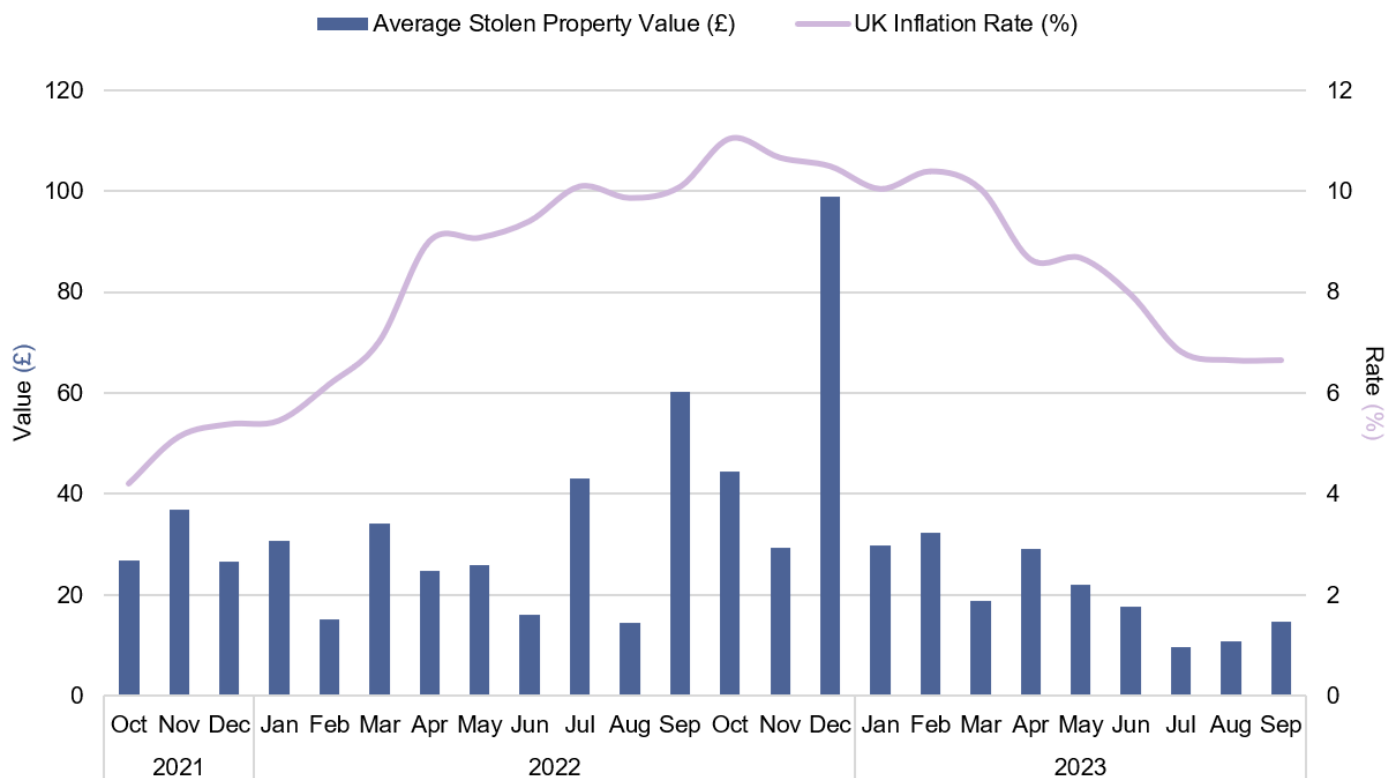
In the previous year, the average stolen property value for shop theft in Nottinghamshire was £29.70, however this increased during the recent 12 months by 30% to £38.67. This value was highest in December of 2022, following the seasonal trend of increased shop theft of high value items in the festive period. As this trend was not seen in December of 2021, it is likely to reflect the impact of increased inflation on the cost of items in 2022. To demonstrate this, the data is shown below against the UK inflation rate.

Notably, unlike the volume of shop theft, the average value of stolen property is much more sporadic and does not appear to follow an increased trend over time. This supports the suggestion that the increase in shoplifting is impacted by variable socio-economic factors, including increased financial hardship, and the shoplifting cohort may now include a larger proportion of vulnerable, deprived individuals stealing basic necessities as opposed to predominantly featuring vulnerable substance users or organised criminals.

<sup>60</sup> Of 2,904 unique suspects for shop theft between October 21 – September 23, 706 had a drugs occurrence in the last 5 years.

<sup>61</sup> ['Shoplifting is not a victimless crime' - how Notts Police are being recognised nationally for tackling this country-wide problem](#)

### Average stolen property value in Nottinghamshire vs UK inflation rate



Nottinghamshire Police has been recognised nationally for introducing a range of measures to tackle shoplifting. Nottingham has introduced its own priority retail crime team in the City, with plans to expand the offer across the County, focusing not only on enforcement but strong partnership work with businesses. Interventions implemented include:

- Strategic group of police officers and retailers to share intelligence on those causing the most harm;
- Sharing of best practice on staff safety and CCTV;
- Introduction of Criminal Behaviour Orders, which ban offenders from shops and the City Centre;
- Discussions with ex-offenders and local businesses around store layout and crime prevention;
- **The Offender to Rehab project:** fast track rehabilitation to a number of local offenders with substance use problems, funded by the retail sector and the OPCC.

**Operation Pegasus** was launched in October 2023 and has brought together 13 major retailers, and the National Business Crime Solution to fund a dedicated team of analysts in OPAL (the national police intelligence unit for serious organised acquisitive crime) for two years. The aim is to develop a national strategic assessment of the scale of organised retail crime and develop operational intelligence packages for police forces to take forward to tackle serious and organised offenders.

#### 3.2.4 Fraud

**Fraud** is the use of intentional deception to secure unfair or unlawful gain, or to deprive a victim of a legal right. It is the most commonly experienced crime type disclosed by residents as part of the Nottinghamshire Police and Crime Survey at 17% ( $\pm 0.05\%$ ) of adult residents having experienced fraud in the last 12 months.

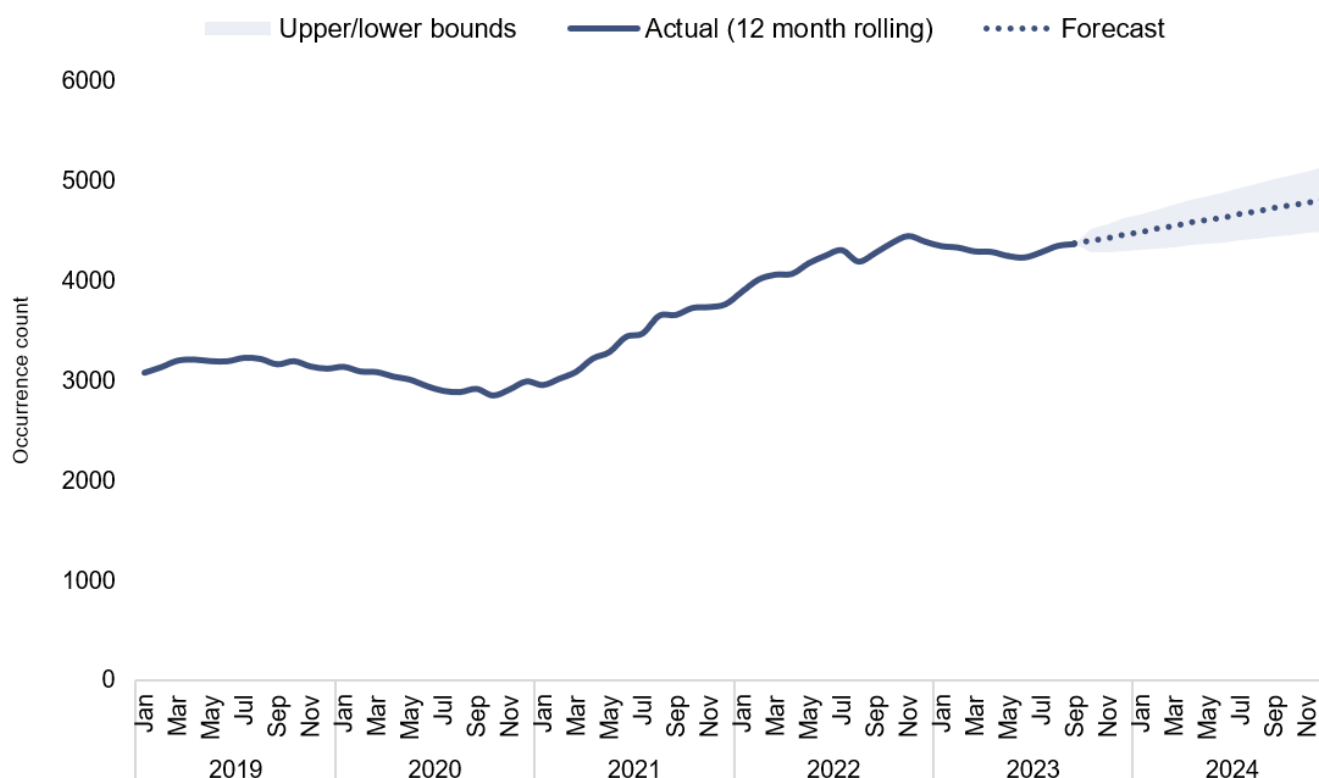
Around 4.1% of all recorded fraud offences resulted in a positive outcome between October 2022 – September 2023, which remains stable to proportions seen in the previous year. At force level, 66% of all recorded shoplifting offences result in no suspect being identified.



	2021/22	2022/23	% change
Self-reported experience of fraud (estimate <sup>62</sup> )	180,215	156,136	▼ (-13%)
Demand presenting to police	4,282	4,368	▲ (+2%)
Crime harm identified	619,749	650,366	▲ (+5%)
Positive outcomes	4.0%	4.1%	= (+0.1 pp)

The graph below shows the rolling 12 months of data for fraud recorded by Nottinghamshire Police over the past 4 years, forecasted to 2024. As highlighted, police recorded crime levels fell at the start of the pandemic but increased since and are now 41% higher than those recorded in the pre-pandemic year ending March 2020 (up from 3,089 offences to 4,368 offences).

**Police recorded fraud in Nottinghamshire,**  
2019 - 2023, forecasted to 2024.



Reported fraud was highest in October 2022, which accounted for 10% of all fraud in the 2022/23 reporting period. This is likely an effect of the increase in cost of living, which has provided criminals with new opportunities for fraudulent crimes and has also increased the vulnerability of victims that were already the target for exploitation by fraudsters. As highlighted, there appears to be two sustained 12 month increases:

- **November 2020 onwards:** this is likely impacted by the second national lockdown, which started from the 5<sup>th</sup> November 202. This meant that a larger proportion of people were spending more time online. There may have been a post-COVID impact, as there was increased emphasis in COVID to report crimes and this may have subsided significantly.
- **March 2022 onwards:** The introduction and expansion of the Fraud Triage Team will have naturally impacted on the number of fraud reports that can be reviewed and processed. The Force have also begun to encourage our cyber and fraud prevent and protect teams to work together so there is a collaborative effort and better recording.

<sup>62</sup> Extrapolated from the police and crime survey, % of respondents that answered yes to question 6 (6): in the last 12 months, have you been a victim of online fraud, including attempts, as a proportion of 16+ population (940,583).

The top repeat addresses were targets of **bilking**, where offenders failed to declare fuel and made off without payment. The previous and current increases in fuel prices are likely to have triggered, and will continue to trigger, more instances of this crime type.

Within fraud offences, the following areas of emerging risk were identified. These are explored in more detail in the [Fraud Partnership Problem Profile](#), but key trends are outlined below:

- **Door to door/rogue tradesmen:** increased by 82% (+102 incidents), reflective of a return to the pre-pandemic offending profile of fraud. Rogue traders take advantage of the most vulnerable in society, reflected in the largest victim demographic being elderly females aged between 75 and 79.
- **Pyramid/Ponzi schemes:** also known as 'get-rich-quick' schemes', increased by 221% (+53 incidents). This increase may be because of expanding crypto currency types and platforms, increased financial pressures and the increased use of social media where these schemes are heavily advertised. Moreover, the desperation that comes with a turbulent economy may result in an increased appeal of these fraudulent schemes to vulnerable individuals.
- **Advance fee fraud:** an increase of 23% (+92 incidents). Has significant victim impact with increasing reports of bank impersonation fraud that covers traditional banks to newer online institutions. Scammers often impersonate trusted organisations and target vulnerable members of society, such as the elderly, and this is reflected in this victim cohort with more than half of all victims aged over 60.

In 2023, the Nottinghamshire OPCC launched the **Nottinghamshire Fraud Partnership**, bringing together partners from public, private, voluntary and banking sectors to better prevent and respond to fraud, and ensure that vulnerable victims are effectively supported. Progress to date includes:

- More than 20 partners signing up to the Nottinghamshire Fraud Charter to show their commitment in preventing, responding, supporting and collaborating in the response to fraud;
- Development of a directory to highlight all involved in the partnership, and to improve understanding of each unique contribution/service offer to assist with the response to fraud;
- Development of a problem profile which will inform future work of the partnership;
- Work to develop a communications cell for a streamlined approach to communications to fraud, in line with the national fraud strategy.

The Nottinghamshire Police **fraud department** triage reports of fraud, relentlessly pursuing those who commit fraud in Nottinghamshire, and also have a prevent and protect arm that look at safeguarding potential victims and educating those that are most at risk. The department's investigative team work closely with the force's Cyber team, who work with regional and national coordinators to tackle the cyber threat.

The PCC continues to support, challenge and scrutinise force activity to improve the response to crimes committed or facilitated online. In 2022/23, this include increasing the number of cyber investigators within the specialist **Cyber Pursue team**, improving the capability to pursue crypto currency and digital proceeds of crime, and improving the knowledge and understanding of cybercrime among frontline officers and staff via additional training and support.

### 3.2.5 Online Crime

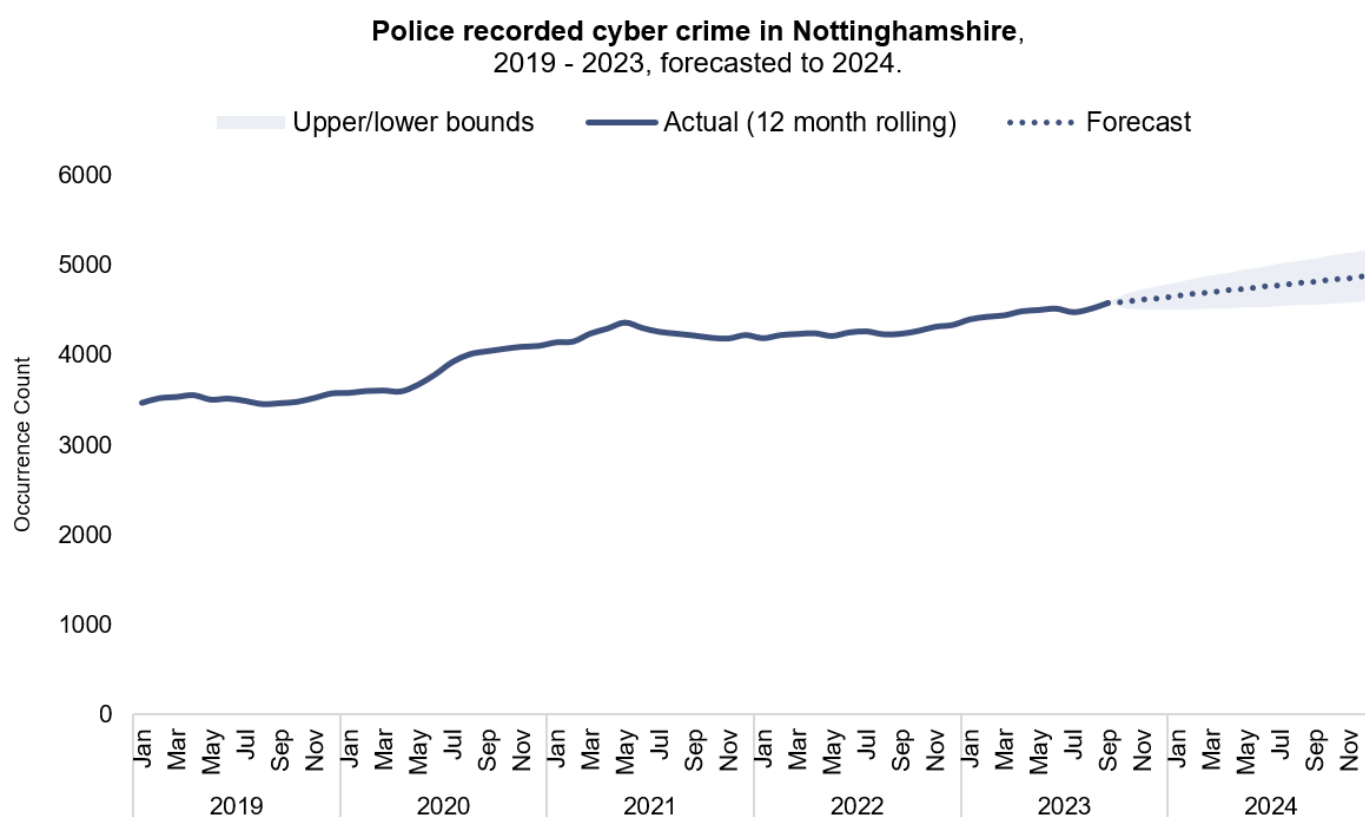
- \* **Digital crimes**<sup>63</sup> account for a growing proportion of offences recorded by the police and continue to rise in scale and complexity, affecting essential services, businesses and individuals alike. The changing environment in which these crimes take place continues to present new challenges and opportunities for the way in which offending and victimisation can be prevented, identified, reported and investigated.

<sup>63</sup> **Digital crimes:** offences which leave a 'digital footprint', are 'internet-facilitated', 'cyber-enabled' or 'cyber dependent'.

The number of **cyber-related crimes**<sup>64</sup> flagged by Nottinghamshire Police (n=4,579) have increased by a further 8% over the most recent year. The rate of cybercrime in Nottinghamshire is 4 per 1,000 population, which is in line with the MSG and national averages.

Of the cybercrimes recorded, the majority were malicious communication or harassment offences (36%), obscene publications (13%) and blackmail (10%). Among the cybercrime categories, malicious communication and blackmail offences showed the most notable increases on the previous year, increasing by 17% (+244 incidents) and 45% (+152 incidents) respectively. It is important to note that the proportion of crimes facilitated through dating websites has doubled, and now represents around 10% of crimes facilitated online (up from 3% this time last year).

The 11.8% increase recorded in 2020 was partly affected by a marked rise in online activity during the Coronavirus lockdown, alongside increases in online phishing and email scams linked to Covid-19, Track and Trace, HMRC and the vaccine programme seen nationally. Although levels of cybercrime sit significantly higher than the pre-COVID baseline (+27%), trends appear to have stabilised at a new post-pandemic level in an emerging digital space. This is shown in the graph below.



Despite this stability outlined above, the online space is a turbulent, rapidly evolving area. The proportion of crime with a digital element is expected to continue to grow for the foreseeable future, with significant implications for the levels of police resourcing and specialist expertise required at local, regional and national levels. Extreme connectivity and the increasing volume of real time data is enabling the growth in cyber crime, online fraud, novel and complex crime.

The growing volume of **digital disinformation** is also cited as a major emerging threat, with the potential for false, misleading, abusive and 'deep fake' content to increasingly enable exploitation, hate crime, harassment, domestic abuse, radicalisation and increase support for extremist or violent ideologies. The speed at which information can 'go viral' can also present a risk to community cohesion and police legitimacy.

<sup>64</sup> **Cyber related crimes:** offences flagged as having an online element i.e. officer believes that on the balance of probability, the offence was committed, in full or in part, through a computer, computer network or computer enabled device. The data included here excludes fraud/non-crimes as they have been explored in the previous section.

The emerging trends and risks with regards to policing the digital beat are explored in the changing organisational landscape and horizon scanning section of this needs assessment.

Nottinghamshire Police have a **cyber-prevention strategy** in place which focusses on raising awareness of cyber crime, how to report it and educating on the steps individuals can take to minimise risk. The Cyber Prevent team actively engage with around 2 new subjects on average, per month, for diversionary activity predominantly into cyber choices, also supporting protect activity.

The **Cyber Choices programme** was created to help people make informed choices and to use their cyber skills in a legal way. It is a national programme co-ordinated by the National Crime Agency and delivered by cyber choices teams within ROCU's and local police force cyber teams. The aims of the programme are:

- Explain the difference between legal and illegal cyber activity;
- Encourage individuals to make informed choices in their use of technology;
- Increase awareness of the Computer Use Act 1990;
- Promote positive and legal cyber opportunities.

## Organised Crime

One of the most recent and impactful police operations was the National Crime Agency (NCA) Operation Venetic which provided insight into how organised criminals were utilising digital encrypted devices and a secure platform (EncroChat) to run their organisations and businesses. Once the operating system into EncroChat was 'cracked' by French and Dutch law enforcement, the NCA reported that they had been able to use the data to identify criminals, solve murders and tackle the drug trade at the highest levels. Up to the end of September 2023 this had resulted in over 1,200 criminals being jailed nationally.

The EncroChat platform closed in 2020, other platforms such as Wickr, Signal have been suggested as being used for secure communications, along with internal chat facilities within gaming environments, as well as the more common social media platforms as more and more move to end to end encryption (E2EE). There are also potential opportunities within virtual environments which are becoming more accessible along with the possible recreation of a network similar to EncroChat. This is considered a possibility as there have been other similar platforms previously utilised by criminals, such as Ennetcom, Exclu, Sky Global and Phantom Secure. Following the closure of Phantom Secure some criminals were said to have moved to ANOM, which was in fact a trojan horse system deployed by the FBI across several countries and resulted in 800 arrests over 16 countries. All the above have been disrupted and closed by law enforcement activity at the time of writing.

In Nottinghamshire there have been over 10 cases<sup>65</sup> that originated from Operation Venetic involving numerous criminals. Many were mapped as being part of organised crime groups, but several who were not, although still often known to the police. For the cases already prosecuted, sentences totalling more than 95 years have been received by those involved for drug importation/trafficking offences.

## Internet Child Exploitation (ICE)

Nottinghamshire Police has a dedicated Internet Child Exploitation (ICE) Team who receive referrals for offences that are cyber enabled. The Force Intelligence Profile for 2022/2023 showed 310 occurrences for indecent image possession and 341 enforcements linked to 300 recorded offences, this is 74% increase from 2020/2021 when the data was last assessed. The majority of referrals (77%) were made by the Child Exploitation and Online Protection Centre (CEOP).

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<sup>65</sup> Some are still awaiting court trial and so exact figures cannot be published at this time.

The ICE team risk assesses cases, with most (48%) being low risk and 8% being Very High Risk. Offences are most commonly reported between 31-60 days following the offence occurring with 10% having occurred historically<sup>66</sup>. 73% of offenders are male with 53% being under the age of 30, and 48% are recorded as White British.

Snapchat and Instagram are the prevalent applications used in Indecent Image linked offences. It is important to consider the impact of end to end encryption (E2EE) on child safety, specifically indecent image sharing. E2EE is a secure communication system where messages can only be seen by the sender and receiver. It is used positively to keep bank transactions/online purchases safe and secure, however some social media companies such as Meta are proposing to implement or already have implemented E2EE in private messaging spaces<sup>67</sup>.

This would override some of the current controls in place that help to keep children safe and potentially poses a huge risk to child sexual abuse: the National Centre for Missing and Exploited Children estimate up to 70% of Meta referrals could be lost following the roll out of E2EE. The online safety bill does set out a legal duty for social media companies to put in place systems and processes to tackle child sexual abuse content on their services irrespective of the technologies they use, including services using E2EE.

### 3.2.6 Other theft offences

#### Vehicle crime

Levels of **vehicle crime** recorded by Nottinghamshire Police fell by 4% in the most recent 12 months compared to the previous year. Overall levels of vehicle crime remain significantly lower than the pre-COVID baseline (-31%), with theft from a motor vehicle decreasing by 42%, or 2,275 incidents, vehicle interference decreasing by 29%, or 285 incidents, and theft of a motor vehicle decreasing by 5%, or 107 incidents.

The rate of vehicle crime in Nottinghamshire is approximately 5 per 1,000 population, which is below the MSG average (6.5 per 1,000). 3.5% of respondents across Nottinghamshire said they had personally been a victim of car crime in the last 12 months, which equates to approximately 32,826 individuals ( $\pm 0.05\%$ ). This is an increase of 0.7% pp compared to the previous year.

Around 3.3% of vehicle crime between October 2022 – September 2023 resulted in a positive outcome, whilst around 89% resulted in no suspect being identified. Positive outcomes are strongest in Gedling and Mansfield, both at 5.2%, and lowest in Bassetlaw, Newark & Sherwood (2.3%).

	2021/22	2022/23	% change	MSG comparison
Self-reported experience of vehicle crime (estimate <sup>68</sup> )	26,054	32,826	▲ (+25%)	-
Demand presenting to police	6,336	6,082	▼ (-4%)	Below average
Crime harm identified	443,060	426,428	▼ (-4%)	-
Positive outcomes	3.2%	3.3%	▲ (+0.1 pp)	Average

Bassetlaw and Nottingham City show as outliers for volumes of vehicle crime, as they are overrepresented when compared to their population share<sup>69</sup>. Despite this, both local authorities showed an 11% decrease in the volume of vehicle crime in the most recent 12 months. Rushcliffe also showed a significant decrease,

<sup>66</sup> Historic Sexual Offences are deemed as any that occurred more than year before reporting.

<sup>67</sup> [End-to-end encryption and child safety - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/end-to-end-encryption-and-child-safety)

<sup>68</sup> Extrapolated from the police and crime survey, % of respondents that answered yes to question 6 (9): in the last 12 months, have you personally been a victim of car crime (theft of or from a vehicle) proportion of 16+ population (940,583).

<sup>69</sup> Bassetlaw makes up 10% of Nottinghamshire's resident population, but 13% of vehicle crime occur here, and Nottingham City makes up 29% of the population but represents 33% of residential burglaries.

however Mansfield (+30%, +160 incidents), and Broxtowe (+19%, +96 incidents) both increased compared to the previous year.

### Theft from the person

Volumes of **theft from the person** recorded by Nottinghamshire Police increased slightly in the most recent 12 months (+2%, +21 incidents), but notably is significantly lower than the pre-COVID baseline (-42.1%). The rate of theft from the person in Nottinghamshire remains significantly higher than the MSG average.

3.9% of theft from the person in the most recent 12 months resulted in a positive outcome, which is significantly higher than the national and MSG (2.3%) averages. Positive outcomes are strongest in Bassetlaw (11%) and Ashfield (9%), and lowest in City West and Broxtowe (both at 2%). Around 67% of theft from the person offences resulted in no suspect being identified.

The majority of all theft from the person in Nottinghamshire occurs in Nottingham City (64%), specifically Market Square (18%) and Victoria Centre (9%). Of the theft occurrences which had the property main type included in the occurrence (n=954), **mobile phones** accounted for nearly half of all property stolen (49%), followed by cash/valuables at 24%. A high volume of the occurrences in the reporting period involved the theft of mobile phones from nightclubs and hospitality venues.

Victim demographics for theft from the person were similarly split between females (55%) and males (45%), however the majority of offenders/suspects were male (70%). The demographic with the largest volume of offenders were young males aged between 15-19 which accounted for 11% of this entire cohort. The majority of victims by contrast were young females aged between 20-24 (9% of all victims).

	2021/22	2022/23	% change	MSG comparison
Demand presenting to police	1,028	1,049	▲ (+2%)	Above average
Crime harm identified	98,312	100,320	▲ (+2%)	-
Positive outcomes	3.9%	3.6%	▼ (0.3 pp)	Above average



### 3.3 Serious Organised Crime

Serious and organised crime (SOC) is criminal activity that is planned, coordinated and committed by people working individually, in groups, or as part of transnational networks<sup>70</sup>. It usually centres on acquiring money, profit, influence and power. SOC accounts for a large amount of influence in the criminal world, being at the heart of facilitating such crimes as **drug trafficking**, **fraud** and **modern slavery/human trafficking (MSHT)**.

Like a business, an organised crime group (OCG) establishes a network of contacts and tactics in order to carry out their specific crime. The large majority of OCGs operate on this basis of profiteering from their business model, and it is money and status that are the general goals for people within these circles.

#### 3.3.1 Drug trafficking

**Drug trafficking** is a common method for an OCG to gain profit as the selling of drugs provides high profit margins with somewhat marginalised risk compared to other crimes, and usually carry lower length sentences should they be found guilty. The trafficking of controlled drugs is a major source of revenue for OCGs many of whom are involved in other forms of serious crime such as firearms, modern slavery and immigration crime. Action against drug trafficking therefore has a much wider disruptive impact on organised criminal activation.

Due to Nottinghamshire's inland geographical location, the OCGs operating within the area are typically receivers from organised persons/groups within the UK who direct product from abroad into the county.

Intelligence suggests that sources for Class A supply in Nottinghamshire originate in several other main cities, including links with the north of the country. OCGs then supply to either street level individuals within their own faction or to people who are designated street dealers who receive their supply from multiple sources.

Drug trafficking offences recorded by Nottinghamshire Police increased by 36% in the most recent 12 months, compared to the previous year, and the rate of drug trafficking is in line with the most similar group (MSG) average. Rates do however remain higher than expected in Bassetlaw.

Around 41% of drug trafficking offences between October 2022 – September 2023 resulted in a positive outcome, which is below the MSG average rate, and also lower than the same period for the previous year in Nottinghamshire (57%). It is noted that some of these will be complex cases that are ongoing and when figures are checked retrospectively next year the figure will have increased. At force level, around 20% of all recorded drug trafficking offences resulted in no suspect being identified, while evidential difficulties prevented a further 21% of cases from being processed.

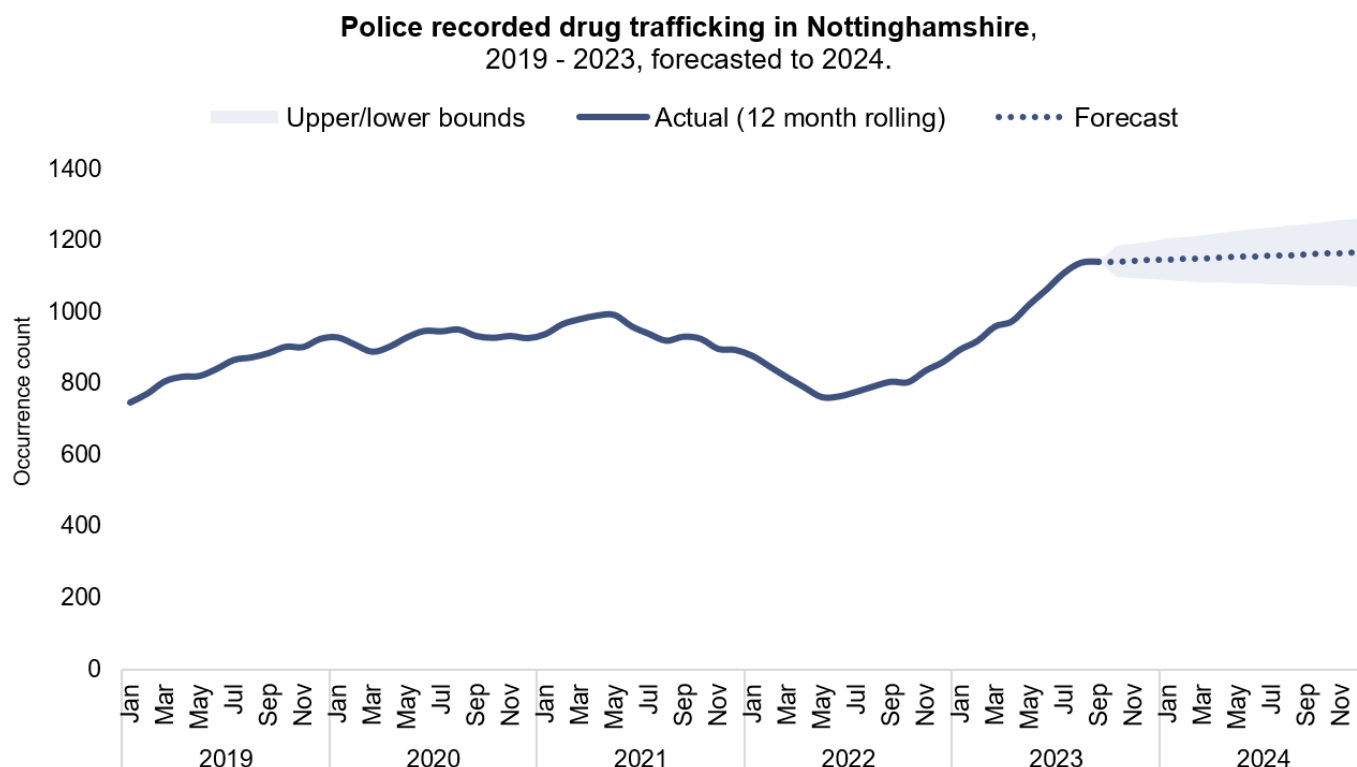
	2021/22	2022/23	% change	MSG comparison
Demand presenting to police	804	1,140	▲ (+ 36%)	Average
Positive outcomes	57%	41%	▼ (-16 pp)	Below Average

Over half of all drug trafficking offences involved the class B drugs (56%), 37% were class A drugs and 5% class C drugs (a further 3% were of unspecified class). Cannabis remains the most common substance to be trafficked in Nottinghamshire, accounting for 41% of all recorded offences; levels of offences recorded by Nottinghamshire Police have stayed relatively stable when compared to the previous year (+4%).

The cannabis trade varies slightly to that of the Class A market as it can be produced anywhere if the correct set up is established. Intelligence suggests that there are well-connected national networks operating in the UK that are heavily saturated by Albanian and other Balkan region persons/groups as the most influential in the cannabis sphere of Nottinghamshire.

<sup>70</sup> [Policing in the UK: Serious and Organised Crime \(parliament.uk\)](https://www.parliament.uk/publications/2022/10/policing-in-the-uk-serious-and-organised-crime)

The graph below shows the rolling 12 months of data for drug trafficking recorded by Nottinghamshire Police over the past 4 years, forecasted to 2024. As shown, the pandemic had little to no effect on the volume of drug trafficking offences reported. Recent months have seen an increasing trend in police recorded drug trafficking offences, which may be the effect of proactive policing and disruptive activity.



## The importation of drugs

The most significant increase in the type of drug trafficking offence was the **unlawful import of controlled drugs**, which increased from 29 recorded occurrences by Nottinghamshire Police in the previous year to 236 occurrences in the most recent 12 months. The import of Class B substances accounted for the majority of unlawful import offences (61%), with class C accounting for 19%. Importation of illicit substances has been on the rise for the past few years. Recent trends in cannabis supply have shown a change towards importation, reflected in the importation of class B increase.

Intelligence suggests this may be because:

- It is cheaper to import large quantities from abroad than it is to home grow;
- It reduces the risks of the drug being stolen by rival dealers;
- Dealers don't have to be well connected and can organise their whole business themselves, adding to the fragmentation of OCGs in recent times.

Importation of illicit substances has been on the rise for the past few years, not just in the UK but other countries in Western Europe. This trend has been accelerated by pandemic restrictions, with previously popular tactics being made impossible as non-necessary travel was prevented. This led to drug suppliers resorting to alternative tactics, mainly maritime based, which have allowed the supply network to continue.

Since the restrictions of the pandemic have been lifted, travel by air has increased significantly, with travel by mail specifically rapidly on the rise. All types of illicit substances have been evidenced to have been transported via air mail, from Class A to Class C commodities.

One particular drug that has seen a huge rise in this methodology is **cannabis**; the USA and Canada are featured heavily within the intelligence picture as the source destination of these shipments, which is likely due to the legalisation of cannabis in some states and Canada nationwide.

As a result of this fast-flowing trend, Nottinghamshire Police have initiated a more proactive response in identifying those involved in fast parcels and the illegal import of controlled substances. Alongside the changing landscape of the drug market, this proactivity may be a contributing reason as to why importation figures have risen significantly.

### \* The impact of the heroin ban

In April 2022, the Taliban in Afghanistan implemented a drug ban, which led to a reduction of 95% in cultivation of the poppies. This has had a worldwide impact on the supply of heroin. The impact of the drug ban can be hard to quantify, however it should be noted that cocaine manufacturing has increased; demand changes to other drugs, such as cocaine may have filled the gap that heroin has left.

There could also be a move towards newer synthetic opioids that mimic the effects of heroin such as **fentanyl**. It is a notably stronger opioid than heroin that has led to a drug overdose epidemic in America, with up to 90% of drug deaths in 2021 a result of this substance. The opioid fentanyl is 50 times stronger than heroin; nitazene have similar properties but can be up to 300 times stronger than heroin<sup>71</sup>. Nationally, nitazenes have been found in heroin, cannabis, cocaine, in vapes and in various pills including diazepam and benzodiazepines.

In Nottinghamshire, Fentanyl has previously been seen, as have **nitazenes**, and there have been arrests in relation to drug overdoses. Nitazene was found in drugs sold as heroin in Nottinghamshire and are confirmed linked to at least three drug related deaths. It is likely this will continue, and it may be that some users switch directly to fentanyl or nitazene in the coming months.

### 3.3.2 Weapons and organised crime

**Possession of weapon offences will be analysed more broadly in the serious violence section of this assessment, as not all occurrences are linked to organised crime. The data highlighted below focuses on the organised aspect of weapon offences.**

Many of those involved in in organised crime and drug supply are also commonly involved in **importing weapons**. Nottinghamshire Police recorded 84 occurrences of weapon importation in the most recent 12 months, compared to just 14 offences in the previous year. In analysing the occurrences within the last 2 years, the majority of weapons originated in China and were seized at Heathrow Airport. The most prevalent type of weapon was a flick knife.

Due to the laws around the purchase and possession of certain types of knives, there are few opportunities to attain knives specifically designed for combat. There are overt websites that originate abroad and sell illegal weaponry. A common technique is for the item to be mis-labelled to avoid detection. This is a tactic that is suggested to be happening more regularly which reflects the increase of weapon importation in Nottinghamshire.

Of note, there was also an identifiable trend in suspects stating that they did *not know that it would be illegal* when purchasing the articles. Whilst such reasoning presented by suspects may be falsified, it is also likely that a number of suspects will be unaware of the legislation in this area.

A quick online search for an illegal weapon followed by 'UK' brings back numerous results, many of which feature big name online shopping brands that show items for sale claiming to be UK legal however hold absolute prohibition to possess. Anyone searching for weapons or comes across advertisement for them are likely to be influenced by seeing them on a **reputable and known site** and having misleading wording, using phrasing such as 'Hunting Knife' or 'Self-Defence'; masquerading the actual legality of the product.

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<sup>71</sup> [Nitazenes – DrugWise](#)

- \* **There is a clear theme online that this is a prevalent issue and, with the rapidly evolving online world, it is likely that access to such items will only increase over the coming years.**

## Firearms

Firearms are heavily associated to the drugs trade as they are seen to be the ultimate for protection, to threaten and to cause harm. They are not as common as bladed articles as they are less accessible and, those with capability to possess firearms tend to sit towards the higher end of the criminal chain. Intelligence suggests that there are a select number of persons within Nottinghamshire who have the capability to supply firearms however the likelihood is that they are sourced from out of county, namely towards the Northwest of Merseyside and Greater Manchester.

With the rise of technology, the trends of firearms are evolving, with the possession and use of slam guns and converted blank firers increasing. These firearms are usually made of easily attainable parts such as metal pipes, but can also be made using 3D printing technologies, a method that has become more common as the costs of 3D printing have fallen.

### 3.3.2 Organised criminality and fraud

As mentioned in the acquisitive crime section of this report, fraud ranges across the full breadth of criminality, from low-level to sophisticated cyber-enabled manipulation. **Money laundering**<sup>72</sup> of proceeds of crime is a key enabler of most serious and organised crime impacting the UK, and the threat is continuously evolving with the emergence of new technologies, services and products such as crypto assets<sup>73</sup>.

The force have a **money laundering team** to proactively target those that are living beyond their means with no legitimate income, but where the criminality being undertaken is not immediately obvious. The team use both civil and criminal methods to disrupt serious organised crime.

There are many methods utilised by OCGs, such as using legitimate businesses to launder their criminally gained money, with cash-based methods are most commonly relied upon. Other examples are through using money mules, who may be actively involved in criminality or may be completely removed but are used to transfer funds from one account to another, with the aim to avoid detection and hinder any paper trails between parties.

Criminals are increasingly using online methods to encourage people to become money mules, and it is likely that cost of living pressures will attract a wider range of people to money mule activity. There are also links from intelligence to counterfeit money and the proceeds of organised crime.

The National Economic Crime Centre established **Operation Plutus** in 2022 to target cash-based money laundering and close vulnerabilities. The NPCC launched a proactive toolkit, used by officers in Nottinghamshire Police, to enhance the existing activity undertaken against money launderers.

The toolkit features information on cash intensive businesses and the signs to look out for. The higher risk of money laundering for such businesses arises from the vulnerabilities for income to be undeclared, giving rise to tax offences, and the mixing of legitimate cash with illegitimate cash.

### 3.3.3 Modern Slavery

**Modern slavery** is a common tactic used within the drugs trade and can take many forms, such as county lines or cuckooing. It is well documented that there are OCGs that organise for people to enter the UK illegally to become cannabis gardeners. A tactic seen is giving young males specifically the false promise that a better

<sup>72</sup> **Money laundering** is the possession concealment, conversion, transfer or making of arrangements relating to proceeds of crime.

<sup>73</sup> [Economic Crime Plan, 2019 to 2022, accessible version - GOV.UK](#)

life in the UK, and that they have to pay X amount to the OCG to facilitate the travel. When the person arrives, they are told they are in a larger debt than agreed and that they will have to work to pay it off and be forced to work at a cannabis grow, and likely not be allowed to leave the address.

Intelligence reports suggest that debt bondage<sup>74</sup> is another common form of modern slavery within Nottinghamshire with drug users that enter a debt with a supplier may be forced to work in order to pay the debt off. In recent years, local dealers have reportedly forced female drug users to perform sexual acts in order to pay off their debts.

Intelligence suggests that there are persons/groups within Nottinghamshire that are involved with **human trafficking** as their sole business and specialism, usually facilitated via 'small boats'. These are small, waterborne vessels that are often launched from larger ships and don't require a proper port to be able to transfer persons from the boat to land and so can avoid detection at port border controls.

The overall trends of modern slavery and exploitation are explored in further detail in the following serious violence section of this assessment.

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<sup>74</sup> A form of exploitation where a person pledges their services as collateral for a debt or other obligation.

### 3.4 Serious Violence

The **Serious Violence Duty** is a key part of the Government's programme that places a duty on specified authorities to plan and collaborate to prevent and tackle serious violence in their local area and encourages the adoption of a public health approach. The duty started on the 31<sup>st</sup> of January 2023, and specified authorities have 12 months to deliver on mandatory requirements.

As part of the Duty, local area profiles were created for each of the 8 local authorities across Nottinghamshire, plus a separate profile for Nottingham City Centre. These local assessments provide comprehensive overviews of trends, drivers and enablers impacting upon serious violence in the respective areas, to inform policy and practice in the approach to the Serious Violence Duty.

#### Defining serious violence

Section 13 of the Police, Crime and Sentencing Act 2022 makes clear that **violence** is not limited to physical violence. It provides that, for the purposes of the Serious Violence Duty, violence includes domestic abuse, sexual offences, violence against property and threats of violence but does not include terrorism<sup>75</sup>.

The Nottingham City and Nottinghamshire Violence Reduction Partnership's (NNVRP) definition of serious violence recognises the complexity of violence but focuses on all incidents (offences and injuries) that cause serious harm.

**Serious violence** is therefore inclusive of:

- Any violence in under 25s;
- Domestic Abuse and Sexual Violence;
- Violence Against the Person;
- Criminality where serious violence or its threat is inherent;
- Exploitation where serious violence or its threat is inherent.

Although there is no agreed national definition, **serious violence** has been defined and classified locally by the following Home Office crime categories as part of this assessment based on the degree of harm that they typically present:

- **Violence against the person:** homicide, attempted murder, assault with injury<sup>76</sup>, assault with intent to cause serious harm, and knife-enabled threats to kill;
- **Sexual violence:** rape and sexual assault
- **Robbery:** knife-enabled robbery of business or personal property;
- **Exploitation:** modern slavery, child criminal exploitation (CCE) and child sexual exploitation (CSE)

Within these offences and injuries, there will be a particular focus on gun and knife crime, violence against women and girls, and the associations with alcohol and/or drug use, associations with organised crime and County Lines<sup>77</sup>. The overall NNVRP strategic needs assessment (SNA) will consider the wider risk factors such as weapons possession, and other impacts that build the picture of serious violence locally.

As shown in the figure below, overall volumes of **serious violence** in Nottinghamshire have decreased by 13% in the most recent 12 months compared to the previous year. This decrease is most pronounced among assault with injury (-16%) and sexual assault (-10%) offences. Levels of knife-enabled robbery, threats to kill and modern slavery have stayed relatively stable.

<sup>75</sup> [Police, Crime, Sentencing and Courts Act 2022 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2022/22/section/13)

<sup>76</sup> **Assault with injury:** section 18, 20 and 47 offences as defined by the [Offences Against the Person Act \(OAPA\)](#)

<sup>77</sup> **County Lines:** highly organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile phone lines or other form of 'deal line'.

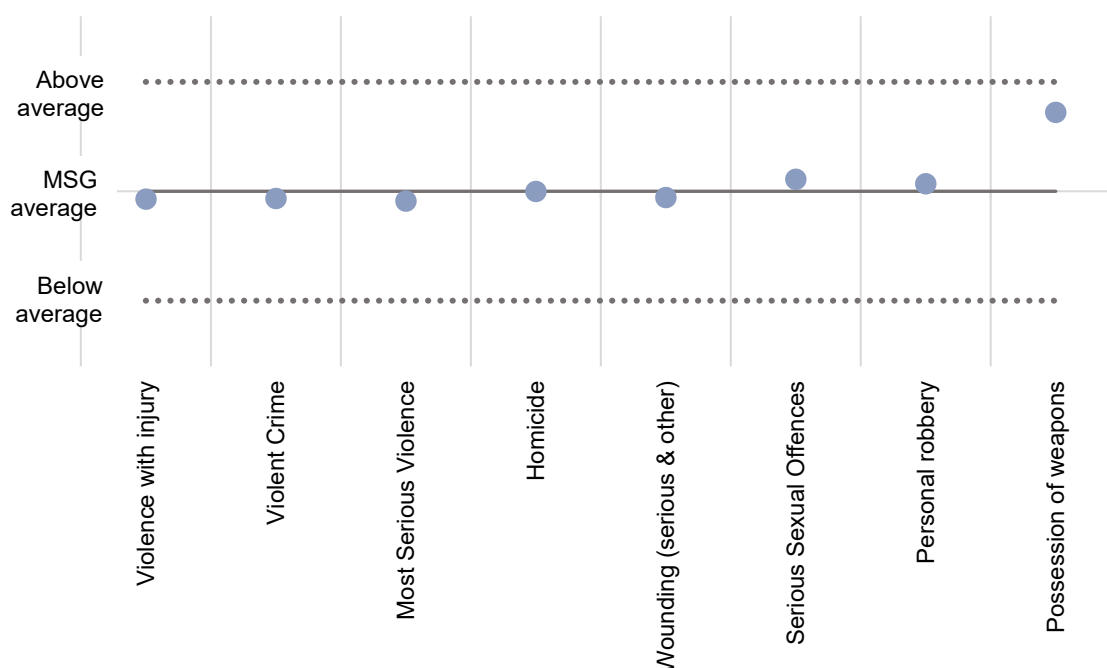


Although it is outside the scope of NNVRP's definition of serious violence, possession of weapon offences are also analysed as they are a well-established enabler of the most serious forms of violence and injury. Weapon possession has increased by 16% in the most recent 12 months compared to the previous year. It is important to consider the effect of proactive policing that will affect this increase. The trends that underly this data, and serious violence widely, are explored in further detail below.

	2021/22	2022/23	% change
Homicide	13	12	▼ (-8%)
Assault with injury	9,923	8,360	▼ (-16%)
Assault with intent to cause serious harm	747	712	▼ (-5%)
Knife-enabled threats to kill	146	156	▲ (+7%)
Rape	1,059	1,077	▲ (+2%)
Sexual assault	1,349	1,220	▼ (-10%)
Knife-enabled robbery	250	255	▲ (+2%)
Modern Slavery	269	287	▲ (+7%)
<b>Police recorded serious violence</b>	<b>13,756</b>	<b>12,079</b>	<b>▼ (-12%)</b>
<i>Possession of weapon offences</i>	1,349	1,559	▲ (+16%)

The table below shows the serious violence<sup>78</sup> crime rate in Nottinghamshire for in the most recent 12 months, as compared to the most similar group (MSG) average. As highlighted, the majority of serious violence offences in Nottinghamshire remain broadly in line with that of comparable police force areas. The only exception is **possession of weapon** offences, which sit at a rate 36% higher than the MSG average. It is notable that Nottinghamshire is the only Force outside of the Metropolitan Police that has dedicated knife crime teams. The proactive work in monitoring and challenging knife/weapons carriers contributes to the increased numbers seen, as does the work undertaken by the Operation Reacher neighbourhood teams.

**Nottinghamshire Police Recorded Serious Violence (MSG comparison),**  
October 2022 - September 2023



<sup>78</sup> Based on i-Quanta data and therefore definitions for serious violence may contrast and not fully encompass those outlined in the NNVRP's definition, for example knife crime is not included.

## Public place youth violence

In the most recent 12 months, 30% of serious violence in Nottinghamshire occurred in a public/open place. Overall, volumes of public place violence decreased from 4,014 occurrences in the previous year to 3,379 occurrences between October 2022 – September 2023. Although the volume of public place violence has decreased, the proportions for both years have stayed stable at 30%. This highlights that violence occurring on the street is still a significant driver of crime in Nottinghamshire.

Notably, of the occurrences of public place violence in Nottinghamshire, the majority involved either a victim or an offender under the age of 25, at 54% of all offences. As discussed above, this is mostly due to a skew towards **victims of violence**: young victims made up 46% of serious violence occurrences in a public place while young offenders made up 27%.

The table below shows the proportions of public place violence that involved a victim, or an offender aged under 25 in the most recent 12 months, compared to the previous year. As shown, the majority of proportions have decreased significantly compared to the previous year, however of note **knife-enabled robbery** has stayed stable, and **modern slavery (criminal exploitation involving drug supply)** has increased.

This would suggest that in the most recent 12 months, young people have become more likely to be exposed to these categories of violent crime.

	Proportion of public place violence that involved a victim or offender aged under 25	
	2021/22	2022/23
Homicide	71%	50%
Knife-enabled robbery	66%	<b>66%</b>
Knife-enabled threats to kill	41%	33%
Modern Slavery	68%	<b>76%</b>
Rape	75%	64%
Sexual Assault	78%	73%
ABH	53%	51%
GBH	54%	46%
<b>All public place serious violence</b>	<b>56%</b>	<b>54%</b>

- \* For young victims, this disproportionality of higher levels of exposure was most significant for sexual assault (71% involved a young victim, n=169), modern slavery (72% involved a young victim, n=21) and knife-enabled robbery (61% involved a young victim, n=110). For young offenders, this was most significant for perpetrators of knife-enabled robbery (29%, n=52), rape (30%, n=32) and GBH (29%, n=106).

### 3.4.1 Homicide

Major crime has had a high level of demand in 2023, with complex and challenging enquiries across the region. The homicide figure stands at 30 investigations across the East Midlands Region. Nationally, homicide rates remain at 17% below the 2019 baseline figure, but an +88% increase for the first 6 months of 2023 may put the region as an outlier nationally.

An average of 10 homicides are recorded in Nottinghamshire each year<sup>79</sup>, which remains broadly in line with the three-year average for that of most similar forces. The 12 months to September 2023 however saw 12 homicides, and a further 9 attempted murders. These figures were impacted by the tragic multiple homicide in Nottingham City in June 2023. As a rare major crime, homicide cases are heavily resourced, with the vast majority leading to a positive criminal justice outcome.

*It is important to note that the 12 homicides to September 2023 include one historic occurrence from June where remains found in Sutton-in-Ashfield were linked to a missing persons case from 1967.*

In Nottinghamshire, between 1.7 and 3.0 domestic homicides are recorded each year in the rolling 12-month data. Reflecting this, the rolling yearly average for domestic homicides, as captured in September 2023 is 1.7 against a 2019/20 baseline of 4. In the year ending September 2023, 5 homicides were knife related, with attempted murder accounting for a further 3.

It should be noted that at the time of writing, there have been a further 5 homicides in Nottinghamshire to the end of 2023, that fall outside of the reporting period as given. To allow for further insight to be drawn regarding the crime type; these occurrences have been assessed and show furtherance of **domesticity links** as well as **young persons as offenders** and public place violence.

The **Winter Homicide Prevention campaign** has been introduced in force in January 2024; it has been developed from data obtained from the NPCC homicide portfolio that is led by Nottinghamshire Police’s Chief Constable, Kate Meynell.

While there are numerous factors that influence homicides throughout the UK, men aged 25 and over are being targeted in the prevention campaign to prevent incidents in public places. In Nottinghamshire, analysis shows that violence in the night-time economy is a key contributor for homicides and near misses, with alcohol and spontaneous altercations being common factors.

3.4.2 Assault

An **assault** is where a person intentionally or recklessly uses unlawful force against someone else. The following section covers actual bodily harm (ABH) or section 47, and grievous bodily harm (GBH) or section 20 and 18 offences. Assault with injury offences recorded by Nottinghamshire Police fell by 15% in the most recent 12 months, compared to the previous year. The rate of assault with injury is approximately 1 per 1,000 population, which is in line with the MSG average.

In the Police and Crime Survey, 2.33% of respondents across Nottinghamshire said they had personally been a victim of physical violence or assault by anyone in either a public or private place, which equates to approximately 21,915 individuals (± 0.05%) <sup>80</sup>. This did not represent a statistically significant change on levels recorded during the previous year. Of those that answered yes, 29% of respondents were repeat victims of physical violence, which is similar to the level of 26% repeat victims in the previous year.

	2021/22	2022/23	% change	MSG comparison
Demand presenting to police <sup>81</sup>	10,670	9,072	▼ (-15%)	Average
Crime harm identified	3.62 m	3.23 m	▼ (-11%)	-
Positive outcomes	14.1%	12.5%	▼ (-1.6 pp)	Above average

<sup>79</sup> Based on 3 year rolling average on account of low volumes concerned.  
<sup>80</sup> Extrapolated from the police and crime survey, % of respondents that answered yes to question 6 (3): in the last 12 months, have you been a victim of physical violence/assault by anyone in either a public/private place, as a proportion of 16+ population (940,583).  
<sup>81</sup> Police recorded crime data for S18, S20 and S47 assaults, both with and without intent.

Of the assault with injury offences recorded in the most recent 12 months, 90% were S47 assault occasioning actual bodily harm (AOABH) offences, and the remainder were S18 grievous bodily harm (GBH) offences.

All classifications of assault were shown to have decreased or stayed relatively stable in the most recent 12 months, with large reductions in high volume, relatively low harm S47 AOABH offences driving the significant decrease in police recorded crime shown above.

Around 12.5% of assaults with injury between October 2022 – September 2023 resulted in a positive outcome, which remains higher than the national and MSG averages but was a decrease from 14.1% of occurrences in the previous year. Positive outcomes were strongest in Mansfield (16%) and Nottingham City (14%), and lowest in South Notts (10%). At force level, 44% of assaults resulted in no suspect being identified, while evidential difficulties prevent a further 10% of cases from being processed.

## Alcohol and serious violence

The majority of assaults with injury occurred in **Nottingham City** and **Mansfield**, which is likely a result of the heavy footfall and night-time economy (NTE) in these areas. The NTE provides many opportunities for serious violence and the relationship between alcohol and violence is complex.

Alcohol consumption is more closely associated with violent behaviour than any other substance; by lowering inhibitions and impairing judgement it can increase both aggression and the willingness to take risks<sup>82</sup>. Demonstrating this, a quarter<sup>83</sup> of the assault occurrences in Nottinghamshire between October 2022 – September 2023 had alcohol cited as an influencing factor.

It is also expected that certain socioeconomic groups experience alcohol related violence and associated harm more than other groups with research highlighting a strong link between areas of high deprivation, violent crime and high alcohol availability<sup>84</sup>.

The OPCC have continued to work with the City Business Improvement District (BID) and community safety partners to make best use of revenue from the **Late Night Levy**. A range of sustainable night-time economy interventions are being taken forward, informed by an independent needs assessment undertaken in 2022. These include:

- Embedding the Safe Spaces pledge which has been expanded to create more places of refuge for women and girls seeking support, including new innovative CCTV refuge cameras in Nottingham, Warsop and Kirkby;
- Further roll out of 'Best Bar None' accreditation;
- Expanding and promoting bystander training for night-time economy staff;
- Roll out and promotion of the **Consent Coalition** public health campaign, which promotes the Night-time A-Z at tram stops and buses which are used on routes passing through target areas.

### 3.4.3 Knife crime

**Knife crime**, referring to crime which involves a sharp instrument or an object with a blade, has been previously labelled as an epidemic in the UK and around the world<sup>85</sup>. It includes threats and attempts, in addition to violence with injury. It can have devastating consequences for victims, communities and society, and it disproportionately damages the lives of the young and disadvantaged.

Instances of violent knife crimes are often sporadic and unpredictable in nature, sometimes triggered by dispute and rivalry.

<sup>82</sup> [Alcohol, crime and disorder | Alcohol Change UK](#)

<sup>83</sup> 2,150 out of 9,072 assault with injury occurrences had an alcohol flag

<sup>84</sup> [The role of deprivation and alcohol availability in shaping trends in violent crime](#)

<sup>85</sup> [Research & Analysis Bulletin 2022/03 Promising approaches to knife crime: an exploratory study](#)

## Violent knife crime

Of the serious violence occurrences reported in the most recent 12 months, 14% involved a weapon, the majority of which were instances of **knife-enabled violence**. Violent knife crime between October 2022 – September 2023 was an increase in both volume and proportion than the previous 12 months.

Knife enabled violence predominantly involves young males aged between 16 and 25, both as victims and offenders. The majority of knife crime occurred in Nottingham City (52%) and Ashfield (11%), and both of these areas increased by 5% and 36% respectively compared to the previous year. Knife enabled violence predominantly involves young males aged between 16 and 25, both as victims (21% of all victims) and offenders (28% of all suspects/offenders).

\* A significant proportion of knife crime is carried out in **domestic settings**. It is important to consider that because domestic abuse is often a hidden crime, data held can only provide a partial picture of the actual level of domestic abuse experienced. The following analysis highlights any areas of note for domestic violence that involved a knife:

- Over a third of all violent knife crime was committed by a stranger, and 19% was committed by a partner (12%) or ex-partner (7%). The volume of violent knife crime committed by a partner/ex-partner have increased by 54%.
- In the most recent 12 months, there has been an increase in the volume of violent knife crime in dwellings (+8%) but a decrease in public/open place (-6%). Notably, in the current 12-month period, more violent knife crime occurred in dwellings than in a public place.
- The majority of violent knife crime in the home had a 'domestic' marker (58%), and overall domestic violence involving a knife increased by **42%** in the most recent 12 months compared to last year.

As mentioned, knife crime encompasses both threats and attempts as well as violence causing injury. A **threat to kill** is a criminal offence that involves threatening to take another person's life or causing them to fear for their own safety. Threats to kill offences that were enabled by a knife/sharp instrument recorded by Nottinghamshire Police increased by 7% in the most recent 12 months compared to the previous year.

Of these offences, over half had a **domestic marker**, and the number of domestic threats to kill that involved a knife increased by 12.5% in the most recent 12 months.

## Knife-enabled robbery

A **knife-enabled robbery** is where a bladed article has been used to aid in causing fear of or carrying out acts of violence in order to steal items from another person. Volumes of knife-enabled robbery in Nottinghamshire stayed relatively stable in the most recent 12 months compared to the previous year, with robbery of business property showing the same volume as the previous year, and robbery of personal property increasing slightly by 5 occurrences.

18% of knife-enabled robberies between October 2022 – September 2023 in Nottinghamshire resulted in a positive outcome, which is a decrease from the previous 12 monthly figure (22% of occurrences). Overall trends in robbery are explored in the acquisitive crime section of this report, specific trends of note for robbery involving a bladed article in the most recent 12 months include:

- Young males accounted for the majority of both victims and offenders of knife-enabled robbery; 45% of offenders/suspects and 30% of victims were males aged 18 and under.
- Incidents remain primarily concentrated in the City (62%), and to a lesser extent in Mansfield and Ashfield (18%), with rates increasing slightly in these local authorities over the last year. Notably, Gedling showed a considerable decrease in knife-enabled robbery occurrences.

Nottinghamshire Police established a dedicated **knife crime team** in January 2016, which is working in partnership to tackle violent crime and the culture among young people routinely carrying knives. The team explores best practice and has adopted tactics aligned to 'Operation Sceptre'. These include targeted stop and search, test purchase operations, knife amnesties, weapon sweeps and working with Crimestoppers 'Fearless' campaign.

In partnership with the force, Youth Justice, Community Safety Partnerships and Education services, Nottingham City and Nottinghamshire's Violence Reduction Partnership created a **Knives and Weapons Guidance for Schools and Education Providers** to support educational professionals to make robust, safe and proportionate decisions when responding to concerns about offensive weapons on the setting's site. This guidance supports multi-agency partnership work to ensure that children are protected from additional risk and exploitation, in both the short and long term.

### 3.4.4 Rape and Serious Sexual Offences (RASSO)

Rape and sexual offending are among the most serious and high-impact crimes against the person. Under the serious violence definition, the NNVRP recognises this high-harm and places a particular focus on these crimes, domestic violence and violence against women and girls (VAWG).

Between October 2022 – September 2023, Nottinghamshire Police recorded 2,297 occurrences of rape and sexual assault, accounting for 19% of serious violence. Compared to the previous year, this is an overall decrease of 5%, with larger decreases in sexual assault (-10%) offsetting a marginal increase in rape offences (+2%). The rate of serious sexual offences in Nottinghamshire is in line with the MSG average.

As per the serious violence definition, this data refers to **recent offences only**<sup>86</sup>; for historic sexual violence occurrences, Nottinghamshire Police recorded an additional 417 occurrences in the most recent 12 months compared to 353 in the previous year. These figures may reflect a change in people's willingness to report historical sexual violence incidents to the police. The following analysis excludes historical incidents.

	2021/22	2022/23	% change	MSG comparison
Demand presenting to police	2,408	2,297	▼ (-5%)	Average
Crime harm identified	4.34 m	4.32 m	▼ (-0.5%)	-
Positive outcomes <sup>87</sup>	11.6%	10.4%	▼ (-1.2 pp)	Above average

10.4% of sexual offences in the most recent 12 months resulted in a positive outcome in Nottinghamshire, which is a slight decrease on the figure of 11.6% in the previous year. Around 19% of sexual offences in Nottinghamshire resulted in no suspect being identified, and evidential difficulties prevented a further 23% of cases from being processed. 32% of cases resulted in the victim withdrawing from support.

- Positive outcomes for rape offences (7.6%) were lower than for 'other sexual offences' (12%) however notably, the positive outcome rate for rape was slightly higher than the previous 12 months whilst 'other sexual offences' were lower.
- Positive outcomes for rape were highest in Mansfield (12%) but lowest in Nottingham City Central (3.4%). By contrast, the rate for positive outcomes for other sexual offences were highest in Bassetlaw (16%) but lowest in Nottingham City South (6%).

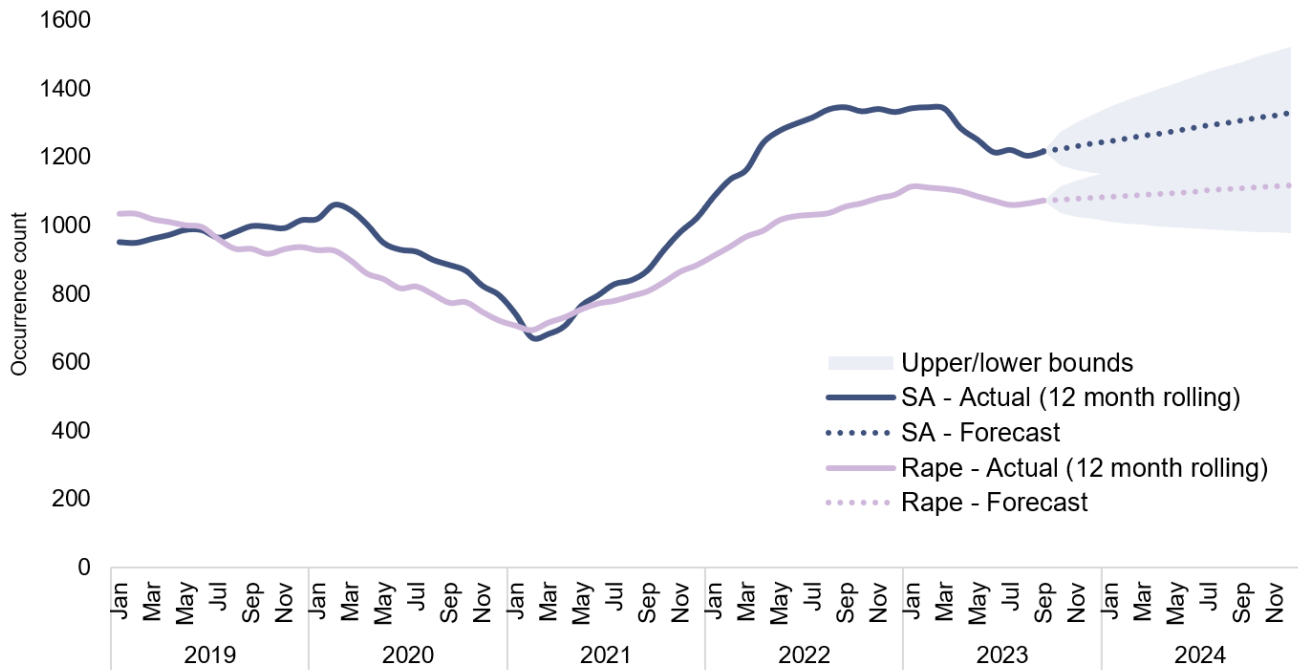
The graph below shows the rolling 12 months of data for rape and sexual assaults recorded by Nottinghamshire Police over the past 4 years, forecasted to 2024. As highlighted, police recorded crime levels for RASSO fell at the start of the pandemic affected by periods of lockdown.

<sup>86</sup> **Recent offences:** the occurrence start date and the occurrence end date were within 12 months of one another.

<sup>87</sup> Due to data validation, this figure refers to positive outcomes for all sexual offences, recent and historic.



**Police recorded RASSO in Nottinghamshire,  
2019 - 2023, forecasted to 2024.**



Volumes have since returned to a level higher than the pre-pandemic baseline for both rape (+20%) and sexual assault (+16%). It should be noted that the rolling 12-month data for sexual assault is affected by a peak between April – May at a singular location, with one unique victim. This is illustrated below with the sharp decline in March of 2023, as the figures are no longer in the rolling data.

RASSO crimes are primarily concentrated in Nottingham City (42%), Ashfield (11%) and Mansfield (10%), with incidents rates having increased in Broxtowe and Gedling. 22% of RASSO in Nottinghamshire in the most recent 12 months was flagged as domestic, which is an increase in both the volume and proportion of domestic sexual violence in the previous year.

Of the domestic RASSO crimes, the majority were committed by an ex-partner (46%), followed by a boyfriend/girlfriend (21%) and a spouse (10%). By contrast, the most common victim-offender relationship for non-domestic RASSO was ‘acquaintance’ (31%) or stranger (25%).

Young females accounted for the significant majority of victims of both rape and sexual assault:

- 90% of rape victims were female, and a quarter of all rape victims were young girls aged between 14 and 19. 15- and 17-year-old females making up the largest demographics in the cohort at 5% of all victims respectively.
- 84% of sexual assault victims were female, and a quarter of all sexual assault victims were young girls aged between 12 and 16. 14- and 15-year-old females made up the largest demographics in the cohort at 6% of all victims respectively.
- There were fewer male victims of RASSO crimes, however they were found most concentrated in the 18-, 14- and 13-year-old demographics.

By contrast, the majority of offenders/suspect for RASSO crimes were males (94%). 97% of rape offenders were male; the largest demographic in this cohort was 15–19-year-old males which made up 17% of all suspects/offenders of rape. 90% of perpetrators of sexual assault were male; the largest demographic in this cohort was 12–15-year-old boys which made up 15% of all suspects/offenders of sexual assault.

The demographic profile for RASSO crimes shifts when non-domestic offences are excluded; 30–34-year-old males make up the majority of perpetrators of domestic RASSO at 18% of all offenders, and victims are also most likely to be in this age group with 30–34-year-old females representing 16% of all victims.

### 3.4.5 Exploitation

**Exploitation** is a complex and hidden issue; it is a form of abuse that involves being groomed, forced or coerced into doing something for someone else's gain. People who are being exploited can find themselves in situations where they experience abuse and violence and may be forced to take part in criminal activities. There are many forms of exploitation that cause serious harm, however this section covers:

- **Modern Slavery:** a form of slavery, servitude or forced or compulsory labour.
- **Child Criminal Exploitation (CCE):** when an individual or group manipulates, deceives, coerces or controls someone under the age of 18 to take part in criminal activity. Within this, there will be a particular focus on *county lines*<sup>88</sup> as a form of CCE.
- **Child Sexual Exploitation (CSE):** when an individual or group take sexual advantage of someone under the age of 18 for their benefit.

#### Modern Slavery

The National Referral Mechanisms (NRM) is a framework for identifying and referring potential victims of modern slavery. NRMs are regularly submitted in Nottinghamshire, the majority submitted by the Home Office, followed by Nottinghamshire Police, Nottingham City and Nottinghamshire County Council.

- The referrals being made by Nottinghamshire Police are predominantly linked to criminal exploitation; of these, all UK nominals are linked to drug dealing or cuckooing (both adults and minors), whereas all adult foreign national referrals are associated to cannabis grows.
- The majority of Home Office referrals relate to labour exploitation in Libya with nominals originally from Sudan and Eritrea. This is likely linked to human rights issues driving them to seek security elsewhere, but they are then often kidnapped and extorted as the travel through Libya.

Between October 2022 - September 2023, **287 incidents of modern slavery** have been recorded by Nottinghamshire Police. The overall volume of modern slavery offences (crimed & non-crimed) is 7% higher than the previous year, however this does not necessarily correlate with an increase volume of victims but could indicate an improvement in identifying potential victims of modern slavery.

It is important to note that this figure is predicted to be much higher than what demand presents to the police; it is a hidden crime with victims often unable to come forward due to fear, shame or threat of violence.

	2021/22	2022/23	% change	MSG comparison
Demand presenting to police <sup>89</sup>	269	287	▲ (+7%)	Below Average

At the time of data extraction, the majority of these are non-crimed, NRM referrals (63%), and the remainder include violence against the person offences of 'holding a person in slavery or servitude' (18%), 'forced or compulsory labour' (13%) and 'arrange or facilitating the travel of another person with a view to exploit' (5%).

The volume of crimed modern slavery offences has stayed stable to volumes seen in the previous year, with increases in holding a person in slavery/servitude offences (+49%) offsetting decreases in forced/compulsory labour offences (-30%). This data may change given that regular auditing takes place to ensure NRMs are correctly reclassified when appropriate. Examples of recent crimed offences include:

- A Pakistani female forced into domestic servitude after arriving in the UK after marriage;
- Albanian and Vietnamese males found at cannabis grows;
- A female being forced into sex work;

<sup>88</sup> **County Lines:** gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using a dedicated mobile phone line or other form of deal line.

<sup>89</sup>Includes both crimed and non-crimed incidents of modern slavery

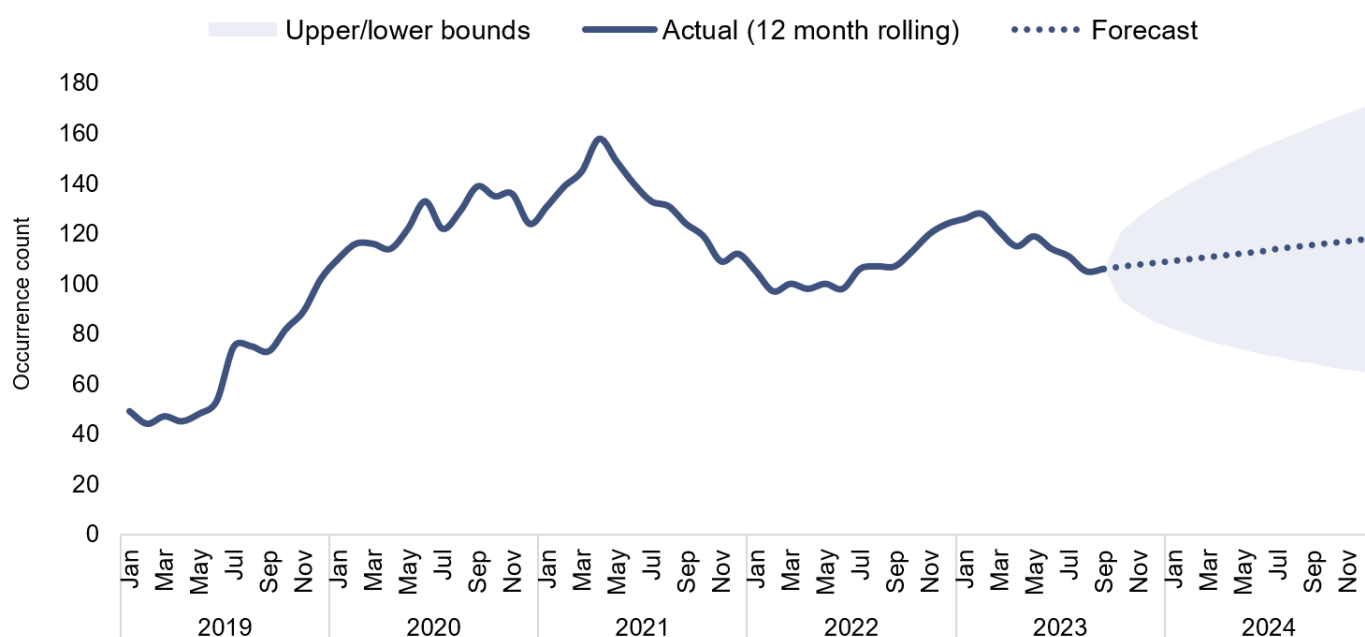
- A female being cuckooed at her home address by several males;
- A young Romanian female being forced to commit shop-theft offences;
- Criminal exploitation of UK nominals being threatened and forced into drug dealing;

The graph below shows the rolling 12 months of data for crimed modern slavery offences recorded by Nottinghamshire Police over the past 4 years, forecasted to 2024. As highlighted, there was a significant increase in the volume of police recorded modern slavery in the pandemic, with figures peaking after the end of the second lockdown in 2021.

The increase during COVID may have been a result of closed borders meaning no further persons could be bought into the country and therefore, those already in Nottinghamshire had to work significantly more hours of forced labour to cover what had been planned. Other factors to consider include:

- Vulnerable cohorts such as substance users may have been more targeted for exploitation;
- Drug use, namely cannabis, increased in lockdown, so the demand rose, which impacts the amount of workers needed in the illicit market for labour and distribution;
- Financial instability may have meant people turned to illicit money lenders, and they may have entered servitude from this.

**Police recorded modern slavery in Nottinghamshire,  
2019 - 2023, forecasted to 2024.**



91 victims were identified from the crimed modern slavery offences recorded by Nottinghamshire Police in the most recent 12 months. Of these, 60% were adults, which has increased from 52% in the previous year, and 40% were children, which has decreased from 48%. 71% of victims were male and 27% female, the remaining 2% did not have a gender recorded. This is similar to the previous year, but female potential victims have increased slightly in referrals.

Both male and female victims were found most concentrated in the 15–19-year-old demographic; female victims were found most concentrated in the 15-year-old age group, representing 5% of all victims, and males in the 17-year-old age group, at 7% of all victims.

The table below shows the breakdown of NRM referrals by age, gender, and main exploitation type category. As can be seen criminal exploitation accounts for the majority of referrals for both male adults and children. Where the exploitation type is not established, this is due to the exploitation field not being fully completed on the form.

National Referral Mechanism - Nottinghamshire									
2021/22						2022/23			
Adult			Child (under 18)			Adult		Child (under 18)	
Male	Female		Male	Female		Male	Female	Male	Female
<b>Total NRM referrals</b>		<b>103</b>	<b>27</b>	<b>68</b>	<b>14</b>	<b>95</b>	<b>33</b>	<b>74</b>	<b>22</b>
<b>Main exploitation type</b>	Labour	38	< 5	< 5	-	39	< 5	7	< 5
	Sexual	< 5	14	-	6	<5	14	-	15
	Criminal	53	< 5	64	< 5	48	7	62	5
	Domestic Servitude	6	7	-	-	< 5	< 5	-	-
	Human Trafficking	< 5	-	< 5	< 5	< 5	< 5	5	-
	Not Established	< 5	-	-	-	< 5	< 5	-	-

All NRMs, once submitted and recorded, are subject to numerous ongoing requests by the SCA; for example, to help determine Conclusive Grounds decisions, or to ensure consent is obtained from a nominal who is turning 18. Notifications from the SCA chasing such requests are increasing. Given the frequency of young victims of modern slavery in the victim cohort, occasions where support is withdrawn for those nominals who have turned 18 and have not given consent to remain in the process raises concern, as this will continue to put them at risk of further exploitation.

#### *Ethnicity data*

Ethnicity was recorded for 67% of NRM referrals in the most recent 12 months. For referrals under the age of 18 where ethnicity was known, victims from white ethnic backgrounds made up 49% of modern slavery victims, from black ethnic backgrounds made up 33%, Asian ethnic backgrounds made up 11% and Southeast Asian ethnic backgrounds made up 7%. For referrals over the age of 18 where ethnicity was known, white ethnic backgrounds made up 56% of modern slavery victims, Black, Asian and Southeast Asian ethnic backgrounds each made up 12% of victims respectively, and Middle Eastern backgrounds made up 9% of victims.

\* Migrant adult workers are more than three times more likely to be in forced labour than non-migrant adult workers due to an increased risk of unfair/unethical recruitment, or irregular or poorly governed migration. It is therefore a predicted trend that the demographics of victims of modern slavery often reflects that of migration statistics.

- This is observed in Nottinghamshire where there is a skew towards young adults and an emerging trend of young females in both migration and modern slavery statistics.
- As world events such as climate change, political instability and the seeking of refuge from war to escape conflict zones lead to increased migration worldwide, measures must be taken to protect the displaced from further exploitation.

All NRMs, once submitted and recorded, are subject to numerous ongoing requests by the SCA; for example, to help determine Conclusive Grounds decisions, or to ensure consent is obtained from a nominal who is turning 18. Notifications from the SCA chasing such requests are increasing.

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## Slavery Exploitation Team

The Slavery Exploitation Team (SET) and the SERAC are jointly funded by the Office of the Police and Crime Commissioner for Nottinghamshire and Nottingham City Council to ensure victims are supported and potential future cases are minimised. The following analysis was extracted from the Nottingham City Council Community Safety Partnership Strategic Assessment 2023.

Since its inception, the SET has continually worked to strengthen the partnership approach to the identification, prevention and management of cases of vulnerability & exploitation. In 2022/23, SET received 273 referrals. The team has had a significant increase in referrals since the model was launched in 2019.

- This increase is likely to be a combination of an increase in awareness of how to identify slavery and exploitation, and the increase in vulnerability to exploitation caused by the pandemic and current cost of living crisis.

A total of 480 types of exploitation were identified; almost half (49%) only had 1 exploitation type identified, but 17% had 3 or more identified, and 6 cases had 5-7 types identified. The most common type of exploitation was financial exploitation, identified in just over 40% of cases, followed by cuckooing, identified in just over a third of all cases, and then sexual exploitation in 18% of cases.

Over half of referrals had identified vulnerabilities of: Homelessness, Mental Health Issues, and Substance Use. Over a third of referrals had identified vulnerabilities of Unemployment and Unsettled Family Settings. There were 943 vulnerabilities identified over 242 referrals, with over half (59%) of referrals having 4 or more identified vulnerabilities, and over a third (37%) having 5 or more.

This demonstrates that people who are exploited are often vulnerable in multiple ways and may be more susceptible because of these severe multiple disadvantages.

## Child Criminal Exploitation and County Lines

**County lines** is the name given to drug dealing where OCGs use phone lines to move and supply drugs, usually from cities into smaller towns and rural areas. They exploit vulnerable people, including children and those with mental health or addiction issues, by recruiting them to distribute the drugs. This is often referred to as '*drug running*'. Criminals may also use a vulnerable person's home as their base of operations. This is known as '*cuckooing*'. The drugs mainly associated with County Lines are crack cocaine and heroin.

At the time of writing there are believed 10 active County Lines recorded by Nottinghamshire Police. The area remains a predominantly exporting area, but has been impacted by inward lines, particularly in Ashfield, Mansfield and Newark.

The table below shows the number of NRM referrals for child criminal exploitation by age and type of exploitation, whether a County Line was indicated. As can be seen overall criminal exploitation remains stable, although County Lines involvement has increased.

- This places young people at higher risk as they are likely to be operating out of area and away from family and other support mechanisms.
- Although it is noted that local criminal exploitation often shows links to wider groups and associated offending that often includes violence.

Data from the Child Criminal Exploitation Meetings held between the police and partners is now available on a quarterly basis and shows 41 new meeting requests for the period July - September 2023, of which 16 were high risk. A full data set will be available for the next iteration of this needs assessment.

		NRM For Child Criminal Exploitation in Nottinghamshire			
		2021/22		2022/23	
		Criminal Exploitation	County Line Indicated	Criminal Exploitation	County Line Indicated
Total NRM referrals		90	5	89	15
Age of victim	9-12	< 5	< 5	<5	-
	13-15	25	< 5	33	8
	16-18	44	< 5	33	7
	19-21	7	-	7	-
	22-24	10	-	15	-

- \* Recent trends show that the age of the young people being exploited are getting younger, with 13-15 year-olds becoming more common within the trade. Adultification has also caused those involved to be younger, as the present teenage generation are introduced to a digital and marketized world at a much younger age.

This is partially reflective in the newly named organisations known as **urban street gangs** (USGs). These are groups of usually young individuals who all identify under a social banner, which may be defined by their local geography. Their common actions relate to tensions with other groups, as well as being heavily involved with social media.

There are several USGs in Nottinghamshire, with most using social media to post music videos, often bragging about their criminal exploits or promoting how they have hurt members of other groups, in order to establish a higher status in the area. A number of Nottinghamshire USGs are also involved in the supply of drugs, albeit not as heavily linked into the networks as OCGs but do remain an active part of the drug scene.

## Child Sexual Exploitation

Over the reporting period, there were 205 CSE tagged occurrences with the CSE National Incident Category List (NICL) qualifier and 177 tagged with the CSE referral local qualifier. The highest offence type was sexual grooming, which accounted for 42% of CSE compared to 27% in the previous 12 months.

The most common type of grooming in Nottinghamshire for CSE is the **relationship model**, with older males forming relationships with younger victims, whether that be sexual or offering friendship, and then using them to sell drugs, mentally manipulating them and threatening violence should the victim attempt to challenge or stop the relationship.

Children who are victims of or vulnerable to CSE have been identified via risk management. These children are recorded on a multi—agency dataset known as Children at Risk of Sexual Exploitation (CARoSE), which defines cases that are escalated for consideration into the multi-agency sexual exploitation panel. The following trends were highlighted in the victim dataset:

- 88% of recorded victims are female, which is slightly higher than the national figure (79%)<sup>90</sup>.
- Victims range between 9 and 19 years of age, with over half of the victims falling into the 14 – 16 year old age group (58%).
- 54% of CSE victims were housed on the County. When looking at schools attended by victims, 31% are recorded as blank: the top school was located in Mansfield.
- 26% of victims were detailed as looked after children, with 52% on a full care order.
- 66% of victims had missing from home markers.
- 8% individuals listed on the CARoSE dataset were also on the child criminal exploitation tracker.

<sup>90</sup> NCA Annual Threat Assessment – 2023



11% remained on the CARoSE for the whole 12-month period, of which the majority were female. Victims were equally split between the City and County, and all but one were detailed as missing from home. There remains a strong link between CSE and missing from home episodes, since going missing can be both a cause and consequence of being exploited.

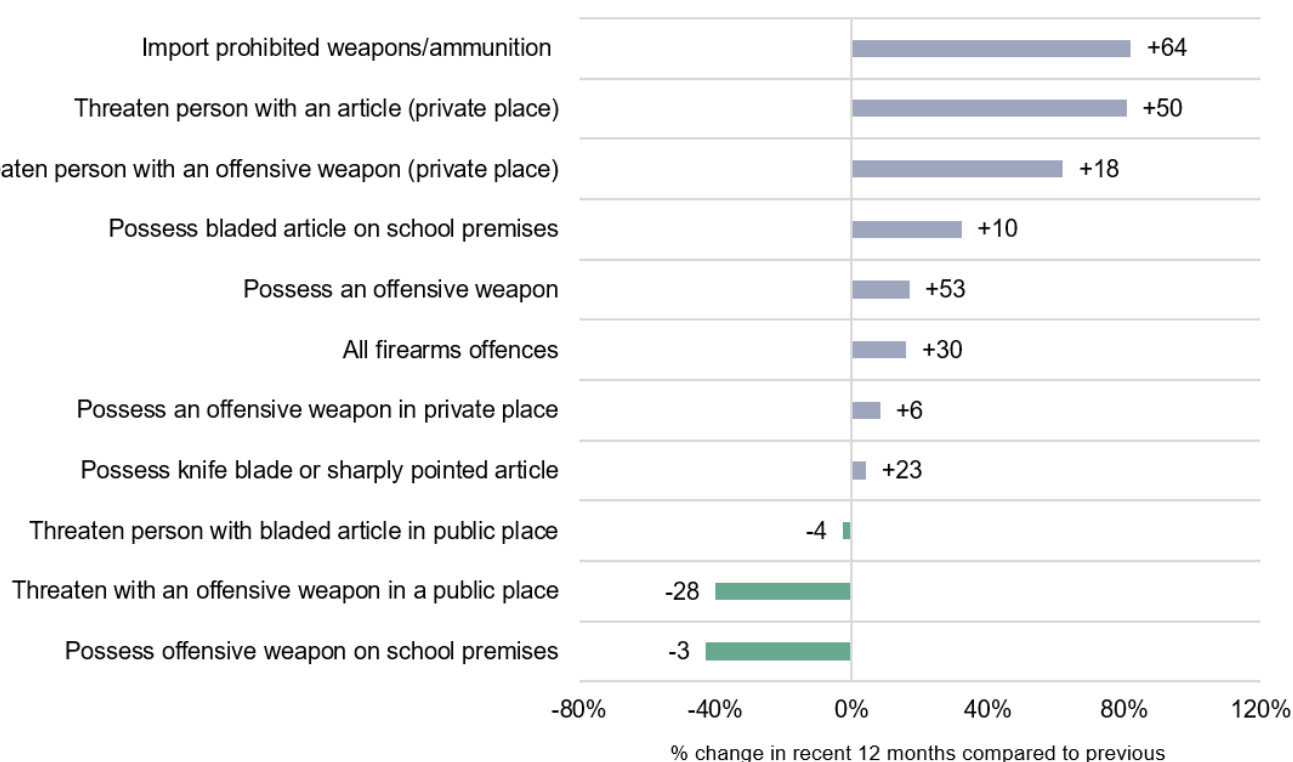
### 3.4.6 Weapons possession

The rates of weapon possession in Nottinghamshire sit at a rate 36% higher than the MSG average, however it is important to analyse these figures and the ones outlined below knowing the context of the crime type. Weapons possession are often influenced by **proactive policing measures**, and it is notable that Nottinghamshire is the only Force outside of the Metropolitan Police who have dedicated knife crime teams. The proactive work in monitoring and challenging knife/weapons carriers contributes to the increased numbers seen, as does the work undertaken by the Operation Reacher neighbourhood teams<sup>91</sup>.

Between the 1<sup>st</sup> of October 2022 – 30<sup>th</sup> September 2023, Nottinghamshire Police recorded 1,559 weapon possession offences, an increase of 16%, or 210 occurrences, compared to the previous 12 months.

The figure below shows the breakdown of weapon offences by their crime classification, highlighting significant percentage and volume changes over the most recent year. Firearm offences have been grouped collectively and will be analysed separately in this section, and any classifications with a count of less than 5 have been removed for confidentiality.

**Changes in weapon possession offences recorded by Nottinghamshire police,**  
between October 2022 - September 2023, compared to the previous 12 months.



The majority of weapon possession offences over the last 2 years occurred in Nottingham City, accounting for 50% of all weapon offences, with Nottingham City Centre ward having a rate of 12 offences per 1,000 population. This overrepresentation is to be expected in partly due to the City being the epicentre of the county for night-time economy, as well as hosting a huge number of amenities to draw large quantities of people to the area. The City also features the highest concentration of OCGs and persons involved in drug

<sup>91</sup> **Operation Reacher:** proactive policing tactics and community engagement to generate intelligence.

supply, again linked to the number of people drawn into the City and thus becoming a large customer base to sell to.

Other areas of note with high rates of weapon possession include Bulwell, the Arboretum, Basford and Leen Valley. Notably, both Bulwell (+41%, +13 incidents) and Leen Valley (+188%, +15 incidents) showed significant increases compared to the previous 12 months, as well as Hucknall (+74%, +14 incidents), Aspley (+74%, +14 incidents) and Mansfield Town Centre (+52%, +14 incidents).

- The number of police recorded weapon possession offences are sensitive to proactive policing, such as the work of the Operation Reacher team, which contributes to the observed increase.

87% of all weapons possession offenders/suspects were males, and the most prevalent demographic was 15 – 19-year-old males at 16% of all offenders. By single year of age, 15 and 16-year-old boys made up the highest proportions, each at 4% respectively. There were fewer female offenders, however notably they were found most concentrated in the 10 –14-year-old category at 2% (n=24) of all possession offenders.

### Links to drug supply

The possession and use of weapons are frequently linked to the supply of drugs. Persons involved arm themselves with weapons as a form of protection to defend against any rivals. The issue is that if one group of people are armed with weapons, then all other groups and individuals may then choose to arm themselves as they would be defenceless against an attack. The large majority of individuals involved in the supply of drugs will have possession and/or access to dangerous weaponry.

A regression analysis of Class A supply offences and weapon offences over the last 2 years indicated a 50% reliability between the two offences. This tool looks at the rates of each offence types month by month and identified a strong pattern between Class A and Weapon offences. The link between Class B and weapons is much weaker but is classified as a 'Moderate Link' with a reliability of 34.4%.

In the Criminal Justice Bill 2023, the government have proposed and consulted upon legislative reforms to tackle the use of **Bladed Articles and Machetes**. This includes:

- Changes to the definition of these weapons to address limitations of existing legislation;
- A new higher penalty possession offence with the intention to injure or cause fear of violence;
- Increased powers to Police to seize, retain and destroy bladed articles found by the police when in private property where there are reasonable grounds to suspect that the article(s) are likely to be used in serious violence;
- Increasing the maximum penalty for importation, manufacturing, sale and supply of prohibited offensive weapons and the offence of selling bladed articles to persons under 18.

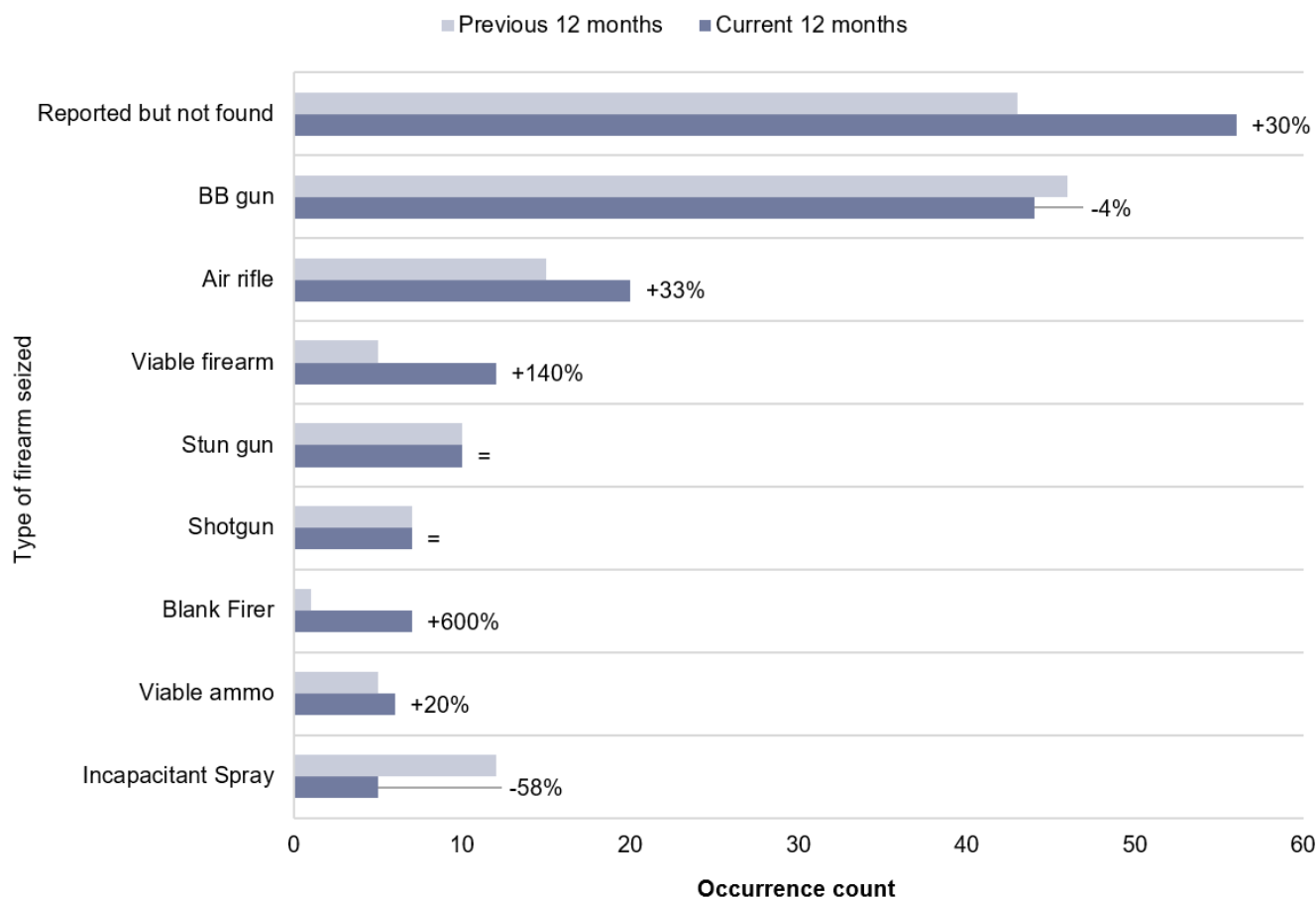
The Sentencing Council is to also consider amending sentencing guidelines on possession of bladed articles/offensive weapons, to treat possession of a weapon in public more seriously.

### 3.4.7 Firearms

Between the 1<sup>st</sup> of October 2022 – 30<sup>th</sup> September 2023, Nottinghamshire Police recorded **187 firearms incidents**, an increase of 19% compared to the previous 12 months. The graph below shows the number of occurrences relating to firearms within Nottinghamshire over the last 2 years, excluding any categories with below five occurrences for confidentiality.

The figure also shows the percentage change for each crime classification, next to the crime type.

### Firearm seizures in Nottinghamshire between 1st October 2022 - 30th September 2023, compared to the previous 12 months



A **viable firearm** is a firearm that can fire live rounds and includes, but is not limited to: handguns, rifles, slam guns, converted blank firers, etc. Occurrences in the viable row reflect the number of occurrences where a viable firearm was seized and not how many, as there were a few occurrences where multiple firearms were seized. Comparing each period by the true number of viable firearms seized showed 6 in the previous 12 month to 22 in the most recent 12 months. A large contributor to this increase is a solo occurrence where 8 slam guns were seized in January 2023 from one address.

With the rise of technology, the trends of firearms are evolving, with the possession and use of slam guns and converted blank firers increasing as shown in the figure above. These firearms are usually made of easily attainable parts such as metal pipes, but can also be made using 3D printing technologies, a method that has become more common as the costs of 3D printing have come down.

Data was recorded for 216 offenders of firearm offences between October 2022 – September 2023, of which 14 were repeat perpetrators (offended more than once in the 12 month period). 88% of suspects/offenders were male, and the most prevalent demographic was 15-19 year old males at 18% of all offenders. Notably, the most frequent demographic by single year of age was 29-year-old males at 6% of all offenders, followed by 16-, 18- and 19-year old males each representing 5% of offenders respectively.

By firearm class, the following trends were highlighted:

- **Viable firearms:** 100% of suspects were male, 88% were linked to drug use/supply.
- **Shotgun:** 100% of suspects were male, 85% were linked to drug use/supply.
- **Air rifle:** 100% of suspects were male, 71% were linked to drug use/supply.
- **Blank firer:** 100% of suspects were male, 71% were linked to drug use/supply.
- **BB gun:** 93% of suspects were male, and half of all suspects were linked to drug use/supply. Over half of offenders (57%) were under the age of 20.

## Intelligence context

Firearms are heavily associated to the drugs trade and organised crime as they are seen to be the ultimate for protection, to threaten and to cause harm. They are not as common as bladed articles as they are less accessible and, those with capability to possess firearms tend to sit towards the higher end of the criminal chain. Intelligence suggests that there are a select number of persons within Nottinghamshire who have the capability to supply firearms however the likelihood is that they are sourced from outside of the County.

Intelligence states that the most common viable firearm possessed is handgun sized, which is likely due to the size of the firearm being small and easier to conceal. From reports, we can assume that the majority of firearms in possession by crime groups and organised criminals are not in their physical possession at all times and are stored in various places until they want or need it. Examples of how they are stored are:

- Being buried in an uncommon location where there is little to no foot traffic, e.g., a woodland area.
- Be kept under/within bushes in an area the group/person frequents, such as a side street on their known drugs turf to enable easy access.
- Use of lock-up storages, which was noted in Nottinghamshire last year. This is a secure method to store a firearm however for the recent example, an innocent party took over a rental unit leading to the discovery of firearms and drugs.<sup>92</sup>

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<sup>92</sup> ['Arsenal' of loaded guns found in sheds alongside cocaine and heroin - Nottinghamshire Live \(nottinghampost.com\)](https://www.nottinghampost.com/news/crime/arsenal-of-loaded-guns-found-in-sheds-alongside-cocaine-and-heroin-1.1234567)

## 3.5 Violence Against Women and Girls

Although RASSO crimes are encompassed within the serious violence definition, there are other crime types that come under VAWG that must also be analysed. National definitions and commonality across of VAWG were examined when considering what offences to classify as in scope.

The data analysed in this section focuses on the crimes that disproportionately impact women and girls as victims. As rape and sexual assault have been previously examined in the RASSO section, the offences covered are **stalking & harassment**, **other sexual offences** and **honour-based abuse/violence**. A focus will also be placed on domestic violence and abuse throughout.

### 3.5.1 Stalking and harassment

Between October 2022 – September 2023, Nottinghamshire Police recorded 11,296 occurrences of stalking & harassment, which represents a marginal increase (+1%) compared to the previous year. Increases in the volume of controlling and coercive behaviour (+30%) and malicious communications (+8%) were offset by decreases in harassment offences (-7%).

In the Police and Crime Survey, 9% ( $\pm 0.05\%$ ) of respondents across Nottinghamshire said they had personally been a victim of intimidation or harassment in the last 12 months. Of those that answered yes, the majority were female, reflecting the demographic of the victim cohort that is observed in the police recorded crime data, where 69.15% of stalking and harassment victims were female.

This disproportionality within the victim cohort is also more significant depending on the type of offence, with 92% of **controlling and coercive behaviour** and 85% of **stalking** victims being female. Because of this disproportionality and the VAWG definition, these two offence types will be explored in more detail below.

#### Controlling and coercive behaviour

Coercive control is an act or pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten their victim. Controlling behaviour is designed to make a person dependent by isolating them from support, exploiting them, depriving them of independence and regulating their everyday behaviour. Combined, controlling and coercive behaviour creates invisible chains and a sense of fear that pervades all elements of a victim's life; it works to limit their human rights by depriving them of their liberty and reducing their ability for action<sup>93</sup>.

	2021/22	2022/23	% change	MSG comparison
Demand presenting to police	582	758	▲ (+30%)	Average
Positive outcomes	8.4%	7.3%	▼ (-1.1 pp)	-

Nottinghamshire Police recorded 758 occurrences of controlling and coercive behaviour in the most recent 12 months, an increase of 30% compared to the previous year. Of these occurrences, 7.3% resulted in a positive criminal justice outcome, which is slightly lower than the previous year (8.4%). Positive outcomes were highest in Ashfield (11%) and Nottingham City North (12%), but lowest in Broxtowe where no positive outcomes were recorded in the most recent 12 months.

When analysing the proportions of controlling and coercive behaviour across Nottinghamshire, **Ashfield** and **Nottingham City** show as outliers as they are overrepresented when compared to their population share<sup>94</sup>. All local authorities in Nottinghamshire showed an increased volume of police recorded coercive control, with the most significant increases in Broxtowe (+78%, +25 incidents) and Newark & Sherwood (+58%, +18

<sup>93</sup> [Coercive control - Women's Aid](#)

<sup>94</sup> Ashfield makes up 11% of Nottinghamshire's resident population, but 14% of coercive control occurs here, and Nottingham City makes up 29% of the population but represents 40% of coercive control.

incidents). This may be reflective of increased trust and confidence to report to the police, but also an increased understanding amongst officers to recognize victims of coercive control.

As previously mentioned, there is a significant disproportionality amongst victims of coercive control; 92% of victims were female, and 91% of offenders/suspects were male.

- The demographic which had the largest volume of victims was females aged between 30-34 at 16% of all victims, followed by 20–24-year-old victims (15%).
- Perpetrators were also found most concentrated in this age group, with 15% of offenders/suspects being males aged between 30-34. 35–39-year-old males also represented 15% of all perpetrators.
- The most common relationship between victim and offenders was ex-partners (37%), followed by boyfriend/girlfriend (30%) and spouse (17%).

## Stalking

**Stalking** may be understood as a pattern of fixated, obsessive, unwanted and repeat behaviour which is intrusive. Domestic abuse is a key driver for stalking offences, however non-domestic stalking is also an emerging and persistent issue faced within the scope of VAWG. Both non-domestic and domestic stalking will be explored below.

Nottinghamshire Police recorded 1,331 occurrences of stalking in the most recent 12 months, a marginal increase of 1% compared to the previous year. Of these occurrences, 16% resulted in a positive criminal justice outcome, which is an increase on the previous year that had a rate of 13.8%. Positive outcomes were highest in Bassetlaw (22%), Newark & Sherwood (20%) and Rushcliffe (20%), but lowest in Broxtowe (9%) and Nottingham City West (9%).

	2021/22	2022/23	% change	MSG comparison
Demand presenting to police	1,315	1,331	▲ (+1%)	Average
Positive outcomes	13.8%	15.6%	▲ (1.7 pp)	-

79% of all stalking offences in the most recent 12 months had a domestic flag. This is a slight decrease to volumes of domestic stalking seen in the previous year (-1%). By contrast, non-domestic stalking increased by 12% compared to the previous year, representing 21% of all stalking offences recorded by Nottinghamshire Police.

For domestic stalking, **Ashfield** and **Nottingham City** show as outliers as they are over-represented compared to their population share. Despite this, both areas showed decreased volumes in the most recent 12 months, as well as Mansfield, Gedling and Newark & Sherwood. The most significant increase was seen in Broxtowe and Rushcliffe. Of the cohort involved in domestic stalking:

- 17% of victims were repeat victims that had experienced stalking more than once in the 12-month period. The demographic which had the largest volume of victims were females aged between 30-34 (17% of all victims).
- 7% of perpetrators were repeat offenders (offended more than once in the 12 month period). The demographic which had the largest volume of perpetrators were males aged between 30-34 (16%).

For non-domestic stalking, **Nottingham City**, **Mansfield** and **Ashfield** show as outliers as they are over-represented compared to their population share<sup>95</sup>. Nottingham City showed decreased levels of occurrences to Nottinghamshire Police alongside Newark & Sherwood however, all other local authorities showed

<sup>95</sup> Mansfield makes up 9% of the population, but 14% of non-domestic stalking, Ashfield makes up 10% of the population but 12% of non-domestic stalking, and Nottingham City makes up 29% but 38% of non-domestic stalking.



increased volumes of reporting. Mansfield, Broxtowe and Rushcliffe had the most significant increases. The victim cohort for non-domestic stalking shifts to a much younger age:

- The demographic which had the largest volume of victims were females aged between 15-19 at 17% of all victims, with 17- and 18-year-old girls making up 5% of all victims respectively.
- The demographic with the largest volume of offenders is an older demographic, with 35–39-year-old males making up 13% of all perpetrators, followed by 50–54-year-old males at 11%.

The Force's specialist **Safeguarding Stalking Officer** continues to provide regular training to officers regarding the identification of stalking behaviours and potential avenues of response. This commitment to education is reflected in the number of Stalking Protection Orders applied for by the Force and subsequently granted, which have increased to 30 in the 12 months to September 2023, compared to 13 in the previous year (October 2021 – September 2022).

### 3.5.2 Other sexual offences

The other sexual offences not encompassed directly within the serious violence definition but that come under the scope of VAWG include *exposure*, *voyeurism* and *sexual grooming*.

	2021/22	2022/23	% change
Exposure	196	184	▼ (-6%)
Voyeurism	39	55	▲ (+41%)
Sexual grooming	141	172	▲ (+22%)

#### Exposure and voyeurism

Indecent exposure is a sexual offence of specific intent that refers to the act of purposefully displaying or revealing, or sexually pleasuring oneself, in a public place or in view of a member of the public. Nottinghamshire Police recorded 184 occurrences of **exposure** in the most recent 12 months, a slight decrease of 6% compared to the previous year. Half of all exposure occurrences were in a public/open place. The majority of victims were female (82%) and the majority of perpetrators male (95%).

Voyeurism is the act of watching or recording someone non-consensually in a private act to gain sexual pleasure. The voyeurism offences act, which was commonly known as the upskirting bill, came into force April 2019 and allows upskirting to be treated as a sexual offence. Nottinghamshire Police recorded 55 occurrences of **voyeurism** in the most recent 12 months, an increase of 41% compared to the previous year. This increase was most significantly seen in recording a private act and observing offences. Over two thirds of all voyeurism occurrences were in a dwelling. 96% of victims were female, and 90% of identified perpetrators were male.

In recent years there has also been more of a focused attention on the act of “cyberflashing”. This practice typically involves offenders sending an unsolicited sexual image to people via social media or dating apps but can also be over data sharing services such as Bluetooth and Airdrop. In some instances, a preview of the photo can appear on a person's device – meaning that even if the transfer is rejected victims are forced into seeing the image.

- Cyberflashing has now been appointed as a criminal offence under the Online Safety Act (2023)<sup>96</sup>, the act also places more legal responsibility on social media platforms, search engines and other websites or apps to tackle a range of illegal and harmful content on their services.

<sup>96</sup> [Online Safety Act 2023 \(legislation.gov.uk\)](https://legislation.gov.uk/ukpga/2023/51/section/1)

## Grooming

Sexual **grooming** is a process by which a sexual predator cultivates a relationship with a potential victim, which are usually a children, teens, or vulnerable adults. Grooming is not a specific form of child sexual exploitation but should be seen as a way in which perpetrators can target children and manipulate their environments.

Nottinghamshire Police recorded 172 occurrences of **sexual grooming**<sup>97</sup> in the most recent 12 months, an increase of 22% compared to the previous year. Of these occurrences, 50 had a flag of child sexual exploitation, which is more than double the volume recorded previously.

The majority of victims of sexual grooming were female (82%) and girls aged between 10-14 made up over half of all victims (57%). There were fewer male victims, however they were also found most concentrated in this age group. More than a quarter of all victims of sexual grooming were 13-year-olds, 20% of which were young girls.

The majority of perpetrators were male (94%) and were concentrated in the 20–24-year-old age group, with males in this demographic accounting for 16% of all offenders.

In October 2023, the much-anticipated **Online Safety Act** received royal assent. The act has introduced a new set of laws designed to protect children and adults online and make tech companies more responsible for users' safety on their platforms. This included the legal responsibility on tech companies to remove illegal content and material harmful to children's wellbeing.

This will have an impact on a whole host of offences facilitated online – including VAWG, pornography, terrorism, incitement of violence etc. OFCOM has set out its plans for putting online safety laws into practice, and what we expect from tech firms now that the Online Safety Act has passed.

### 3.5.3 Honor Based Violence

**Honor-based abuse** (HBA) is an umbrella term that describes a combination of practices used principally to control and punish the behaviour of a member of a family or social group, in order to protect perceived cultural and religious beliefs in the name of 'honour'. HBA crimes are broad, ranging from threats and intimidation, through to serious violence and danger to life.

Nottinghamshire Police flagged 51 occurrences as 'honor based incidents' in the most recent 12 months, this is a decrease of 48% compared to the previous year. The majority of occurrences were occurrences of controlling/coercive behaviour (22%), followed by assault with injury offences (16%), harassment (9%) and threats to kill (8%).

### 3.5.4 Domestic Violence and Abuse

A focus has been placed throughout this document on domestic violence and abuse, as one of the cross-cutting themes identified as a priority. Key findings are summarized here, alongside any exceptions of note. Nottinghamshire Police recorded 16,852 domestic occurrences between October 2022 – September 2023, which is an increase of 4% compared to the previous 12 months.

As highlighted below, the areas which showed the most significant increases were domestic sexual violence, and violence without injury. Within these crime classifications, **non-fatal strangulation and suffocation** (+348%, +449 incidents), **controlling/coercive behaviour** (+33%, +184 incidents) and **harassment** (+8%, +117 incidents), **rape of woman over 16** (+16%, +59 incidents) and **S18 GBH** (+42%, +57 incidents) all showed notable volume and percentage increases in the most recent 12 months compared to last year.

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<sup>97</sup> Sexual grooming includes engaging in sexual communication with a child and adult meeting child under 16 following sexual grooming offences.

		2021/22	2022/23	% change
Domestic-flagged	Violence with injury	3,641	3,798	▲ (+4%)
	Violence without injury	8,327	8,735	▲ (+5%)
	Rape	400	462	▲ (+16%)
	Other sexual offences	152	178	▲ (+17%)
	Other crime	3,269	3,219	▼ (-2%)
	<b>Total Domestic crime</b>	<b>15,789</b>	<b>16,392</b>	<b>▲ (+4%)</b>
	<b>Total Domestic non-crime</b>	<b>432</b>	<b>460</b>	<b>▲ (+6%)</b>

Notably, the proportion of **serious violence** flagged with a domestic marker decreased by 6% compared to the previous year. This highlights that the increase in domestic offences is driven largely by violence without injury occurrences of controlling/coercive behaviour and harassment, and also notably the large increase non-fatal strangulation offences.

It is important to consider the introduction of changes in recorded practice under the Domestic Abuse Act (2021)<sup>98</sup>: Section 70 introduced the offences of non-fatal strangulation and non-fatal suffocation which came into force on the 7<sup>th</sup> June 2022 and were not retrospective.

- This may represent the increase observed in the most recent 12 months in non-fatal strangulation offences, and this must be considered when making trend comparisons to previous years.

Around 12% of domestic crime between October 2022 – September 2023 resulted in a positive outcome, which is slightly higher than the same period for the previous year (11.3%). Overall, positive outcomes for domestic crime were strongest in Nottingham City (12.3%), and Bassetlaw, Newark & Sherwood (12.6%), but lowest in Broxtowe (9.1%). At force level, over half (55%) of all domestic crime resulted in the victim withdrawing from support, which is slightly higher than the previous year (52%).

As shown above, the total crime harm for domestic crime increased by 15% compared to the previous year. This would suggest that the severity of domestic abuse and violence has increased. In analysing what may be underlying this trend, the data shows that the largest changes in crime severity were high harm RASSO crimes, assault with intent to cause serious harm and controlling/coercive behaviour.

This reflects the shift in policing focus towards high harm, high vulnerability as part of **THRIVE**<sup>99</sup>: a police prioritization model that considers **threat, harm, risk, intelligence, vulnerability, and engagement**.

	2021/22	2022/23	% change
Self-reported experience of domestic violence (estimate <sup>100</sup> )	12,509	12,603	= (+0.8%)
Demand presenting to police <sup>101</sup>	15,789	16,392	▲ (+4%)
Crime harm identified	3.45m	3.95m	▲ (+15%)
Positive outcomes	11.3%	11.9%	▲ (+0.6 pp)

<sup>98</sup> Domestic Abuse Act 2021– Section 70, Schedule 2, paragraph 4.

<sup>99</sup> [Introduction to vulnerability-related risk | College of Policing](#)

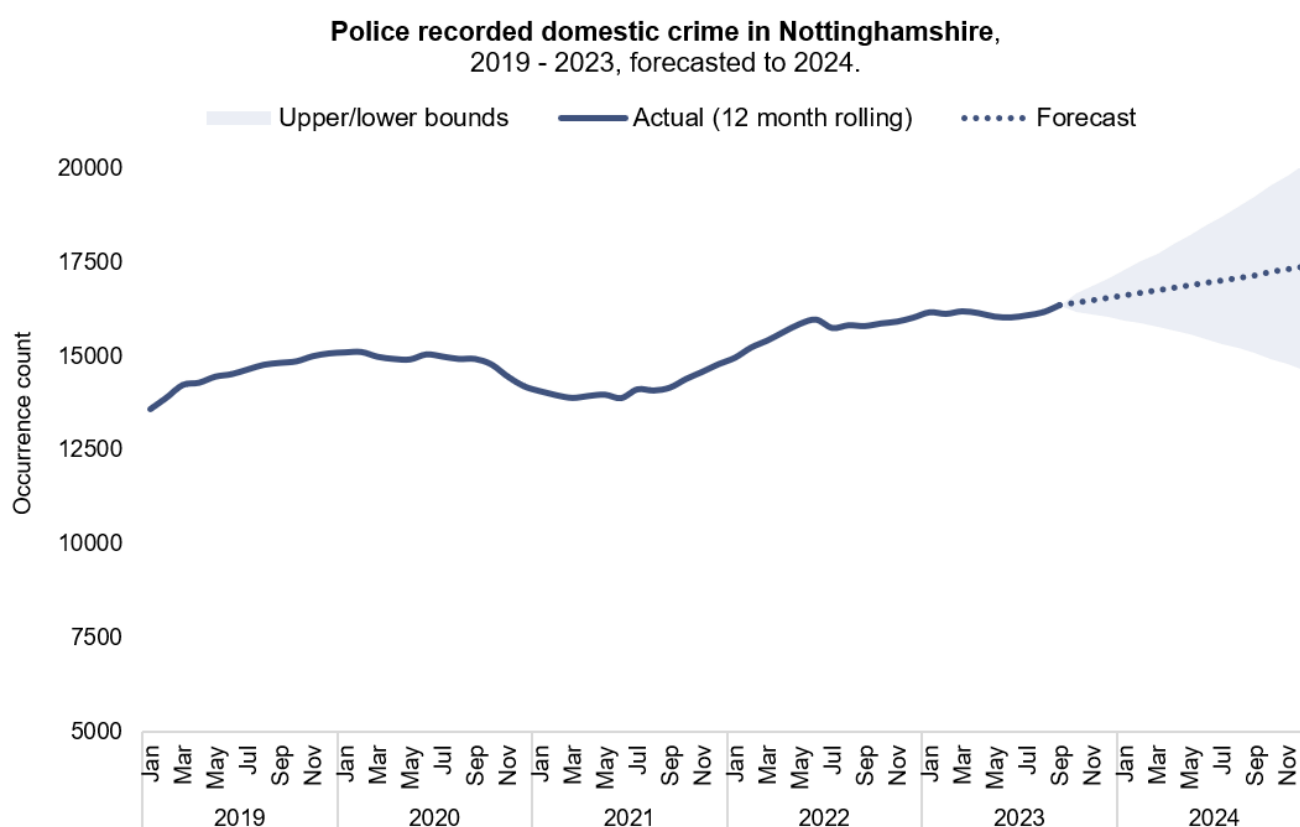
<sup>100</sup> Extrapolated from the police and crime survey, % of respondents that answered yes to question 7-10: in the last 12 months, do you feel your experience of crime was domestic abuse related i.e., committed by a partner, ex-partner or family member, as a proportion of 16+ population (940,583).

<sup>101</sup> These figures refer to domestic crime occurrences only.

In the Police and Crime Survey, 1.3% ( $\pm 0.05\%$ ) of respondents across Nottinghamshire said they had personally been a victim of domestic violence/abuse in the last 12 months. This does not represent a statistically significant difference from the previous year. Extrapolations from the CSEW<sup>102</sup> suggest that around 4.4% of Nottinghamshire adults are likely to have experienced domestic abuse in the last year, equating to ~41,000 people.

This further demonstrates the **hidden harm** aspect of domestic abuse; it is largely hidden crime that often goes unreported to the police. Therefore, any trends interpreted will be driven, in part, by improvements in crime recording standards, greater proactive identification of abuse, and a likely increase in the proportion of victims coming forward to report these crimes.

The graph below shows the rolling 12 months of data for domestic crime recorded by Nottinghamshire Police over the past 4 years, forecasted to 2024.



The COVID-19 pandemic had a varied effect on levels of reported domestic abuse across police forces nationally. In Nottinghamshire, reported offences fell slightly below the seasonal norm in the initial lockdown after March 2020, before rising to a level significantly higher than expected as lockdown restrictions were eased.

Police recorded levels of domestic crime in Nottinghamshire now sit at a level 9% higher than the pre-pandemic baseline of March 2020, and overall levels have remained relatively stable. This is following an increase, as previously mentioned, in reporting of domestic abuse following the easing of lockdown restrictions. A range of factors including improvements in public awareness and an increased willingness of victims coming forward, alongside the repercussions of lockdown, are likely to have impacted upon this trend.

Women are more likely to experience domestic abuse and/or violence than men; 76% of identified domestic violence victims recorded by Nottinghamshire police were female. A higher percentage of victims experienced domestic abuse by an ex-partner (35%) in the most recent 12 months than a family member (25%) or a partner (14%).

<sup>102</sup> [Domestic abuse in England and Wales overview - Office for National Statistics](#)

Men are more likely to commit domestic abuse and/or violence than women; 77% of identified domestic violence offenders were male. The demographic which had the highest volume of both offenders and victims was the 30–34-year-old age group, which may reflect that this age group are more willing to come forward and disclose the crime to the police.

The proportion of victims of domestic abuse that were repeat victims (33%) has remained relatively stable over recent years. Repeat victimization presenting to the Police is heavily concentrated, with over a quarter of all domestic-violence related crimes recorded by Nottinghamshire Police in the most recent 12 months linked to less than 10% of survivors (9.2%).

**This small cohort of high repeat survivors are also more likely to exhibit complex needs and report experience of other non-domestic abuse-related crimes.**

Nottinghamshire has a long-standing history of well embedded services across the county and city addressing the needs of victims, preventing harm, and raising public awareness of **Violence Against Women and Girls (VAWG)**.

Nottinghamshire has a well-developed range of skilled specialist organisations working to meet the needs of victims and survivors, but there are opportunities to enhance prevention activity and improve access to services among some communities and how effectively agencies work together. The largest and most active local VAWG services across Nottingham and Nottinghamshire include Juno Women's Aid, Imara, Equation, Nottinghamshire Women's Aid, Nottinghamshire Sexual Violence Support Services and Mojatu Foundation.

#### Children and adolescent to parent violence and abuse (CAPVA)

CAPVA is a serious and significant social problem which is still relatively unacknowledged and under-researched <sup>103</sup>. It is a form of family abuse where children/adolescents use a range of harmful behaviours towards parents/caregivers in an attempt to get their own way, hurt or punish, communicate distress and/or control their environment.

What differentiates CAPVA from typical teenage rebellion is that it represents a **harmful pattern of behaviour**. Abuse towards parents can begin from an early age, although typically peaks between the ages of 14 and 16.

In the most recent 12 months for all domestic crime, the victim-offender relationship was parent/caregiver to child in 9.1% of occurrences (n=1,364)<sup>104</sup>. This is an increase of 7% compared to the previous year, although represents a similar proportion (8.7%). The most common crime type for CAPVA was violence without injury, specifically common assault which accounted for 31% of all domestic crime where a child was offending on the parent. Other prevalent crime types include assault occasioning ABH (17%) and criminal damage to a dwelling (13%).

Areas which showed a higher proportion of CAPVA in their domestic crime occurrences were Nottingham City West (12%, n=176), Gedling (12%, n=131) and Ashfield (10%, n=184). It is important to note that **Gedling** was not skewed by occurrences at Nottinghamshire Police HQ, and this reflects true disproportionality in this area.

Work is ongoing to help improve our response to CAPVA in policing and commissioning, as multiple data sources have highlighted the prevalence of family abuse with children as perpetrators to be an emerging trend of note.

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<sup>103</sup> [CAPVA Literature Review](#)

<sup>104</sup> This excludes occurrences where the victim-offender relationship was not known or left blank.

### 3.6 Anti-social behaviour

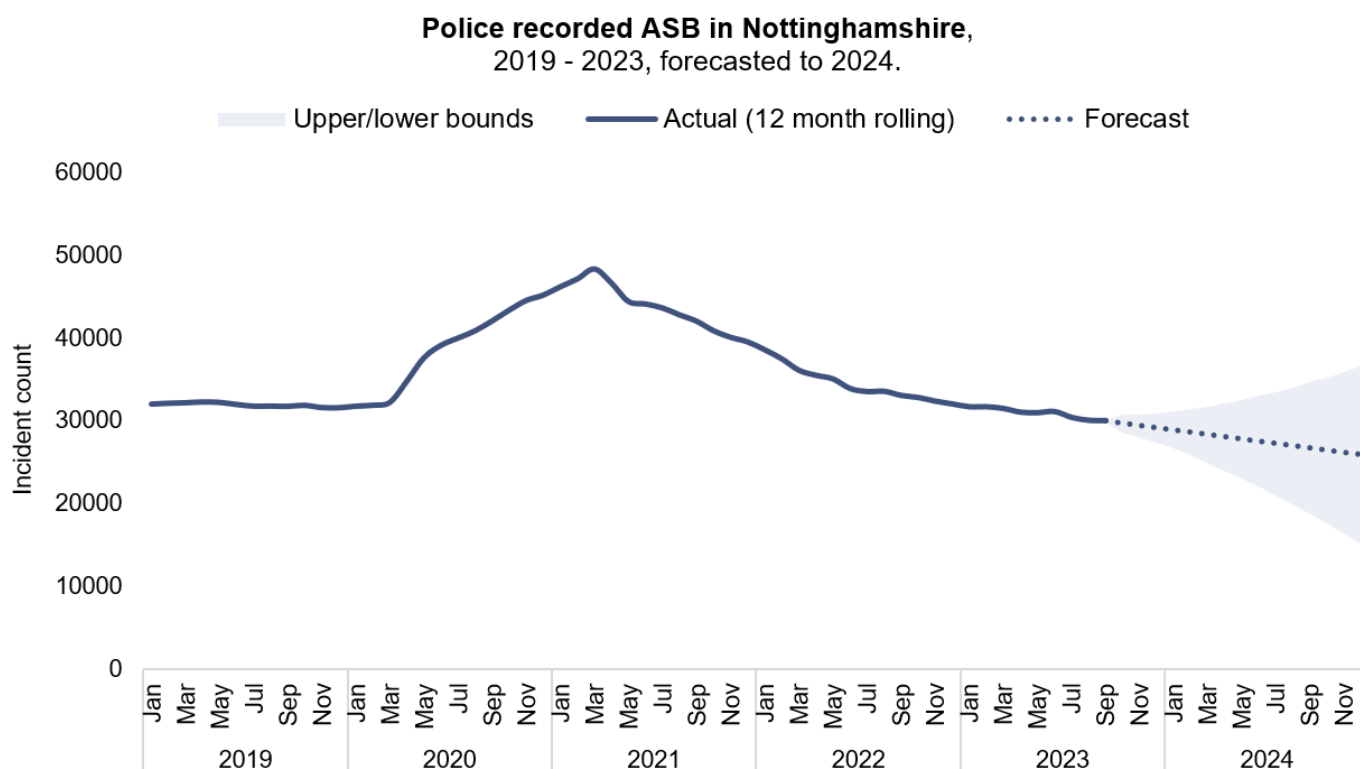
**Anti-social behaviour** (ASB) remains the most common community safety issue affecting local residents, with estimates from the local Police and Crime survey indicating that 64% ( $\pm 0.05\%$ ) of residents are likely to have experienced one or more forms of ASB over the previous year.

Overall levels of police recorded ASB decreased by 9.2% in the most recent year, with all districts across Nottinghamshire showing decreased ASB, apart from Gedling which increased slightly by 0.7%.

	2021/22	2022/23	% change
Self-reported experience of ASB (estimate <sup>105</sup> )	606,111	573,379	▼ (-5.4%)
Demand presenting to police	32,964	29,934	▼ (-9.2%)

The graph below shows the rolling 12 months of data for ASB recorded by Nottinghamshire Police over the past 4 years, forecasted to 2024. In stark contrasts to steep falls in most types of recorded crime, ASB sharply rose at the beginning of the pandemic, almost doubling in volume to peak levels seen in May 2020.

Research has found that in part, this increase was attributed mostly to noise nuisance and neighbour disputes, as well as wider perceptions of households flouting social-distancing rules<sup>106</sup>. Since, ASB has declined to levels lower than the pre-pandemic baseline in March 2020 (-6.8%).



The majority of ASB in Nottinghamshire is classified as nuisance (86%). Particular trends of note, as highlighted in the most recent ASB taskforce insight report, include:

- **Aggressive begging:** large volumes and increased reports of begging, often reported as being aggressive and intimidating, and homeless individuals outside supermarkets and businesses;

<sup>105</sup> Extrapolated from the police and crime survey, % of respondents that answered yes to question 17: in the last 12 months, have you personally experienced anti-social behaviour in your neighbourhood, as a proportion of 16+ population (940,583).

<sup>106</sup> [Tackling anti-social behaviour: case studies | Local Government Association](#)

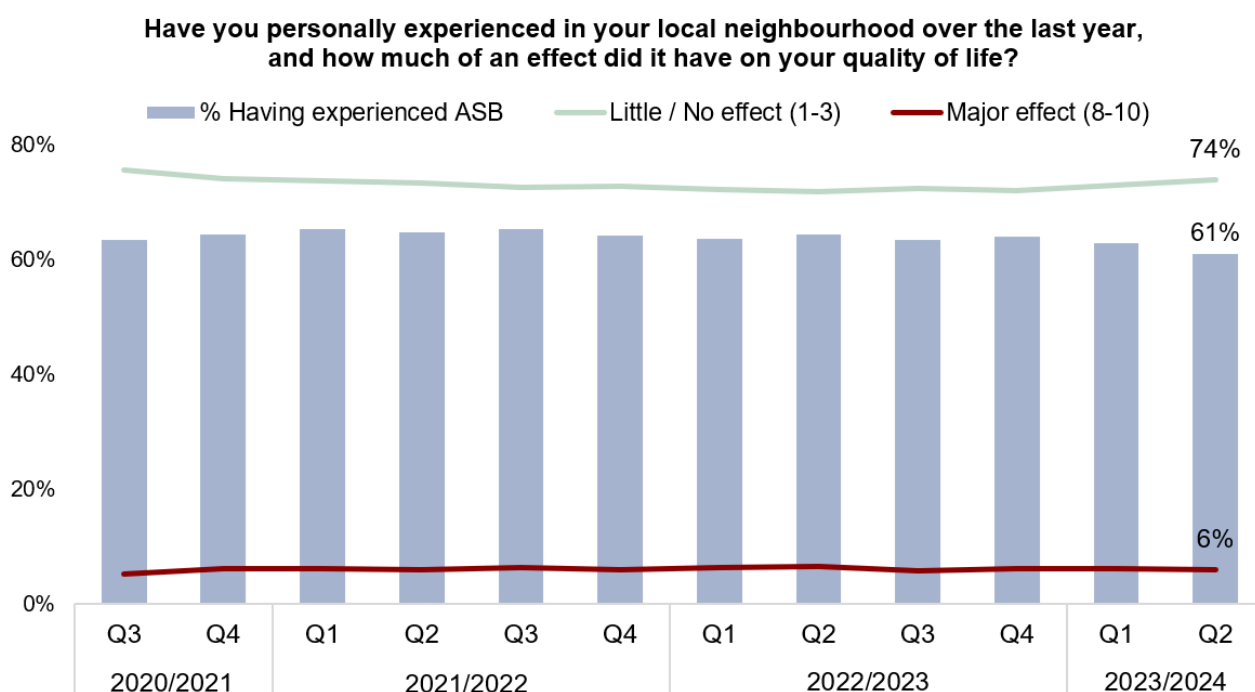


- **Off road bikes:** reports across the county of large groups of young males on off-road quad bikes and/or motorbikes, causing general nuisance and ASB.

The Police and Crime Survey highlights neighbour noise nuisance as the most prevalent ASB issue affecting local neighbourhoods (28%), followed by vehicle-related ASB (26%) and drug use/dealing (22%). Notably however, the proportion stating drug use and dealing occurs most weeks has decreased over the last year (-6% pts). Overall, there have been small decreases in respondents reporting all ASB types in their area since 2022, which is reflected in the police recorded data.

The survey also found that of those experiencing ASB, 74% did not report the ASB to any agency, while around 16% reported their issue to the local authority and 13% to the police. This remains relatively similar to unreported volumes in the previous year.

The impact of ASB can vary significantly according to the type, circumstance, frequency, vulnerability and risk factors involved. Of those reporting ASB via the Nottinghamshire Police and Crime Survey in the 12 months to September 2023, 74% said that ASB had little to no effect on their quality of life, while 6% said it had a major effect. Overall, experience of ASB has decreased slightly over the last year, while the effect of ASB on quality of life has remained stable.



### Anti-social behaviour case reviews (community triggers)

The Anti-social Behaviour Crime and Policing Act 2014 introduced specific measures designed to give victims and communities a say in the way that complaints of ASB are dealt with<sup>107</sup>. This includes the **anti-social behaviour case review**, formerly known as the community trigger, which gives victims of persistent antisocial behaviour reported to any of the main responsible agencies the right to request a multi-agency case review where a local threshold is met.

In Nottinghamshire, we have seen an increase in ASB case review applications received by Nottingham City; 27 applications were received in the year 2022/23 compared to the 18 received in the year 2021/22. A further increase has been registered in Ashfield where 6 ASB case review applications were received in the year 2022/23 compared to none received in the year 2021/22. These increases could be related to the active promotion of the service from local authorities on their websites, where clear indications are given on what is needed from the public and what they can expect from the process.

<sup>107</sup> [Anti-social behaviour case review - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/anti-social-behaviour-case-review)

In December 2022, the Nottinghamshire OPCC launched the **Antisocial behaviour Taskforce** which brings together key agencies from across Nottinghamshire to improve consistency, coordination and effectiveness in our response to antisocial behaviour. The taskforce has been working with partners to:

- Improve the consistency of local policies, protocols and response to ASB;
- Improve the availability and sharing of information to improve our understanding of the nature, prevalence and geographic distribution of ASB across Nottinghamshire
- Identify ASB priority hotspot locations in each local authority area across Nottinghamshire, which will be subjected to targeted interventions and sharing of best practice.

The OPCC continues to work towards having a fully operational **Immediate Justice Programme** by January 2024, after Nottinghamshire was selected as a pilot area for the programme earlier in the year. The project will focus on adults and be limited to crime types that have an ASB component, such as criminal damage, arson, public order and drug possession. Stage 2 of the project will focus on young people, and there will be a great opportunity to work on diversionary opportunities to which people are referred.

## 4. Vulnerabilities

The Police's responses to allegations of criminal offences by or against vulnerable people should be governed by principles of equal access to justice. The following section examines the needs of vulnerable populations such as youth at risk, individuals with mental health issues and rural communities, both within victim and offender cohorts.

### 4.1 Victims

#### 4.1.1 Rural Crime

Crime is not isolated to urban spaces; it embodies the characteristics of the environment in which it is embedded<sup>108</sup>. Rural crime can be broadly classified as any crime or anti-social behaviour occurring in rural areas; it includes universal crimes that affect rural and urban areas, but also more specific crimes related to opportunities that only arise in rural environments. The urban population of Nottinghamshire was approximately 73%, or 572,257, while the rural population was around 27%, or 213,275<sup>109</sup>.

The National Rural Crime Network, founded in 2014, supported the creation of a National Rural Crime Police Unit in 2022 which has made an immediate impact in the fight against rural crime in England<sup>110</sup>. Nationally, rural crime rose by 22.1% in the last year, and cost an estimated £49.5m to victims<sup>111</sup>.

There are national strategies in place for both rural wildlife crime, which are agreed through the National Police Chiefs' Council (NPCC). Each strategy has five identified priorities such as farm machinery and fly-tipping for rural crime and Poaching and Badger persecution for wildlife crime. Some of these priorities resonate with issues experienced within Nottinghamshire more than others. Nottinghamshire Police is in the process of writing its first bespoke Rural and Wildlife Crime Strategy, with priorities based around those national pillars.

Building on the crime prevention work undertaken by the Force's dedicated rural crime officer, Nottinghamshire Police are investing in a number of other initiatives such as the purchase of diesel dye to inhibit rural thefts and a campaign, in collaboration with Crimestoppers, designed to target domestic abuse within rural communities. The Force is also in the process of writing its first bespoke **Rural and Wildlife Crime Strategy**, with priorities based around national pillars.

**Notts Alert** is a valuable tool to enable neighbourhood policing inspectors in Nottinghamshire to get a snapshot of what the public think about crime, and the force approach in their area. With more than 400,000 people signed up, the Force are working to reach rural communities. Notts Alert will significantly assist the force to develop a policing service for the people of Nottinghamshire that is visible and accessible, and further enhance the force's capability to build community trust and confidence.

Crime that took place in rural areas of Nottinghamshire has increased by 4.7% from 6,756 incidents in the previous year to 7,074 incidents in the most recent 12 months (October 2022 – September 2023). The proportion of crime in Nottinghamshire that was in rural areas has also stayed relatively stable (6.7% in 2021/22, 6.8% in 2022/23).

The table below shows the proportions of crime that occurred in rural areas of Nottinghamshire in the most recent 12 months, compared to the previous year. As shown, the crimes which affected rural communities most disproportionately were **arson**, **acquisitive crime** (theft, burglary, vehicle crime) and **rape and sexual offences**. As highlighted, the only categories that showed a significant increase in the proportion occurring in rural Nottinghamshire were possession of weapons offences (+1.9 pp) and theft from the person (+3.7 pp).

<sup>108</sup> [Crime and safety in rural areas: A systematic review of the English-language literature 1980–2020 - ScienceDirect](#)

<sup>109</sup> [Nottinghamshire Demographics | Age, Ethnicity, Religion, Wellbeing \(varbes.com\)](#)

<sup>110</sup> [2022-2025 NPCC Wildlife & Rural Crime Strategy launched | National Wildlife Crime Unit | NWCUC](#)

<sup>111</sup> [Rural Crime Report 2023 - NFU Mutual](#)

	Proportion that occurred in rural areas of Nottinghamshire	
	2021/22	2022/23
Arson	18.1%	18.1%
Vehicle crime	12.5%	13.0%
Misc. crimes against society	10.0%	10.7%
Burglary	8.4%	9.3%
Other sexual offences	9.2%	8.9%
All other theft	10.5%	8.7%
Rape	7.8%	8.4%
Violence with injury	7.0%	7.7%
Criminal damage	7.0%	7.6%
Possession of weapons	5.1%	7.0%
Violence without injury	5.7%	6.4%
Theft from the person	2.4%	6.1%
Public disorder	5.1%	6.0%
Drug possession	4.2%	5.4%
Drug trafficking	4.2%	4.7%
Robbery of personal property	2.8%	4.3%
Bicycle theft	5.0%	3.4%
Robbery of business property	1.9%	3.0%
Shoplifting	1.4%	1.6%
<b>All crime</b>	<b>6.6%</b>	<b>6.8%</b>

The following section analyses these crime categories alongside the thematic priorities explored in the previous section, with a focus on how they affect our rural communities in Nottinghamshire.

### Acquisitive Crime

World events, such as the conflict in Ukraine, coupled with the cost-of-living crisis, have opened up illicit markets and farmers have increasingly found themselves targeted by both opportunist and more recently organised criminals. The total cost of agricultural vehicle claims soared by 29% to £11.7m in the most recent year, as criminals cashed in on the rising cost and limited supply of agricultural vehicles and machinery.

Of the acquisitive crime (excluding fraud and shoplifting) recorded by Nottinghamshire Police in the most recent 12 months, 9% occurred in rural Nottinghamshire (n=2,120), a slight decrease on volumes recorded in the previous 12 months (-6%). Specifically, decreases in **other theft offences** (-19%, -176 incidents), **bicycle theft** (-37%, -27 incidents) offset increases in **theft from the person** (+163%, +39 incidents), **residential burglary** (+17%, +32 incidents) and **robbery** (+56%, +15 incidents). Increases in rural acquisitive crime were however seen in Mansfield (2021/22: 96 incidents, 2022/23: 136 incidents), Broxtowe (2021/22: 174 incidents, 2022/23: 210 incidents) and Ashfield (2021/22: 168 incidents, 2022/23: 185 incidents).

### Arson and criminal damage

In the most recent 12 months, 18% of arson and 8% of criminal damage occurred in rural areas of Nottinghamshire, equating to 903 offences, which is very stable to the previous year where 900 offences were recorded. Levels of rural arson showed a decrease from 143 offences to 101 (-29%), whereas rural criminal damage increased from 757 to 802 offences (+6%).

## Arson

Arson offences inside HMP facilities do slightly skew the data, with 28% of arson offences in rural Nottinghamshire occurring in a prison. Because of this, these offences have been removed from the dataset in order to provide insight into the offences that directly impact rural communities. When HMP facilities are removed, the disproportionality of arson affecting rural areas is still the highest crime type, with 14% of arson offences occurring in rural Nottinghamshire.

The majority of rural arson offences were in **Bassetlaw** (27%) and **Newark & Sherwood** (19%). Specific trends of note include fly tips being set on fire and deliberate ignitions of barrels of hay and tyres on farms. Notably, in September 2022, Nottinghamshire Police warned farms about rural crime after spate of arson occurrences in Rushcliffe<sup>112</sup>.

## Criminal damage

As mentioned, levels of rural criminal damage increased from 757 incidents to 802 in the most recent 12 months (+6%) compared to the previous year. The majority of rural criminal damage offences were in Bassetlaw (29%), Newark and Sherwood (20%) and Rushcliffe (16%), specifically Carlton, Langold and Bylth in Worksop (9% of all rural criminal damage), and Ranskill and Sutton in Retford (5%).

Specific trends of note include an increased volume of criminal damage on farmers' fields, with 129 offences recorded in the most recent 12 months compared to 109 in the previous year. This involved an increased number of reports of unknown offenders causing damage to farmers fields with quadbikes and track marks.

## \* Domestic Abuse and VAWG

Within rural communities, victims of domestic abuse are often isolated, increasingly unsupported and left feeling unprotected, with abuse lasting on average 25% longer than in urban areas<sup>113</sup>. Rurality is often deliberately used as a weapon by abusers through financial control and social isolation, leaving victims in fear of reaching out for support<sup>114</sup>.

**The fact that much domestic abuse goes unreported to, or unrecorded by, the police is well known. The data below reflects reporting and recording practices, and not objective reality, which should be kept in mind when reflecting upon findings.**

In the most recent 12 months, 873 domestic flagged crimes were recorded in rural Nottinghamshire, an increase of 9% compared to the previous year. The proportion of domestic flagged crime in rural communities stayed relatively stable, with 5% of all domestic crime having a rural location as the occurrence address. In rural Nottinghamshire, 12% of all crime was domestic, increasing to 16% in urban areas. This further highlights the under-reporting in rural communities of domestic abuse.

A recent study analysing the geospatial and contextual patterns of rural domestic abuse commissioned by Cumbria Constabulary explored some of the reasons behind the hidden harm of domestic abuse in rural communities. The reasons were as follows, and can certainly be applied to rural Nottinghamshire:

- Obstacles to accessing support such as lack of knowledge about services, feelings of stigma and shame, a lack of financial independence;
- Victims living in remote areas meaning difficulties with transport infrastructure and internet connection could impede service access;

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<sup>112</sup> [Rural Crime Alert - Police warnings to Nottinghamshire farms about rural crime after spate of agricultural thefts and arson \(farmwatcher.co.uk\)](https://www.farmwatcher.co.uk/news/rural-crime-alert-police-warnings-to-nottinghamshire-farms-about-rural-crime-after-spate-of-agricultural-thefts-and-arson/)

<sup>113</sup> [Domestic abuse in rural areas – National Rural Crime Network](#)

<sup>114</sup> [Rural crime 2023 | Crimestoppers](#)

- Connections within small, close-knit communities in that ‘everybody knows everybody’, individuals may want to receive support away from home;
- Increased isolation of victims, especially those from the farming community;
- The persistence of gender roles and values in rural communities may serve to subjugate victims of domestic abuse and prevent them from seeking help.

In the last year, the Nottinghamshire OPCC has approved £200,000 of funding for a dedicated rural crime prevention officer, and £100,000 fund to pay for the rural crime prevention activity at Hilt Holt Wood, and Equation’s domestic abuse support for people in rural communities.

#### 4.1.2 Hate Crime

**Hate crime** remains a recognised shared priority across Nottingham and Nottinghamshire on account of the disproportionately high impact these crimes can have on the individuals and communities affected.

*It is important to consider that national conflicts, most notably in the Middle East, that have occurred in recent months fall outside of the data period of this assessment. Therefore, in analysing the emerging risks and threats that are presented in this document, consideration must be given in what changes may have occurred after September 2023.*

Between the 1<sup>st</sup> October 2022 – 30<sup>th</sup> September 2023, Nottinghamshire police recorded 1,739 hate crimes, of which the majority were **racially aggravated** (69%) or **sexual orientation related** (17%). Overall, hate crime decreased by 9% compared to the previous 12 months where 1,920 hate crimes were recorded. All areas of hate crime<sup>115</sup> showed decreased volumes apart from disability (+16%, +14 incidents) and religiously aggravated hate crimes (+14%, +9 incidents).

Overall, 19.8% of all hate crime resulted in a positive outcome (344 per year), which remains significantly higher than the national and MSG averages. Positive outcomes were highest in Nottingham City West/Central at 26.6%, and lowest in Broxtowe (9.9%) and Ashfield (11%). At force level, around 29% of recorded hate crimes result in no suspect being identified (497), and evidential difficulties prevent a further 20% of cases (284) from being progressed. The victim declined or withdrew support for a criminal justice outcome in around a third of cases (460) over the last year.

**Race hate crimes** recorded by Nottinghamshire police decreased by 13.1% in 2023 to 1,201 from 1,382 in the previous year. This category still accounts for the largest proportion of all hate crimes. 21% of racial hate crimes resulted in a positive outcome.

**Religion/faith related hate crimes** recorded by Nottinghamshire police increased slightly by 14% to 73 incidents in 2023 compared to 64 in the previous year. This increase was most prevalent in Nottingham City South where incidents increased from 8 occurrences to 15 and in Broxtowe where incidents increased to 8 from 3 in the previous year. 14% of religion/faith related hate crimes resulted in a positive outcome.

**Homophobic hate crimes** recorded by Nottinghamshire Police decreased by 7% to 294 incidents compared to 317 in the previous year. The majority of homophobic hate crimes are recorded in Nottingham City Centre (15%), Ashfield (14%) and Mansfield (13%). Notably, Ashfield showed the most significant increase in homophobic hate crime in the most recent 12 months, increasing from 27 to 40 incidents (+48.1%). 26% of homophobic hate crimes resulted in a positive outcome.

**Transphobic hate crimes** recorded by the police (58) stayed relatively stable to the previous year where 63 incidents were recorded, despite ongoing activity to raise awareness and reporting of these crimes. Just 5% of transphobic hate crimes resulted in a positive criminal justice outcome.

**Disability hate crimes** recorded by Nottinghamshire police increased by 16% from 90 incidents to 104 in the most recent 12 months. The majority of disability hate crimes were recorded in Mansfield (19%), Ashfield

<sup>115</sup> Nottinghamshire Police classify hate crimes as disability, race, religion/faith, sexual orientation, transgender, alternative subculture, misogyny or other.



(14%) and Bassetlaw (13%), and Mansfield saw the largest increase, increasing from 6 incidents in the previous year to 20 recorded crimes in the most recent 12 months. 7% of disability hate crimes resulted in a positive outcome.

**Misogyny hate crimes** recorded by Nottinghamshire Police stayed very stable: 75 incidents were recorded in the most recent 12 months compared to 78 in the previous year. The majority of misogyny hate crimes were recorded in Nottingham City (59%), followed by South Nottinghamshire (17%). 1 in 5 misogyny hate crimes resulted in a positive criminal justice outcome.

**Service response to hate crime:** Nottinghamshire Police operates a county wide hate crime team which is a dedicated resource within the wider vulnerability hub as part of the central control room. The team consists of two hate crime officers, one sergeant and a dedicated inspector across both the City and County.

The hate crime team has four core objectives, to increase reporting, increase victim satisfaction, improve data quality in recording and reporting, and finally to build strategic partnerships across the local landscape. The hate crime team delivers on these objectives by;

- Auditing hate crime cases to ensure appropriate action is taken and recording practices are complied to under the new non-crime hate incident policy;
- Building partnerships with statutory and non-statutory agencies across the county to deliver on wider hate crime strategic objectives;
- Follow up welfare calls for victims to ensure they feel supported and are updated on their cases;
- Engaging with the diverse communities across Nottinghamshire to earn trust and confidence to increase reporting and assurance among the public.

**Non-Crime Hate Incidents (NCHI):** Code of Practice on the Recording and Retention of Personal Data came into force in June 2023. The Code introduces additional safeguards to protect freedom of expression and raises the threshold at which personal data may be recorded on a NCHI record. These incidents should not be recorded where they are trivial, irrational, or if there is no basis to conclude that an incident was motivated by hostility.

## 4.2 Offender cohort

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Custody data has been used below to provide further insight into the vulnerabilities of those arrested between the 1<sup>st</sup> October 2022 – 30<sup>th</sup> September 2023. Repeat offenders were left in this dataset as different vulnerabilities may have been identified at each arrest.

### 4.2.1 Mental Health

Severe Multiple Disadvantage affects a minority of Nottinghamshire residents, but remains an increasing factor among victim, perpetrator and safeguarding caseloads. The relationship between mental health and criminal offending is complex. A mental disorder may directly cause someone to offend or play no significant part in their offending behaviour. In cases of serious illnesses, patients' experiences delusions or hallucinations may perceive people as posing a serious threat to them.

The relationship between mental health and criminal offending is complex. According to the Criminal Justice Inspectorates<sup>116</sup>, the rate of mental disorders in the incarcerated population is 3 to 12 times higher than that of the general community, including schizophrenia, anxiety disorders, mood disorders, and impulse control disorders. Offenders with mental health issues are more likely to reoffend, however people who receive mental health treatment during and after their sentences are less likely to reoffend<sup>117</sup>.

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<sup>116</sup> [Mental health \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/)

<sup>117</sup> [Healthcare for offenders - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/healthcare-for-offenders)

## Custody data

Evidence suggests that the complexity of needs among vulnerable adult perpetrators presenting to the police is increasing. The number and proportion of perpetrators exhibiting mental health need in custody by Nottinghamshire Police has increased from 40% in the previous year to **43%** in the most recent reporting period (October 2021 – September 2022). The most frequent listed mental health vulnerabilities were depression and anxiety.

The proportion of perpetrators with mental health need also differed significantly depending on the reason for their arrest. The table below shows the crimes that exhibited the largest disproportionality towards mental ill-health in perpetrators<sup>118</sup>. As shown, drug related incidents, burglary, public disorder, the breaching of stalking/sexual harm orders and homicide all showed high volumes of perpetrators with mental health vulnerabilities.

Notably, three quarters of all ‘cause wasteful employment of police’ perpetrators were identified as having mental health need. This offence refers to false reports of crime that initiate police investigation, or the giving of false information to the police during the course of an existing investigation.

<b>Perpetrators with a mental health vulnerability</b> (Oct 2022 – Sep 2023)	
<b>Reason for arrest</b>	<b>Yes (%)</b>
In charge of vehicle whilst unfit through drugs	76.9%
Intentionally / recklessly cause a public nuisance	75.0%
Cause wasteful employment of police	75.0%
Concerned in supply of heroin	73.3%
Burglary other than dwelling - theft with violence	72.7%
Breach sexual harm prevention order	70.0%
Aggravated burglary with intent - dwelling	68.8%
Arson with intent to endanger life	67.7%
Breach of stalking order / interim stalking order	66.7%
<sup>119</sup> Murder - victim one year of age or older	65.0%

### 4.2.2 Substance use

Substance use is a particular vulnerability that is frequently linked to certain crime types. It has a complex inter relationship with personality, comorbidities with mental health disorders, life events and sociocultural factors, and the risk of involvement with crime. The physical and psychological effects of substance use can lead to agitation, aggression and cognitive impairments that in turn heighten the risk of violence and other crime. Additionally, offending may provide a means to finance drug use, or may be a result of disputes within illegal drug markets.

Substance dependent prolific offenders continue to account for a significant proportion of crime demand, particularly in relation to shoplifting where evidence of severe multiple disadvantage and trauma are commonly identified. Substance dependency also remains a significant driver of violent and other forms of acquisitive offending.

<sup>118</sup> Low volume crime types (categories with less than 10 recorded perpetrators) were excluded from this data.

<sup>119</sup> This equates to 13 out of 20 arrests and includes one repeat offender.

Nottinghamshire has led the regional roll out of **sobriety tagging** following a successful pilot that saw 90% of users with alcohol-related needs abstaining from alcohol consumption over the 2,500 hours of activity monitored. Nottinghamshire was also the first police force in Europe to make use of facial recognition enabled breathalyser technology.

### Custody data

The number and proportion of substance dependent perpetrators in custody recorded by Nottinghamshire Police has increased from 14% in the previous year to **18%** in the most recent 12 months. The most frequent listed substance use vulnerabilities were heroin user, alcoholic, methadone user and cannabis user.

The proportion of perpetrators with substance dependency also differed significantly depending on the reason for their arrest. The table below shows the crimes that exhibited the largest disproportionality towards substance use vulnerability in perpetrators<sup>120</sup>. As anticipated, many of those arrested for drug possession offences had substance use dependency recorded as a vulnerability. Of significance, shoplifting had the fifth highest proportion of individuals and, due to the high volume of this crime, the highest volume of perpetrators with substance dependency.

Perpetrators with a substance dependency (Oct 2022 – Sep 2023)	
Reason for arrest	Yes (%)
Breach criminal behaviour order	62.1%
Possess of Class A – Crack Cocaine	59.7%
Possess of Class A – Heroin	50.6%
Possess of Class B – Cannabinoid receptor agonists	48.7%
Theft from a shop	48.6%

### 4.2.3 Youth at risk

It is well documented that young people are disproportionately involved in crime, specifically serious violence and exploitation, as both victims and offenders. These individuals are often known to services for having vulnerabilities linked to experience of trauma, neglect, early involvement in substance use and absenteeism from school.

### Custody data

The number and proportion of perpetrators aged under the age of 18 exhibiting mental health need in custody by Nottinghamshire Police has increased from 29% in the previous year to **36%** in the most recent reporting period (October 2021 – September 2022).

The number and proportion of substance dependent perpetrators in custody recorded by Nottinghamshire Police has increased from 2% in the previous year to 4% in the most recent 12 months. Caution should be taken when interpreting these results as the numbers are small with the suspect identified as having a substance use vulnerability in 99 arrests in 2022 to 2023. The most frequent substance use vulnerability for children and young people in 2022 to 2023 was cannabis use which was included in 73% of given comments.

**Disproportionality amongst young offenders is explored further in the offending and offender management chapter of this needs assessment.**

<sup>120</sup> Low volume crime types (categories with less than 10 recorded perpetrators) were excluded from this data.

## 5. Offending and Offender Management

### 5.1 Offender landscape

Levels of victim-based crime and offending are estimated to have increased by 2.3% in Nottinghamshire in the most recent 12 months (October 2022 – September 2023); increasing from 86,736 in the previous year to 88,699 recorded occurrences.

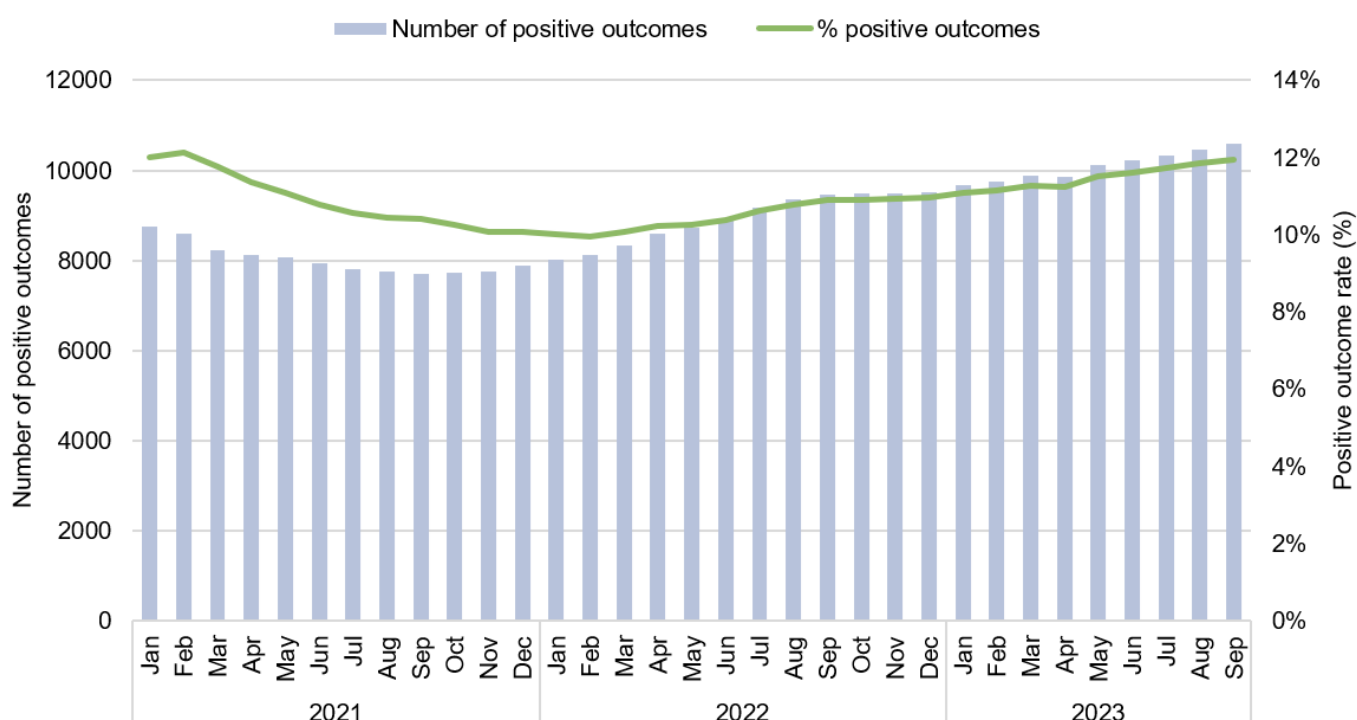
The number of resolved victim-based crime investigations increased by 13% from 9,622 (11% of victim-based crime) to 10,909 outcomes (12% of victim-based crime). Among these offences, the proportion that resulted in a suspect being identified remained relatively stable, decreasing slightly from 46.4% to 45.1%. The proportion of victim-based crimes that were closed on account of the victim not supporting/withdrawing support for an investigation decreased from 23.8% to 21.1%.

#### Positive outcomes

Positive crime outcomes in Nottinghamshire continues to compare favourably to the national average. The positive outcome rate. The positive outcome rate for victim-based crime (11.9%) has remained relatively stable in the most recent 12 months, with the number of individuals charged or summonsed for notifiable victim-based offences increasing by 18% from 6,663 to 7,843.

Around 8.8% of victim-based crimes and 18% of crimes against society resulted in a charge or summons between the 1<sup>st</sup> October 2022 – 30<sup>th</sup> September 2023, compared to and 7.7% and 17% respectively during the previous year.

**Positive outcomes for victim-based crime in Nottinghamshire**  
(rolling 12 month profile)



#### Out of court disposals

Around 4,872 (4.6%) of all police recorded crime outcomes involved an out of court disposal in the most recent 12 months, continuing a steady upward trend seen over recent years. This has largely been driven by increases in the use of adult cautions, cannabis warnings and penalty notices for disorder (PNDs). For victim-based crime, around 2,739 (3.1%) involved an out of court disposal.

Cautions accounted for 8.6% of all positive crime outcomes for victim-based crime in the most recent 12 months, and a third of all out of court disposals for victim based crime. The proportion of positive outcomes that involved a community resolution for victim-based crime fell from 19.7% in the previous 12 months, to 16.2%, with the number of community resolutions falling by 8.2% from 1,869 to 1,715.

The number of PNDs issued by Nottinghamshire Police increased by 31% from 58 to 76 for victim based crime but decreased by 38% from 197 to 122 for other crimes against society. Cannabis warnings decreased in both volume (-44%) from 634 in the previous year to 355 in the most recent 12 months, and as a proportion of all out of court disposals from 12% to 7.2%.

The number of **outcome 22 disposals** are steadily increasing both in volume and as a % of all out of court disposals. In the most recent 12 months, they have increased to 927 from 487 in the previous year, an increase of 90%. Outcome 22 disposals are seen as an alternative to community resolutions due to their flexibility as a less formal outcome.

In 2021, Nottinghamshire Police introduced a new '**out of court disposals framework**' to maximise the meaningful use of out of court disposals and ensure that all cautions have appropriate conditions attached.

The Force are preparing to transition to the revised national framework for adults. This will see the streamlining of disposal options used down to two the statutory disposals of Community Caution & Diversionary Caution and additionality of the Community Resolution.

National codes of practice are awaited to fully transition to this model but in the meantime the force is focusing on ensuring more meaningful conditions are placed on Community Resolutions and encouraging the use of conditional cautions which are more akin to the new model. Nottinghamshire Police Force are planning to fully transition within 2024 but this is dependent on the progress of the national codes of practice.

### **Court outcomes – CPS Data Delivery Dashboard**

In the latest available quarter (Apr – Jun 2023), 90% of CPS legal decisions in Nottinghamshire resulted in a charge, which remains broadly in line with the regional and national averages. The proportion of CPS cases where a decision was made not to prosecute was 19% in the latest available quarter, which again is in line with regional and national averages. The average time taken from police referral to CPS charge has increased in the latest available quarter, at around 45 days.

Guilty plea rate at the Magistrates Court have continued to improve and remain above both regional and national averages, at 72%. Guilty plea rates in the Crown Court remain relatively stable also (67%). In the most recent quarter, the mean days from charge to case completion at Crown Court was 313, which is broadly in line with national and regional averages.

## 5.2 Offender management and rehabilitation

Nottinghamshire has a longstanding **Reducing Reoffending Board** which brings together partners with a statutory duty to reduce reoffending. The Board has recently reviewed its terms of reference and has agreed the following areas of focus:

- Integrated Offender Management
- Women & Girls in the Criminal Justice System
- Resettlement & Accommodation
- Early Intervention & Prevention

In addition to the priorities outlined, the RRB will also work to drive improvements in the cross-cutting areas of data, research and insight and disproportionality across the CJS. The Board will remain sighted wider drivers of reoffending and desistance factors. For example, updated will be request on substance use but responsibility will primarily be discharged to the substance use partnerships within Nottinghamshire.

With prisons population near capacity and projected to continue rising to between 93,100 – 106,300 by March 2027<sup>121</sup>, there will be a national focus on offender management over the coming years to help ease pressures on the system.

Adult binary re-offending rates have increased over the last year and are now exceeding pre-Covid levels. In the 12 months ending June 2023, adult reoffending had increased by 10.3%. Whereas Juvenile reoffending rates had generally fallen, with there being a -0.5 % change in the city and -1.7% change in the county. National and local increase in reoffending is attributed to low levels of acquisitive crime and as such may be linked to the cost-of-living crisis.

A snapshot review of Nottingham City and County Probations caseloads in September 2023 (4,080 people on probation), highlighted that thinking and behaviour (98%), attitudes (78%) and lifestyle (74%) were the most prevalent criminogenic needs that require addressing. Thinking and behaviour needs meaning interpersonal skills, thinking and behaviour linked to offending behaviour (for example, temper control, problem recognition, understanding the view of others etc.). Lifestyle needs meaning activities that encourage offending, influenced by criminal peers, recklessness/risk taking behaviour, lifestyle and associates linked to offending behaviour. & attitude needs meaning they exhibited pro-criminal attitudes.

The factors associated with high binary reoffending where:

- **Substance Use:** There continue to be increases in those with substance use needs, with the number of substance dependent offenders increasing by 21.4% in the most recent 12 months compared to the previous year, however this may partially be because of increased recording and monitoring following the From Harm to Hope strategy. This national drug strategy aims to increase referrals from police, courts, and probation into drug treatment. In support of this, three cross-authority criminal justice working groups covering the following themes – police contact, prisons, and courts – have been established and aim, through collaboration and partnership working, to improve the relevant treatment pathways.
- **Accommodation:** Of the people on probation in Nottinghamshire and Nottingham City as of September 2023, 40% had an accommodation need identified. Meaning they either had no fixed abode, lack of suitable or permanent accommodation, or where in accommodation linked to offending behaviour or risk of serious harm. It has been noted that there has been difficulty purchasing suitable properties due to the housing market over the last 12 months. Research conducted<sup>122</sup> by the Ministry of Justice found that those who returned to live with their family were less likely to go on to re-offend within one year (48% compared with 61% of those not living with their family), whilst being homeless

<sup>121</sup> [Prison population projections: 2022 to 2027 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/prison-population-projections-2022-to-2027)

<sup>122</sup> [The factors associated with proven re-offending following release from prison: findings from Waves 1 to 3 of SPCR \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1155557/the-factors-associated-with-proven-re-offending-following-release-from-prison-findings-from-waves-1-to-3-of-spcr.pdf)



or living in temporary accommodation was associated with a higher chance of re-offending (approximately 66% went on to re-offend, compared with 51% of those living in stable accommodation).

- **Severe Multiple Disadvantage:** Research in the area is lacking as SMD is still not fully acknowledged across the “whole system” to support in the co-ordination of meeting the unmet needs of those exiting the prison estate. As highlighted in the offender cohort however, mental health needs are significant amongst those present in custody, and this need has also increased in the most recent 12 months compared to the previous year.

### 5.2.1 Disproportionality in the Criminal Justice System

Addressing disproportionality for those involved in crime is critical to reducing disparities and promoting equity. Particular cohorts remain significantly over-represented as perpetrators of recorded crime. These include males, young people aged 10-24 and people from BAME backgrounds.

**Males** account for the vast majority of perpetrators of notifiable offences, at 75% of offenders between the 1<sup>st</sup> October 2022 – 30<sup>th</sup> September 2023. On average, the severity of crimes committed by male perpetrators was higher than that of female offenders, with males accounting for 95% of sexual offences, 91% of robbery offences and 90% of possession of weapon offences.

**Young people aged 10 – 24** who account for around 30% of all police recorded suspects and offenders aged 10 and over, compared to 20% of the resident population. This cohort are disproportionately represented as perpetrators/suspects of robbery (53% were aged between 10-24), criminal damage (42%) and weapons possession (53%) as well as drug offences (38%) and sexual offences (39%).

#### People from BAME backgrounds

Disproportionality data is difficult to analyse accurately and fully across the Criminal Justice System due to lack of consistency in ethnicity data collection, with multiple evidence gaps existing and no mandatory requirement for the collection of ethnicity data across the sector. Recommendations have been made by national civil society organisations to mandate reporting and monitoring of ethnicity outcomes. It should therefore be noted that data available provides a limited picture and more work is required to provide consistent monitoring across the criminal justice system.

#### Police Arrests

The most recent arrest data shows positive disproportionality for Black and Mixed heritage groups, with the Black individuals 1.9 times more likely and Mixed heritage individuals 1.4 times more likely to be arrested compared to their white counterparts for April-June 2023. Some improvements have been noticed throughout the year improvement with reduced disproportionality for Black ethnic groups (down from RRI 2.1 to 1.9). Differences were noticed in the Asian cohort who were half as likely (RRI=0.5) to be arrested than their white counterparts in the same period. There are limitations to this data, with a large proportion of ethnicities classed as “not stated” due to known barriers to recording ethnicity data which could potentially skew the data.

#### Use of Powers

##### Use of Force

Use of Force describes the use of any police tactic by the police, such as restraint, unarmed skills, use of equipment, less lethal weapons, firearms or dogs. The latest data available across the Force area for April-June 2023 shows disproportionality in use of force was highest for the Black ethnic group (3.8 times more likely than their white counterparts), which increased slightly from 3.6 for the previous quarter. The Mixed heritage group were 1.3 times more likely to face use of force, which was a decrease from the previous quarter (1.6). Those from Asian backgrounds were slightly less likely to face use of force than their white counterparts, with an RRI of 0.9.

## Stop and Search

Disproportionality in stop and search has seen a marked decrease for the Black ethnic group since 2019, with data showing they are 3.8 times more likely to face the use of this power compared to their white counterparts compared to 4.2 at the same point the year before. Lower levels of disproportionality are seen in the Mixed heritage and Asian cohorts who are 1.5 times and 1.3 times more likely to be subject to a stop and search respectively. Nottinghamshire Police has reviewed its Stop and Search policy to consider the needs of individuals being searched, including potential Adverse Childhood Experiences and experiences of trauma.

## Use of Outcome 22

Outcome 22 is a police outcome used when the police decide to defer prosecution until the accused has been given the opportunity to engage with an intervention activity. It is used by the police to defer prosecutions, in accordance with the Youth Justice Board's Child First agenda, offering an opportunity for intervention and diversion from serious violence.

Across the force area, there is a positive disproportionate use of Outcome 22 for those from ethnic minorities. Those from Black ethnicities were 1.7 times more likely to receive an outcome 22, whilst those from a mixed background were 1.9 times more likely to receive the same outcome for the year to November 2023. This is positive in response to recommendations made in the 2017 Lammy Review that the use of this outcome to challenge disproportionality and divert Black and Mixed heritage individuals away from the Criminal Justice System is critical.

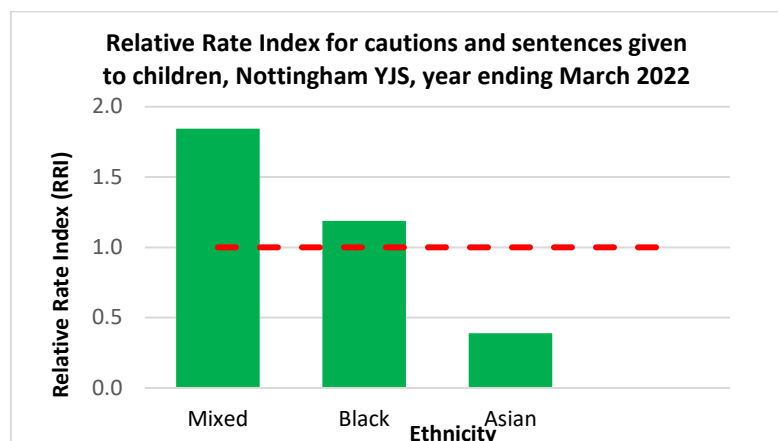
## Relative Rate Index

Disproportionality data below uses Relative Rate Index (RRI) to show the existence of disparity of a particular ethnic group compared to their white counterparts. Where the  $RRI > 1$ , this shows that the ethnic group in question has a greater likelihood of being subject to a particular event, whereas  $RRI < 1$  means the identified group is less likely to experience a particular event.

## Young People in the Criminal Justice System

Data showing ethnic disparities for young people within the criminal justice system has been drawn from the Youth Justice Board's Ethnic Disparity Tool Dashboard which identifies whether a particular ethnic group is over-represented within a geographical area and the extent to which that is statistically significant.

Data for Nottingham City shows that for the year ending March 2022, Black children were 1.2 more times likely and Mixed 1.8 times more likely to receive a caution or sentence. The Asian child population shows negative disproportionality with an RRI of 0.4, showing that they are over half as likely to receive a caution or sentence compared the White child population. This data has remained steady since the year ending March 2020.



Due to lower population numbers of those who have been sentenced or cautioned, data of statistical significance in the County for disproportionality within this area is limited. It shows that compared to their white counterparts, Mixed heritage children are 1.9 times more likely to receive a caution or sentence. There have been improvements to the total number of those from Mixed heritage backgrounds receiving cautions or sentences, but the disproportionality remains largely unchanged due to decreases in the White child population.

There is a commitment across agencies to identify disproportionality where it exists within the Criminal Justice System and support communities to overcome barriers that lead in particular to the overcriminalisation of Black and Mixed heritage communities. This is not an issue that can be tackled in isolation – for example, court advisors and judges have received cultural competence and unconscious bias training, but there is limited data and evidence of scrutiny available to measure the impact of this on sentencing outcomes and racial bias overall. Further work will require collaboration between the Police, the Courts, Youth Justice Services, other agencies and commissioned services to understand and address factors which are influencing disproportionality.

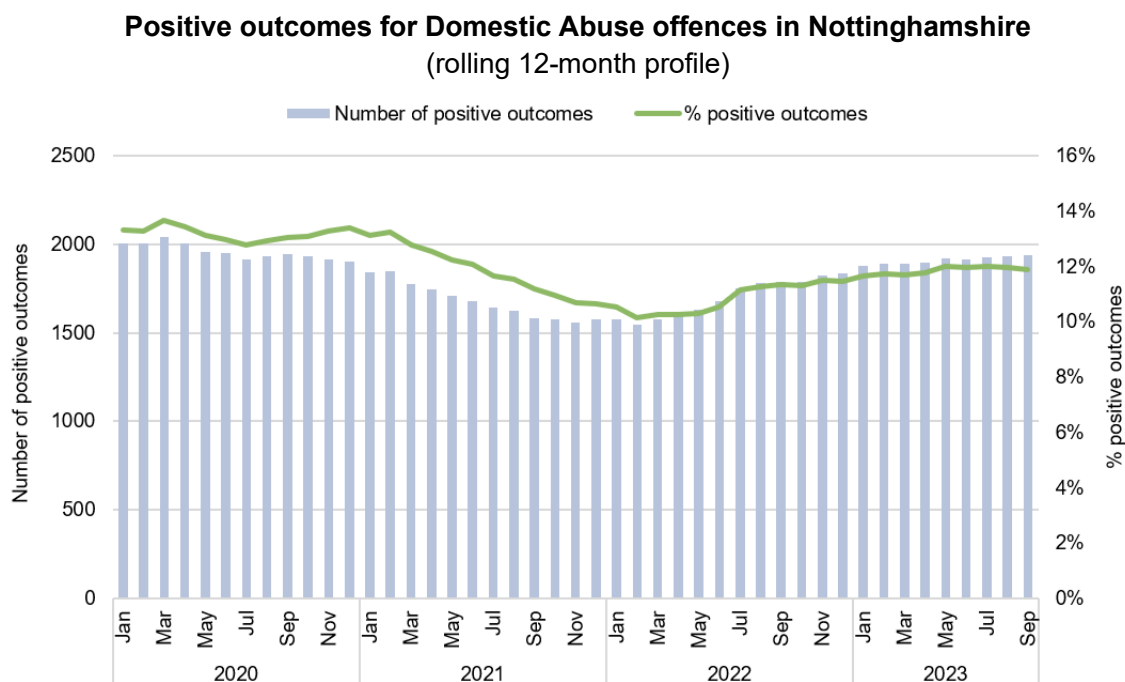
### 5.2.2 MAPPA Eligible offenders

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual, violent, and terrorist offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

The number of MAPPA eligible offenders has remained stable in comparison to the previous year, with numbers decreasing by 1.35%<sup>123</sup>. This bucks the national trend where the MAPPA population continues to grow – the population was up by 2% from the previous year in March 2023 and up 51% since 2013.

### 5.2.3 Domestic Abuse

16,392 crimes were flagged as domestic in the 12 months to September 2023, an increase of 2.6% from the previous 12 months. The proportion of reported domestic crime which resulted in a positive criminal justice outcome stayed relatively stable in the most recent 12 months at 12%, increasing slightly from 11.3% in the previous year.



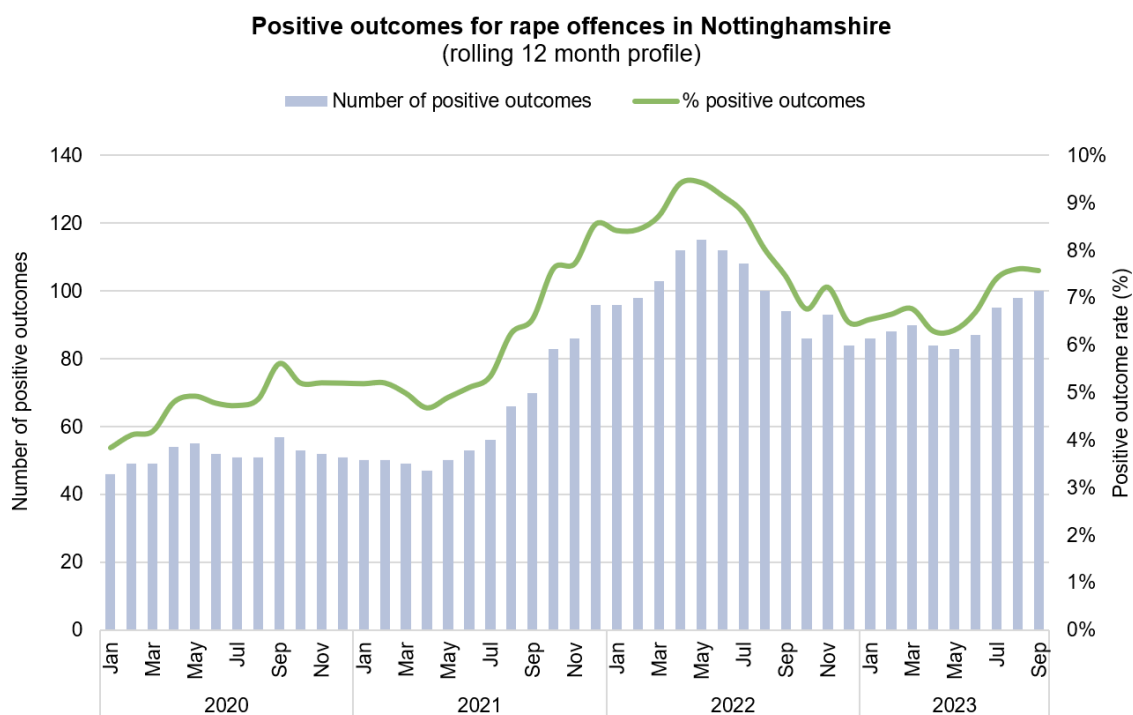
<sup>123</sup> [Multi-agency public protection arrangements \(MAPPA\) annual reports 2022 to 2023 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/115444/mappa-annual-reports-2022-to-2023.pdf)

## 5.2.4 Sexual Offending

The proportion of rape investigations closed as a result of victims not supporting action is 63% in the latest available quarter, which is above both the national (59%) and regional (54%) averages. The percentage of legal decisions resulting in a charge has increased and is considerable above both the national and regional averages. For April to June 2023, this was 100%. While this is very positive, it must be balanced against the increases seen in victims disengaging during investigation.

Nottinghamshire continues to see a higher proportion of cases re-arranged on the day of trial, at 38%, than both the national (22%) and regional (29%) averages. Furthermore, rape cases which resulted in a completed trial is 50% for the latest available quarter which is the lowest seen to date (since January 2021) and is much lower than both national (72%) and regional (56%) averages.

## Outcomes



The proportion of reported rape offences which resulted in a positive outcome stayed relatively stable in the most recent 12 months at 7.6%. This follows a significant local and national focus on driving improvements in rape outcomes following a deterioration seen between 2013 and 2019.

## 5.2.5 Integrated Offender Management

The most persistent and problematic offenders are identified and managed jointly by partner agencies working together under the **Integrated Offender Management (IOM) Scheme**.

Around 300 unique offenders are subject to active monitoring by Nottinghamshire IOM. As of November 2023, the IOM had a total active cohort of 242, 203 of which on the generic programme and 38 on the domestic violence programme. 55% of the cohort were in prison as opposed to the remaining who are managed within the community.

The programme also has an average of 85 individuals per month on its watchlist. The scheme also successfully planned, risk triaged and managed over 100 prison releases into Nottinghamshire in 2023. The average desistance of those across the scheme is 85%.

## 5.2.6 Young Offenders

Young people aged 10-17 account for around 10% of those identified by police as offenders. The number of First Time Entrants (FTE) into the Youth Justice System across Nottinghamshire continues to decrease

quarter-on-quarter, having now sat below pre-pandemic baseline level, and the target level, for the past two quarters.

The fall over the past quarter has been due to FTE for the City, which are now almost 10% lower than this time last year. However, the largest overall percentage decrease has been in the County, with levels now 25% lower than this time last year, and 20% lower than the baseline.

This decrease is largely driven by an increasing use of **Outcome 22** (NFA due to diversionary activity) at the County Out of Court Disposal panel, which may have been impacted upon by more proactivity around early referrals to the YJS My Future programme. Early referral to this programme means that engagement can be evidenced at the OOC panel, potentially increasing the chance of a diversionary outcome being granted.

		2019/20	12 months to Sep 2022	12 months to Dec 2022	12 months to Mar 2023	12 months to Jun 2023	12 months to Sep 2023	Change over last year	
								%	Vol
YJS FTE	Force	263	281	252	265	241	234	-17%	-47
	City	140	150	135 <sup>124</sup>	147	144	136	-9%	-14
	County	123	131	117	107	97	98	-25%	-33

**Young offenders** continue to be managed through Youth Offending Services in the City and County which aim to prevent youth offending and re-offending through targeted interventions, partnership working and identifying and supporting children and young people at risk.

Youth Offending Services consist of staff from the City and County Councils, Police, Probation, Health and Nottingham Futures, and are overseen by a Partnership Board. Work continues to ensure partner agencies fully recognize the impact of trauma experienced by young people who offend in the interventions they provide<sup>125</sup> and develop a greater understanding of social media communications and their powers to monitor its use to prevent crimes.

### 5.2.7 Women and Girls in the Criminal Justice System

The experience and background of women in, or at risk of entering the Criminal Justice System (CJS), is complex and often marked by experiences of additionally being a victim. **Women are a minority within the CJS:** they often have complex, and high risk needs that traditional CJS outcomes cannot address. In fact, the criminal justice system can be more triggering, victimising and damaging for women due their past adverse experiences. Criminogenic needs typically exhibited by female offenders within the criminal justice system include:

- Substance use (32%-77%)
- Domestic abuse and trauma (27%-60%)
- Mental health (40%-70%)
- Relationships (30%-62%).

Nottinghamshire saw a reduction in police recorded female offending in the most recent 12 months, both in terms of individuals arrested (-6%) and the volume of linked offences recorded (-3%). The majority of female offenders were perpetrators of shoplifting (20%), although this volume has been decreasing compared to previous years.

Nottinghamshire is implementing a Whole System Approach to Women in, or at risk of entering the CJS. As evidenced in various academic texts, publications from the MoJ Female Offender Strategy<sup>126</sup> and the National

<sup>124</sup> Figures detailed are to 08/12/2022 due to change in case management system.

<sup>125</sup> [Work of Youth Offending Teams to Protect the Public](#), HMI Probation, October 2017 (Recommendation)

<sup>126</sup> [Female Offender Strategy - GOV.UK \(www.gov.uk\)](#)

Concordat for women in or at risk of entering the CJS<sup>127</sup> (2020), a gender-specific and trauma-informed approach is paramount to achieving better outcomes and responding to the distinctly different needs of a woman in the CJS.

Commitments within Nottinghamshire's Blueprint for a Whole System Approach to Women in, or at risk of entering the Criminal Justice System (2022 - 2025) include improving the use of out of court disposal for women, improving conditions and outcomes for women leaving prison, improving gender specific provision. Probation and the OPCC have funded a dedicated post to drive this work forward.

Commitments within Nottinghamshire's Blueprint for a **Whole System Approach** to Women in, or at risk of entering the Criminal Justice System (2022 - 2025) include improving the use of out of court disposal for women, improving conditions and outcomes for women leaving prison, improving gender specific provision. Probation and the OPCC have funded a dedicated post to drive this work forward.

Nottinghamshire has a women specific conditional caution project - **Changing Lives**. Changing lives provides trauma informed support and diversion for vulnerable women from the point of arrest, with a Diversion Worker responsible for identifying individual support needs linked to their offending and brokering access into the relevant local services.

### 5.2.8 Foreign National Offenders

Poland, Romania and Albania continue to be the most prevalent FNO nationalities recorded in Nottinghamshire. Albanian FNOs are most likely to be identified for cannabis production, with links to commercial cannabis cultivation being recognised locally and nationally as an increasing trend: between November 2022 and October 2023, Albanians made up 22% (41 out of 107) of suspects in cannabis cultivation.

Nottinghamshire Police has a foreign national offender (FNO) team based at HQ, which is part of the intelligence department, with the core responsibilities being to locate and detain persons wanted for extradition, seek to remove high harm offenders using Home Office Immigration powers, and assist other departments with international enquiries.

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<sup>127</sup> [Concordat on women in or at risk of contact with the Criminal Justice System - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/86444/concordat-on-women-in-or-at-risk-of-contact-with-the-criminal-justice-system.pdf)



## 6. Community insight

The Police and Crime Survey is commissioned by the Nottinghamshire Police & Crime Commissioner and has been undertaken on a quarterly basis across the police force area since June 2017. The survey robustly captures and tracks indicators of public trust and confidence in the police, residents experience of crime and ASB and their satisfaction with any policing services received.

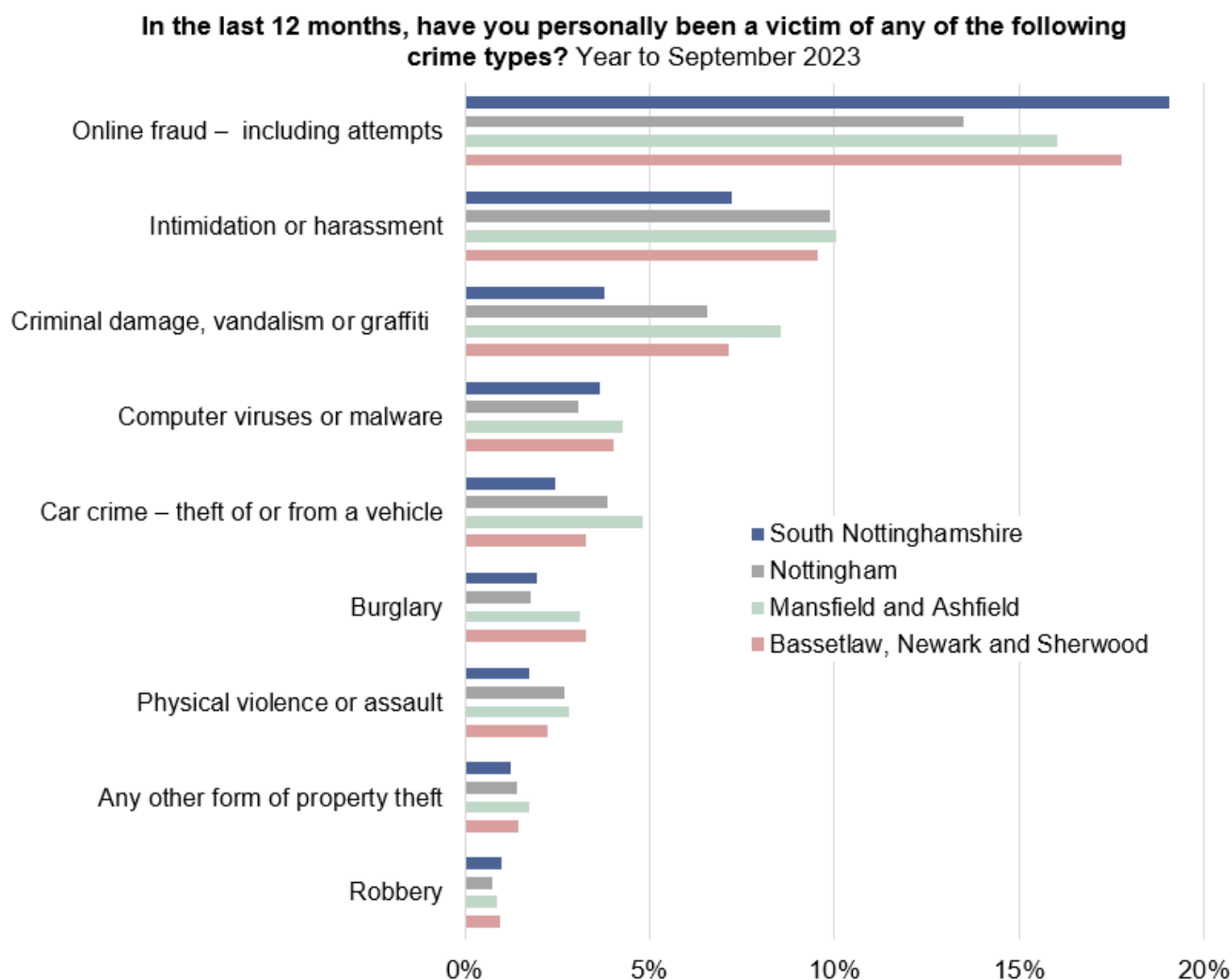
The achieves over 4,260 responses per year based on a sampling scheme representative of the local population at local authority level by age, gender, employment status and ethnicity. Residents from all of Nottinghamshire's 697 LSOAs are surveyed over a two-year period. Quarterly waves of fieldwork help minimize skews that can be caused by seasonality or significant events, and responses are aggregated to report on the most recent 12 month rolling period each quarter.

### 6.1 Public experience

#### Experience of crime

In the year to September 2023, 28% of respondents were a victim of a crime, a decrease from the year to September 2022 (32%). When online fraud and computer use offences are excluded, 17% of respondents were a victim of crime in the year to September 2023, which remains very stable to the previous year. Online fraud remains the crime most commonly experienced by respondents across all Community Safety Partnership areas in Nottinghamshire and remains more prevalent in South Nottinghamshire (19%).

In the latest two years, 50% of crimes (excluding online fraud) went on to be reported to the police. This varies significantly by district, with Rushcliffe (62%) and Broxtowe (57%) most likely to report their crime to the police, and Ashfield (42%) and Gedling (44%) least likely.



## Victim support and outcomes

In the year to September 2023, 29% of victims of crime received some form of information, advice or support, which marks a reduction on levels recorded in the year to September 2022 (32%). Notably, the most common type of support received in the year to September 2023 was *medical treatment* at 18% of victims, which was considerably higher than the previous year (8%) and all other comparable periods. By contrast, the second most common category was *emotional support* at 17%, which had decreased compared to previous years.

49% of victims identified support that they did not receive, but would have liked to, the most common categories being *financial support/help with insurance*, *emotional support* and *being given information on preventing further crime*.

## 6.2 Public perception

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Public perceptions of policing can be enhanced or undermined by different levels of police visibility, perceived declines in availability and readiness to attend incidents, and shifts in the perception of fair treatment of different groups<sup>128</sup>.

Reductions in levels of public confidence are believed to have been impacted by a series of nationally high-profile cases of law breaking, misconduct or abuse of power that have raised concerns about the culture of the police service and led to an increase in negative sentiment towards the police both locally and nationally<sup>129</sup>.

Following the series of high-profile failings, Baroness Casey was commissioned to review the Metropolitan Police's standards of behaviour and internal culture. Published in March 2023<sup>130</sup>, the review found that dismissals for misconduct had fallen in recent years and cases were being reviewed in isolation resulting in the risk that patterns of unacceptable behaviour and escalation could be missed. The report also highlighted the inconsistent use of misconduct proceedings, with there being racial disproportionality and the need to reform the handling of cases concerning sexual misconduct, domestic abuse and discrimination.

**Whilst the report focused on the Met, it has raised doubts over national misconduct policy and practice.**

HMICFRS have also conducted 'An inspection of vetting, misconduct, and misogyny in the police service' the findings of which were published in November 2022. The report highlights systemic failings, missed opportunities and a generally inadequate approach to the setting and maintenance of standards in parts of the police service over the last decade. The report made 43 recommendations and identified 5 areas of improvement, Nottinghamshire Police were already or have since delivered against the majority of which.

### 6.2.1 Trust and confidence

The Nottinghamshire OPCC has been consistently monitoring public perceptions of the police in Nottinghamshire since 2017 as part of the Police and Crime Survey. All indicators of public confidence and trust in Nottinghamshire Police saw an overall deterioration from March 2020 to September 2023. Around 55% of respondents stated they had confidence in the police prior to the pandemic, rising to 61% during the pandemic and has since fallen to 52%, a lower level than the pre-pandemic baseline.

Changes in levels of confidence have varied by area; the most significant decrease in trust and confidence was seen in Broxtowe and Gedling which both decreased by 13% pp to 47% and 49%, respectively, compared to March 2020. This was mostly driven by decreases in perceptions that the police have a good reputation among local people, which decreased by 14.7% in the South of the County. By contrast, Ashfield and Newark & Sherwood both showed increased levels of trust and confidence compared to pre-COVID.

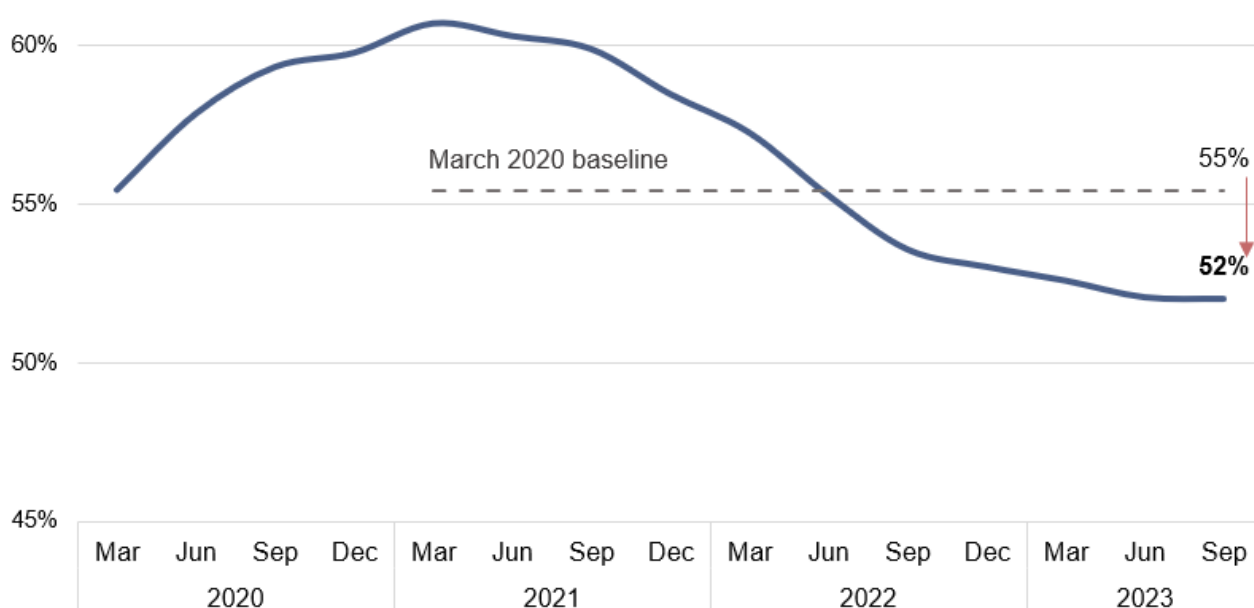
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<sup>128</sup> [Public perceptions of policing: A review of research and literature](#)

<sup>129</sup> [An inspection of vetting, misconduct, and misogyny in the police service](#)

<sup>130</sup> [Baroness Casey Review](#)

**Taking everything into account, I have confidence in Notts Police**  
 % respondents that agree (Police and Crime Survey)



Compared to the previous year (October 2021 – September 2022), overall trust and confidence in Nottinghamshire Police has decreased by 3.1%, largely driven by decreases in confidence in the County around perceptions that the police have a good reputation, whereas these perceptions increased in the City. The most notable decreases were in South Notts and Mansfield & Ashfield.

% agree that the police in their area...	October 2022 - September 2023					% point change on previous year				
	Force	City	South Notts	M&A	BNS	Force	City	South Notts	M&A	BNS
Respond appropriately to calls for help	57%	64%	56%	51%	53%	=	+1.5%	=	-6.5%	+3.2%
Take people's concerns seriously	56%	59%	58%	53%	51%	-3.2%	-1.2%	-2.6%	-6.3%	-4.0%
Treat people fairly/with respect	67%	68%	66%	66%	69%	-1.7%	-1.1%	-2.7%	-2.3%	=
Have a good reputation among local people	46%	49%	47%	41%	45%	-3.1%	+2.1%	-6.6%	-6.9%	-1.8%
Understand local crime/ASB issues	52%	59%	51%	43%	51%	=	+3.3%	=	-7.2%	=
Are dealing with the issues that matter	40%	45%	39%	36%	37%	+1.0%	+2.1%	+1.5%	-4.5%	+3.9%
Are effective in providing advice and info	50%	58%	47%	44%	47%	=	+4.1%	-2.1%	-7.0%	+3.5%
Provide visible presence where needed	34%	47%	28%	30%	27%	+1.1%	+4.3%	=	-4.4%	+2.7%
Are effective at preventing crime	40%	48%	37%	35%	37%	-2.2%	=	-2.8%	-6.6%	-1.9%
Are effective at investigating/solving crime	39%	50%	35%	34%	35%	=	+7.1%	-3.2%	-7.6%	-1.0%
Are effective at protecting vulnerable people	39%	48%	35%	36%	36%	-1.6%	+4.8%	-4.5%	-6.4%	-2.8%
Provide good value for money	34%	41%	32%	32%	29%	-1.8%	+2.7%	-2.9%	-5.9%	-2.2%
<b>The police in my area do a good job</b>	<b>46%</b>	<b>52%</b>	<b>46%</b>	<b>42%</b>	<b>41%</b>	<b>-3.1%</b>	<b>=</b>	<b>-2.5%</b>	<b>-6.6%</b>	<b>-5.6%</b>
<b>I have confidence in Notts police</b>	<b>52%</b>	<b>58%</b>	<b>52%</b>	<b>50%</b>	<b>47%</b>	<b>-1.6%</b>	<b>+2.5%</b>	<b>-3.3%</b>	<b>-5.3%</b>	<b>-1.1%</b>

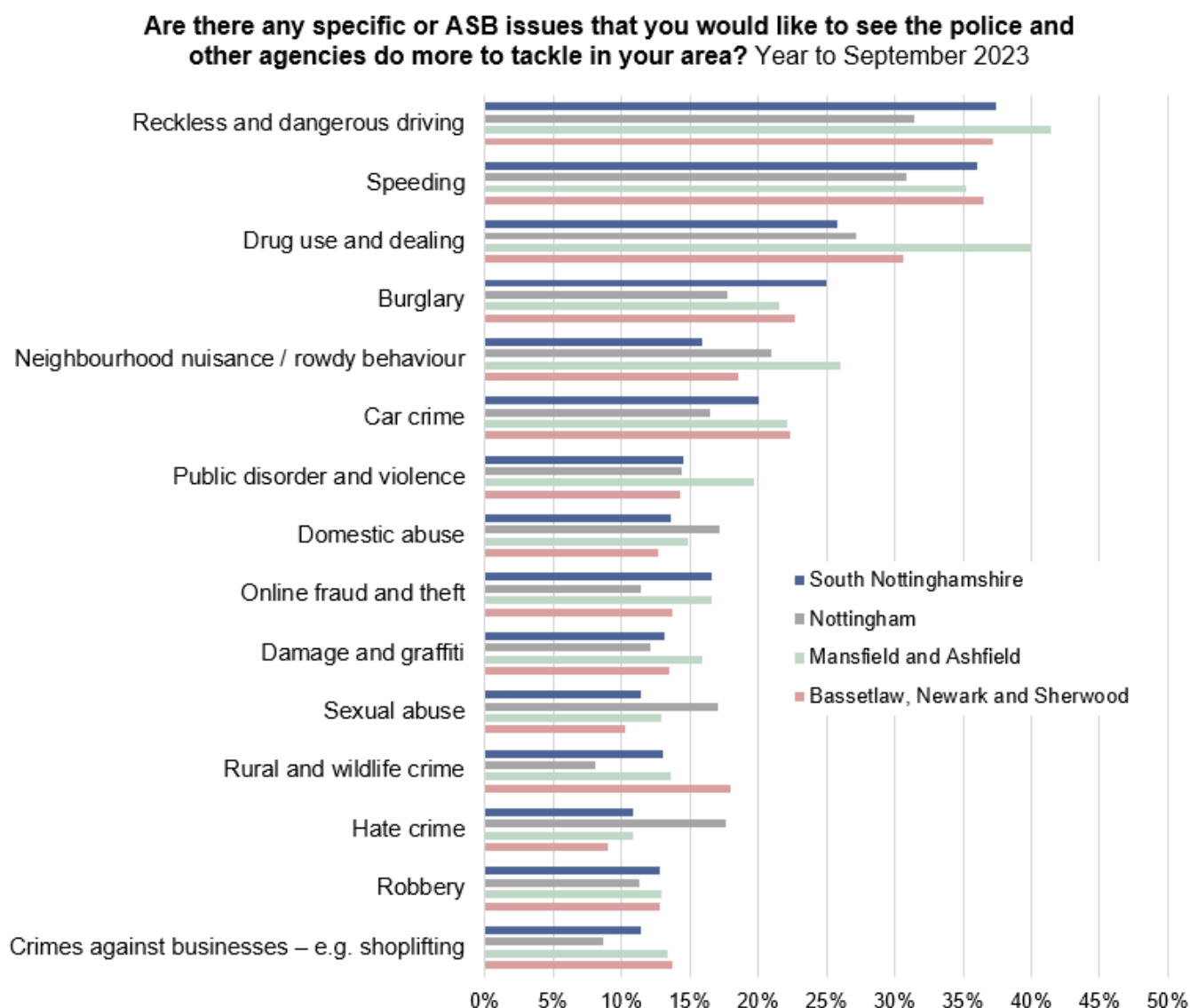
## 6.2.2 Policing priorities

As part of the survey, respondents are asked are there any specific crime or anti-social behaviour issues that you would like to see the police and other agencies do more to tackle in your area. Reckless and dangerous driving, speeding and drug use/dealing remain the crime/community safety issues that respondents stated as a policing priority. Notably, the only category which was shown to increase in terms of the proportion of respondents stating it as a priority compared to previous years was **crime against businesses**.

There are slight variations in the priorities depending on the local area, these exceptions compared to the force average are highlighted below:

- In **South Nottinghamshire**, burglary and online fraud were higher priorities than the force level. Compared to the previous year, rural crime became a higher priority in this CSP;
- In **Nottingham City**, domestic abuse, sexual abuse and hate crime were more commonly answered as priority areas. Damage and graffiti have become a more responded priority compared to last year;
- In **Mansfield & Ashfield**, drug use and dealing remains a large outlier as it has in previous waves of the survey, with 40% stating that it was a priority. Neighbourhood nuisance/rowdy behaviour, and public disorder were also higher priorities, and both of these areas became a higher priority in this CSP compared to last year;
- In **Bassetlaw, Newark & Sherwood**, car crime, rural/wildlife crime and crimes against businesses were seen as outliers. In this CSP, crimes against businesses became a higher priority.

These differences in responses are shown in the graph below.



As mentioned above, **reckless and dangerous driving** is consistently the highest area of concern amongst Nottinghamshire residents.

### **In focus – people killed or seriously injured on roads.**

In the most recent 12 months of available data (12 months to June 2023), 502 people were killed or seriously injured on roads in Nottinghamshire. This number has increased from 370 in the previous 12 months (+35.7%), and has surpassed levels seen pre-pandemic (April 2019 – March 2020: 489).

There are several possible explanations for this:

- 1) The implementation of the new CRASH reporting system, as new systems have historically had an impact on these figures;
- 2) Continued recovery of traffic volume post-COVID, which currently is only at 95% of pre-pandemic figures;
- 3) Changes in types of transport leading to more vulnerable road users e.g. e-scooters, cyclists, the GIG economy of cyclist food delivery in the City etc;
- 4) Increases in driver & passenger KSI's, particularly young drivers aged 17 to 24 who have reacted badly to being 'lockdown' and now are enjoying their 'freedom' with a minority becoming 'risk seekers'.

### **6.2.3 Feelings of safety**

61% of Nottinghamshire residents felt very or fairly safe outside in their local area after dark, an increase of +5% pts over the last year. This does vary depending on location, with feelings of safety outside after dark lowest in Mansfield & Ashfield (49%) and highest in South Nottinghamshire (68%).

There has also been an increase in perceptions of safety alone in home at night (+2% pts), but there does appear to be a declining trend in perceptions of safety in the **online space**, which has decreased to 71% in the year to September 2023, from 80% in the year to September 2020.

### **Safer Streets End of Project Surveys**

During September 2023, SMSR research conducted interviews across Nottinghamshire with residents in target areas, set out by the OPCC, that had received intervention from the most recent Safer Streets Project (SS4). This was completed for projects in South Nottinghamshire, Nottingham City and Bassetlaw, Newark & Sherwood. A further evaluation has been completed by Nottingham Trent University for target areas in the Mansfield & Ashfield CSP.

## **6.3 Young voices**

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As the Police and Crime Survey captures the voices of Nottinghamshire residents aged over 16, the following section provides further qualitative insight into our younger communities, highlighting their views and experiences both locally and nationally.

### **6.3.1 Local Insight**

#### **The Nottinghamshire Youth Commission**

The Nottinghamshire Youth Commission gives young people a stronger voice to raise police and crime issues. They have actively engaged with over 1,500 young people across Nottinghamshire. In 2023, the youth commission ran 26 workshops in a wide range of youth settings across the County.

Data collected from the workshops was presented in the Notts Youth Commission Report, which consists of a comprehensive analysis of young people's opinions and key recommendations. This year, priorities focused

on feeling safe in the community, and trust and confidence within the Police, and this is being used to inform the development of local policy and practice.

Youth Commission members also chair the Youth Independent Advisory Group (YIAG) within the OPCC, to discuss various topics related to priorities identified. The YIAGs provide a forum for officers and young people to exchange ideas and opinions.

In 2023, **The Nottinghamshire Youth Commission** played a role in advising on the delivery of stop and search training and reviewing the Police Race Action Plan in 2023. They have also created a media piece with the support of a professional filmmaker to inform young people of their rights and what to expect in a stop and search under PACE or section 60 of the Criminal Justice and Public Order Act.

The film will be published and used in school settings to raise awareness, stimulate discussion and strengthen trust and confidence in the police among children and young people. The animation has been included in the new Trust and Confidence in the police workshop delivered to group of young people such as Workshop LGBTQ+ youth group. Before the workshop, only 21% of participants said they knew their rights when it came to Stop and Search. After the workshop, 85% of participants reported increased knowledge and understanding in stop and search rights illustrating its success.

### **The Youth Charter**

The Youth Charter was co-created by young people alongside the Nottingham and Nottinghamshire Violence Reduction Partnership as part of a continued drive to support young people in having a positive impact in their communities and preventing serious violence. It also invites youth workers and organisations that work with young people to pledge their commitment to a set of standards, designed by young people themselves.

The Youth Charter includes plans to help motivate young people to achieve, build better community relationships and empower young people to use their voice and have a positive influence on their communities. The project has been coordinated by the Violence Reduction Partnership, which aims to bring together and commission services from partners across Nottingham and Nottinghamshire to help prevent serious violence.

### **Speak Up Notts**

In October 2023, the NNVRP conducted a survey and campaign known as #SpeakUpNotts, as part of the engagement and consultation of the implementation of the Serious Violence Duty. The survey forms an essential part of developing local area response plans, and each local authority across Nottinghamshire has been provided with summaries from residents in their area. A full analysis of the Speak Up Notts survey data will be completed at a later date and made available online through the VRP website.

The survey had 602 responses, of which 204 lived in Nottingham City, 186 from South Nottinghamshire, 119 from Bassetlaw, Newark & Sherwood, and 83 from Mansfield & Ashfield. A further 10 respondents were practitioners and/or voluntary and community providers of local services in Nottinghamshire. The survey was aimed at gaining insight into young people's views on serious violence in their local area, and the voices of 420 young people aged under 25 were captured.

Of the 'young respondents', 1 in 5 said they knew someone who was in a gang and over two thirds had witnessed some form of serious violence. Nottingham City had the highest number of respondents who knew someone in a gang, followed by Mansfield and Ashfield. The following trends were highlighted in under 25s:

- Feelings of safety significantly reduced amongst this cohort during the night compared to the day; Bassetlaw had the highest number of respondents who felt unsafe during the day, and also felt serious violence and youth violence were high in their local area.
- When asked what makes you feel unsafe, the most frequent responses were darkness, drunk people/people on drugs, weapons, men, being alone;



- When asked what makes you feel safe, the most frequent responses were street lighting, police, the community, family and friends, having a phone on their person;
- When asked what would help reduce youth crime/violence, the most frequent responses were more police, more street lighting and CCTV, youth clubs and more activities for young people;
- When asked what would help young people being drawn into violence and crime, the most frequent responses were sports such as boxing and football, and youth clubs/youth workers.

## UNICEF – Child Friendly City

Nottingham has taken the first step on a journey working with children's charity UNICEF UK towards international recognition as a **Child Friendly City**<sup>131</sup>. The partnership will see councillors, council staff and local organisations ensure that children and young people help shape and guide decisions which affect them.

As set out in the United Nations Convention on the Rights of the Child, local children will have their views heard and taken seriously. They will have said in Council decisions- from major policies to the care they receive- as well as the opportunity to help design services and spaces. This will be achieved through an advisory group where children and young people will represent their peers.

In practice, being recognized as a UNICEF UK Child Friendly City means that the rights of children become an integral part of public policies, programmes and decisions. To enable this discussion to happen, children and young people are being asked which areas/ priorities, or 'badges', they think should be prioritised. The UC Committee for UNICEF UK has three mandatory badges- Communication, Co-operation and Leadership, and Culture.

The Council will need to show evidence of sustainable progress within the six badges to be recognized as a UNICEF UK Child Friendly City. This will be closely monitored by an independent panel of experts in human rights, child wellbeing and public services, as well as an advisory board of local children and young people.

### 6.3.2 National Insight

#### Children, Violence and Vulnerability 2023

The Youth Endowment Fund (YEF) and research partners surveyed 7,500 13–17-year-olds, building on last year's survey of 2000 children and young people, to better understand how violence impacts their lives<sup>132</sup>. To provide additional insight, this survey has been reviewed in conjunction with other national surveys. The survey found that in the past 12 months:

- 47% of children had experienced violence as a victim or witness. The most common type of violence experienced was assault (63%).
- 15% of children reported committing violence.
- Children were four to five times more likely to be victims if they'd been in a gang, carried weapons or had contact with the police.

This risk of being affected by violence is not shared equally by all children. Those supported by a social worker, regularly missing classes, or using drugs, were found to be twice as likely to be victims. Moreover, while most of the violence was reportedly committed by White children (70%) and most victims were White (72%), Black teenage children were, on average, more likely to be vulnerable as both victims (21%) and perpetrators (22%) compared to White children (16% and 14%, respectively).

The survey highlights how hard it is for children to avoid violence online - 60% of those surveyed had seen real world acts of violence online within the last 12 months, with TikTok and Snapchat being the most

<sup>131</sup> [Child Friendly Cities Initiative | Child-Friendly Cities Initiative](#)

<sup>132</sup> [Children, Violence and Vulnerability 2023 | Youth Endowment Fund](#)

prevalent sources. The most common type of content seen was footage of fights between children (48%) or young people and threats to beat up another child or group (36%).

The survey also showed children have a polarised opinions about the police; with half agreeing that the police kept them safe from violence, 11% disagreed and the rest either remained neutral or didn't know. In comparison 90% thought that parents keep them safe, and 61% thought teachers did so.

## The Good Childhood Report

The Children's Society has conducted household surveys since 2010 with a view to understanding wellbeing and topical issues of children aged 10 –17. The Good Childhood Report<sup>133</sup> presents the most recent trends in children's subject well-being, purposively selecting children to closely match the demographic, socio-economic, and geographic make-up of the wider population. It is important to note however that the most vulnerable children's experiences are unlikely to be captured within this survey due to the sample size.

Between May and June 2023, just over 2,000 children took part in the Children's Society's survey. The survey highlighted the following:

- **Wellbeing:** 10% of children and young people surveyed had low wellbeing (that is, they scored below the midpoint on a multi-item measure of overall life satisfaction).
- **School life:** Children were more unhappy with school than with any other aspect of life examined. Happiness with school declined significantly with age and was significantly lower among children in lower income households.
- **Society:** When asked about concerns on broader societal issues, children were most worried about the rising prices, the environment and crime.

## Keeping Girls and Young Women Safe

The Commission on Young Lives and Manchester Centre for Youth Studies report explores how girls and young women are becoming at risk of violence and harm, the impact of gangs, how they can be protected, and how they can be supported to succeed<sup>134</sup>. Whilst there is lack of reliable data concerning the scale and nature of girls and women at risk of exploitation, this report suggests that there could be as many as 60,000 girls in England vulnerable to serious violence.

The evidence submitted to the inquiry identified a series of factors which situate girls and young women at risk of exploitation. The most common risks identified related to familial, educational, health and structural factors such as poverty, low socio-economic status, and public funding, as well as the patriarchal structure of society. Within these identified themes, the inquiry also highlighted adverse childhood experience, mental health and low self-esteem, and diagnosed or undiagnosed special education needs or disabilities as additional risk factors. The report's recommendations included:

- Training for teachers, health professionals, the police, and children's services to raise awareness for the impact of vulnerability and trauma on girls and young women, and the violence and harm that some are experiencing. This should include training to recognise and prevent adultification.
- Protecting girls and young women from harm in gang related contexts is raised to a priority in safeguarding frameworks, VAWG strategies and preventative work.
- Specialist educational programmes are run in all secondary schools in violence hotspot areas, and all pupil referral units to support girls to stay safe from exploitation, control and harm.
- Educational programmes to tackle the spread of misogynistic messages via social media influencers, and to explore issues around consent and health relationships in schools.

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<sup>133</sup> [The Good Childhood Report 2023 | The Children's Society \(childrenssociety.org.uk\)](https://www.childrenssociety.org.uk/what-we-do/our-research-and-policy/good-childhood-report-2023)

<sup>134</sup> [Keeping-Girls-And-Young-Women-Safe-MMU-and-COYL-report.pdf \(thecommissiononyounglives.co.uk\)](https://www.thecommissiononyounglives.co.uk/wp-content/uploads/2023/06/Keeping-Girls-And-Young-Women-Safe-MMU-and-COYL-report.pdf)

- The risk of exclusion or non-attendance at school and going missing triggers an automatic referral to a Girls Practitioner to be based in local Youth Practitioner teams in and around schools.
- Specialist girls/young women practitioners are based in A&E departments in violence hotspot areas.
- Risks to vulnerable girls and young women are prioritised in research and evaluation.
- Mental health and emotional support are guaranteed to all girls judged to be at risk of exploitation, violence and harm.

## 7. The changing organisational landscape

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The criminal justice system and its partners have been struggling to meet the changing volume and complexities of demand. Budget constraints over the past decade and competing priorities, have left policing understaffed and overstretched, resulting in reactive rather than proactive and preventive policing. Whilst investment, particularly into policing via the Police Uplift Programme<sup>135</sup>, Governments Drugs Strategy<sup>136</sup> and review of police budgets has increased, this challenge persists with there still being a gap between demand and resource.

### The state of the state

Deloitte & Reforms State of the State Report<sup>137</sup> combines insights from government and public service leaders, together with public attitudes on the public sector. Between September - December 2023, over 5,815 UK adults were surveyed, and more than 100 public sector officials were interviewed as part of this research. Key findings included:

- The public were more pessimistic than optimistic about most policy areas but particularly the NHS, cost of living, housing, immigration and border security, and crime & policing.
- Older people and those in lower social economic groups are more likely than the UK average to think crime and policing, as well as immigration, are set to get worse.
- Respondents in England thought the cost-of-living crisis, NHS Waiting list, and crime and policing should be the top priorities for improvement over the next few years.
- Trust in police forces is mixed and has reduced by an average of six percentage points for each indicator assessed. However, that drop is in line with the decline for other public services and appears to have decelerated.
- The public want to see improvements to public services in terms of availability and speed of access and accountability over the next couple of years.
- With more than a decade of disruption many public services are facing financial distress and are straining to deliver business as usual. Leaders felt this situation is only going to get worse with central governments aspirations not matching its resources.
- The UK is maturing digitally but many public sector organisations have a long way to go to get their technology is up to speed. With recruiting people with digital skills, financial strain and data quality and infrastructure being challenges.
- The UK is maturing digitally

### The state of policing

In February 2023, Nottinghamshire Police fulfilled the governments Police Uplift Programme (PUP) target. As of March 2023, Nottinghamshire's Officer numbers sat at a total of 2,419 or 212 per 100,000 population due to the PUP<sup>138</sup>. Whilst the uplift is welcomed, it comes with negative short- and medium-term impacts on policing productivity due to a large proportion of the workforce now lacking experience. It's anticipated that the benefits of uplift will increase overtime and be fully realised by 2025. Although new recruits will help address demand in generalist areas, the risk is that specialist areas will continue to experience shortfalls until the newer recruits have accumulated enough experience. The Force will need time to translate capacity increase into capability improvements.

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<sup>135</sup> The police uplift programme was a national programme that aimed to recruit an additional 20,000 police officers in England and Wales by the end of March 2023.

<sup>136</sup> [From harm to hope: A 10-year drugs plan to cut crime and save lives](#)

<sup>137</sup> [The State of the State 2024 | Deloitte UK](#)

<sup>138</sup> [police-officer-uplift-final-position-as-at-march-2023-tables-260723.ods \(live.com\)](#)

In June 2023, HMICFRS published their annual **state of policing report**<sup>139</sup>. It highlights the current crisis faced by policing, with its relationship with the public being under great strain. Whilst the drivers to this are complex and there are systematic failings, the report summarises this as the following:

Between May and June 2023, just over 2,000 children took part in the Children's Society's survey. The survey highlighted the following:

- The Police are not always focusing on the issues that matter most to the public, and charge rates are far too low;
- Some critical elements of the police's leadership and workforce arrangements need substantial reform;
- The police and the wider CJS are not getting the basics right, as shown through the past withdrawal from neighbourhood policing.

## **Court backlogs**

Nationally, courts have been continuing efforts to recover from backlogs linked to COVID-19 and industrial action, with this having been highlighted as a primary risk within its annual report<sup>140</sup>. Aiding this, nationally Magistrate received a temporary increase (May '22 – March '23) in their sentencing from 6 to 12 months, allowing them to sit more cases and allowing the crown court to focus on the more serious and complex. Additionally, work took place to increase the number of courtroom facilities, enabling more cases to be heard.

Whilst improving, court backlogs and listings times remain a risk locally, with it having real and tangible impacts on victims exacerbating the emotional impact of their experience. Consequently, witness care and victim support services are stretched, supporting a greater number of individuals for a longer period. This is a complex situation to resolve, with additional systemic issues also impacting timeliness. For example, the lack of specialist defense representatives to support RASSO and domestic abuse proceedings; timely production of pre-sentence reports, changes in pleas etc. can all have an impact on court listings.

## **Criminal justice, prison capacity and rehabilitation**

Efforts to rehabilitate those entering the prison estate have nationally been hampered by sentence length, lack of resource and access to intervention due to overcrowding in prisons. Making offending likely to continue within the prison estate and increasing the likelihood of reoffending upon release into the community. The Ministry of Justice has projected a longer-term rise in the population to between 93,100 and 106,300 by March 2027 referring to factors such as changes to sentencing legislation and the impact of increased numbers of police officers as drivers.

The pressures have resulted in police custody cells being utilised to help manage capacity providing temporary holdings. Nottinghamshire police and HMP Nottinghamshire supported this national operation, enabling capacity across the system to be flexed to alleviate the most heavily affected areas. This operation may need to be stood up again depending on any influxes in demand. However, the Government has brought forward plans to reform prisons and ease pressures on prison capacity. Reforms include the suspension of short prison sentences, deportation of foreign prisoner serving a sentence of 12 months or more, early release on license for certain cohorts, continuation of the prison building programme<sup>141</sup>.

Probation has undergone further organisational restructuring, with the reunification of private and public sector services in 2021. The most recent annual report into the probation services, highlights how the service is still adjusting and working through the implications of reunification and wider systemic challenges. Consequently, the service is currently facing high caseloads and further work is required to develop the

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<sup>139</sup> [State of Policing: The Annual Assessment of Policing in England and Wales 2022 - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/hmicfrs/state-of-policing-2022/)

<sup>140</sup> [Annual Report and Accounts 2022-2023 \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/115444/annual-report-and-accounts-2022-2023.pdf)

<sup>141</sup> [What is the Government doing to reduce pressure on prison capacity?](https://www.gov.uk/government/consultations/what-is-the-government-doing-to-reduce-pressure-on-prison-capacity)

programmes/services that were lost through the re-unification<sup>142</sup>. This is being experienced locally; however, recruitment is underway to help mitigate this.

According to its annual report, nationally the Youth Justice Service is in a more positive position with increasing numbers of children being diverted from the youth justice system, with fewer children progressing to court and receiving court orders<sup>143</sup>. The number of children in custody has reduced, and children are increasingly receiving out-of-court disposals or outcome 22. However, the report highlights the inspectorate making a growing number of recommendations concerning systemic issues such as disproportionality and resettlement. These trends are reflective of the local picture, with the use of out of court disposal increasing as the number of first-time entrants decreases. national performance measures for the youth justice service will provide greater insight over the coming years, including barriers to reducing reoffending<sup>144</sup>.

### **Wider Public Services & Community Safety Partnerships**

Public services are becoming increasingly stretched, with many councils under significant financial pressure and having to make hard decisions around their priorities and areas of investment. This is being seen locally, with Nottingham City Council having declared itself bankrupt under section 114 of the Local Government Finance Act 1988. Whilst statutory services will continue, the full impact of this on residents is yet to be fully understood.

Key to reducing crime and disorder under this pressure, is effective partnership working and as a multi-agency partnership operating in the local context Community Safety Partnerships (CSPs)<sup>145</sup> have the potential to make significant impact in the collective endeavour to drive down crime and ASB. As recommended within the Police and Crime Commissioner Review, the Home Office is also reviewing the CSP model. The review is seeking to clarify the role of Community Safety Partnerships, and improve their transparency, accountability, and effectiveness, making it easier for them to serve the needs of their communities in tackling crime, disorder, and antisocial behaviour.

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<sup>142</sup> [HM Inspectorate of Probation Annual Report 2022/2023](#)

<sup>143</sup> [2022 Annual Report: inspections of youth offending services \(justiceinspectors.gov.uk\)](#)

<sup>144</sup> [Key performance indicators for youth justice services - GOV.UK \(www.gov.uk\)](#)

<sup>145</sup> introduced by section 6 of the Crime and Disorder Act 1998 and bring together local partners to formulate and deliver strategies within their communities to tackle crime and disorder.



## 8. Horizon Scanning

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Horizon scanning is a strategic process used to identify and analyse emerging trends, developments and potential disruptions that could have significant impacts in the future. The primary objective is to gain foresight and anticipate upcoming opportunities and risks.

### 8.1 The Future State

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Informed by the College of Policing's report into 'Policing in England & Wales; Future Operating Model 2040'<sup>146</sup>, the below trends are expected to be key drivers to the future context of policing & wider criminal justice system. These trends should not be considered in silo, with many likely to interplay over the coming years:

- **Rising inequality and social fragmentation.**

With the rising cost of living, the UK is becoming more unequal in socio-economic terms. This has already begun to influence offending for example, the rise in shoplifting and fraudster evolving tactics in response to the crisis.

Additionally, the UK is also becoming more polarised in its beliefs, values, and behaviours. As such there is a risk that existing division will become more prominent, and with this extreme or violent ideologies could rise and in turn the threat from terrorism. These polarised views are expected to be seen in response to international affairs, for example, the Israel and Palestine Conflict is expected to have an influence on the number of hate crimes and incidences.

- **The changing trust landscape.**

Trust and confidence in policing is low following several high-profile cases of gross misconduct. As such, rebuilding trust and strong relationships with communities will remain a priority as it the foundation of the British model of policing by consent. To support this, collaboration with community organisation will be essential.

The digital era has introduced new technologies and increased social media presence; these represent a double edge sword for policing providing greater opportunities to engage with the public but also increasing scrutiny and accountability. The continued impact of social media should not be overlooked in this respect.

- **Technological change and convergence.**

Emerging technologies are evolving rapidly, fuelled by extreme connectivity and growing volumes of real time, real-world data. As well as solving problems of increasing complexity and enabling automation of work, these technologies could increase the risk of societal upheaval, political grievances, and public pushback.

Whilst developments such as end to end encryption (E2EE) have many benefits, such as secure banking transactions and online purchases, we are beginning to see its use extended to social media platforms. This poses a significant risk to safety of children and vulnerable individuals online, affecting how child sexual abuse material is identified, reported, and investigated. Significantly, Meta who has been a leading industry player in tackling child sexual abuse, has started to implement E2EE on one of its platforms, and it is estimated that this will result in a loss of around 70% of reported referrals into the National Centre for Missing and Exploited Children (NCMEC) who currently process reported materials and pass this onto the relevant law enforcement agency<sup>147</sup>.

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<sup>146</sup> [Policing in England and Wales: Future Operating Environment 2040 \(college.police.uk\)](https://college.police.uk/policing-in-england-and-wales-future-operating-model-2040)

<sup>147</sup> [End-to-end encryption and child safety - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/end-to-end-encryption-and-child-safety)

With increases digitalisation and technology, access to information will continue to improve however this poses a risk of mass manipulation through efforts to spread false information online. Whilst social media use in this respect is becoming better understood, the emergence of 'deepfakes' now also poses a significant threat, particularly in terms of fraud, blackmail, and child sexual abuse material.

- **Harnessing Artificial Intelligence (AI).**

AI and machine powered learning could be the most transformative technology of the next 20 years, improving the ability of machines to act intelligently, autonomously and in some cases unethically. The widespread use of AI will pose a fundamental challenge to organisations, economies, and cultures.

Policing & the criminal justice system will need to adapt to combat cyber threats including fraud & child sexual exploitation and abuse imagery. Digital forensics and cyber investigation techniques will continue become more crucial. Currently there is no holistic body of law governing the development, deployment, or use of AI in the UK. Meaning the applicability of existing regulation and laws will therefore be put to the test.

- **Climate Change/Global Warming/Limited Resources.**

Global warming is undermining the peace, security, and wellbeing of millions of people worldwide. We are expected to see further protest calling for more effective state action and with this civil unrest. Climate change predicted to have a growing impact on many aspects of people lives, and as it does so, we will see a greater strength of feeling for the need of change.

- **Continued Economic Uncertainty.**

The global economy is becoming more fragile as globalisation evolves and economic power shifts. In the UK, the combination of low productivity, an ageing workforce/population and post-Brexit uncertainty is likely to limit economic growth, with implications for public finances.

Many public services are facing increasing these financial pressures, due to inflation and the growing demand on services. Our larger, older, and more diverse population will continue to reshape political, financial, and social priorities, necessitating tough choices and trade-offs.

## 8.2 Upcoming changes in national policy and practice

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The following changes in policy & practice are expected to have a new or continued influence on policing and the criminal justice system:

### **From Harm to Hope**

Following Dame Carol Black's independent review of drugs<sup>148</sup> in 2021 the Government published a 10-year strategy with the ambition to reduce overall use towards a historic 30-year low<sup>149</sup>. The plan set out three core priorities to achieve this: breaking the supply chain, deliver a world class recovery system and achieve a shift in demand for recreational drugs. This has been accompanied by a significant investment in resources across the system to bring about these reforms.

### **Fraud, Cyber & Economic Crime**

Three key national strategies to tackle the growing threat from fraud, cyber and economic crime were launched in 2023. Firstly, the Economic Crime Plan 2<sup>150</sup> was published with its aims of cutting fraud, reducing Money Laundering and Recovery of Criminal Asset' and combating kleptocracy and sanctions evasion.

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<sup>148</sup> [Review of drugs: phase two report - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/98444/review-of-drugs-phase-two-report.pdf)

<sup>149</sup> [From harm to hope: A 10-year drugs plan to cut crime and save lives - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/98444/from-harm-to-hope-a-10-year-drugs-plan-to-cut-crime-and-save-lives.pdf)

<sup>150</sup> [Economic Crime Plan 2 2023-26 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/98444/economic-crime-plan-2-2023-26.pdf)

Supporting this, the Fraud Strategy<sup>151</sup> set targets and objectives for policing and the wider system including pursuing fraudsters, increasing criminal justice outcomes and asset recovery, improving communication and support for victims, and working closer with industry to stop fraud. Finally, the City of London, as the national lead force for Cyber, Fraud and Economic Crime, subsequently published its first five-year strategy for policing building upon governments national direction<sup>152</sup>.

### **Serious Organised Crime Strategy 2023 – 2028**

The strategy<sup>153</sup> outlines the governments approach to tackling SOC and its associated threats. It focuses on five key areas: disrupting and dismantling criminals operating in and impacting on the country; strengthening the UK border; international information and intelligence sharing; ensuring the best intelligence and data collection, analysis and investigative capabilities are in place; and finally, ensuring all public and private sector partners are working together as effectively as possible.

One of the key initiatives highlighted within the strategy is the national implementation of the Clear, Hold, Build model. All Forces are required to have identified a pilot site to implement this multi-agency approach, by March 2024. The approach is designed to ensure that community resilience and the driver of SOC are address following enforcement activity, to ensure the area remains safe.

### **Contest Strategy 2023**

In July 2023, the government strategy for addressing the evolving threat of terrorism was published<sup>154</sup>. It emphasizes the importance of a comprehensive and integrated approach involving various sectors and stakeholders. It aims to disrupt terrorist activities, prevent individuals from becoming terrorist, protect the public and our infrastructure and enhance the country preparedness for an attack. To effectively counter the terrorism, the strategy highlights the need for information sharing and engagement with communities. It also emphasizes the importance of adapting to the merging threat from cyber terrorism and the exploitation of emerging technologies by terrorists.

### **Serious Violence Reduction Orders**

Serious Violence Reduction Orders (SVROs) were introduced in the Police Crime Sentencing & Courts Act 2022 and inserted into the sentencing code. An SVRO is a civil order made in respect of an offender (aged 18 and over) convicted of an offence involving a bladed article or offensive weapon. The order provides the police with the power to search a person subject to an SVRO, to ascertain if they have a bladed article or offensive weapon with them and to detain them for the purpose of carrying out that search, if the person is in a public place. These orders came into effect from April 2023 within the following pilot area Merseyside, Thames Valley, Sussex, and West Midlands, with the ambition for national roll out if proven effective. The stop and search powers are enforceable by police across England and Wales.

### **Offensive Weapon Homicide Reviews (OWHRs)**

The PCSC Act 2022 introduced a requirement on the police, local authorities in England and Wales and integrated care boards in England and local health boards in Wales, to review the circumstances of certain homicides where the victim was aged 18 or over, and the events surrounding their death involved, or were likely to have involved, the use of an offensive weapon. This was in response to growing concerns that homicides are not formally reviewed by multiagency partners and the large growing proportion of offensive weapon homicides. In March 2023, the government published its statutory guidance on OWHRs, with the

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<sup>151</sup> [Fraud Strategy - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/fraud-strategy-2023-2028)

<sup>152</sup> [colp\\_national-policing-strategy-document.pdf \(cityoflondon.police.uk\)](https://cityoflondon.police.uk/colp-national-policing-strategy-document.pdf)

<sup>153</sup> [CP 992 – No Place to Hide: Serious and Organised Crime Strategy 2023-2028 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/publications/cp-992-no-place-to-hide-serious-and-organised-crime-strategy-2023-2028)

<sup>154</sup> [Microsoft Word - English Standard CONTEST 2023 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/publications/microsoft-word-english-standard-contest-2023)

approach being piloted in areas of London, West Midlands, and South Wales<sup>155</sup>. The pilot is to be evaluated before a decision is made on further implementation across England and Wales.

## **ASB Action Plan**

The Anti-Social Behaviour Action Plan launched in March 2023 is comprehensive strategy to address anti-social behaviour (ASB) in the UK. It focuses on four main areas: making communities safer by implementing stronger punishments to deter ASB; building local pride by encouraging community involvement to foster a sense of ownership and responsibility; prevention and early intervention by identifying and addressing issues before they escalate into serious ASB and improving data, reporting, and accountability by enhancing the transparency and effectiveness of ASB reporting and response systems<sup>156</sup>. As part of the action plan, the Home Office are reviewing the relationship between CSPs and PCCs, with the aim of improving the way they work together and strengthening the accountability of Community Safety Partnerships.

## **NPCC Retail Crime Action Plan**

The plan includes a police commitment to prioritise urgently attending the scene of shoplifting instances involving violence against a shop worker, where security guards have detained an offender or where attendance is needed to secure evidence. It also sets out advice about how retailers can provide evidence to police<sup>157</sup>.

## **Police Race Action Plan**

The plan sets out changes and ambitions to improve outcomes for Black people who work within or interact with policing<sup>158</sup>. All 43 chief constables in England and Wales committed to this plan in 2022, with a responsibility for forces to develop local actions to bring about reforms. The NPCC have committed to work alongside the Independent Oversight and Scrutiny Board (ISOB) to engage with Black communities in development of the plan and prioritise regular oversight on its delivery. The ISOB Annual Report<sup>159</sup> published in 2023 outlined several thematic recommendations to improve the effectiveness of the plan and inform its final iteration which is due to be published in 2024.

## **Right Care Right Person**

A collective national commitment was made from the Home Office, Department of Health & Social Care, the National Police Chiefs' Council, Association of Police and Crime Commissioners, and NHS England to resolve the inappropriate involvement of police in response to incidents involving people with mental health needs<sup>160</sup>. Right Care, Right Person is a national framework, outlining when policing should and shouldn't be involved in responding to reported incidents involving people with mental health needs. Early internal evaluation of the initiative in Humberside Police has shown a more collaborative, informed, and appropriate response to mental health incidents. It has also shown a large reduction in the deployment of police resources to these between January 2019 and October 2022. This has allowed the force to reallocate saved resource to specialist teams such as missing persons.

## **Code of Practice for Ethical Policing**

On 6 December, the statutory Code of Practice for Ethical Policing came into force, formally replacing the 2014 Code of Ethics in legislation. The Code of practice outlines actions that chief officers should take to

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<sup>155</sup> [Offensive weapons homicide reviews: statutory guidance \(accessible version\) - GOV.UK \(www.gov.uk\)](#)

<sup>156</sup> [Anti-Social Behaviour Action Plan - GOV.UK \(www.gov.uk\)](#)

<sup>157</sup> [Retail Crime Action Plan - October 2023.pdf \(nbcc.police.uk\)](#)

<sup>158</sup> [Police Race Action Plan | College of Policing](#)

<sup>159</sup> [ISOB Annual Report May 2022-May 2023 \(policeisob.co.uk\)](#)

<sup>160</sup> [National Partnership Agreement: Right Care, Right Person \(RCRP\) - GOV.UK \(www.gov.uk\)](#)

support the people in their force to use the ethical policing principles. It has a requirement on chiefs to ensure openness and introduces a duty of candour for policing. The Code of Practice complements the revised Code of Ethics (non-statutory) which outlines the ethical policing principles.

### 8.3 Upcoming changes in legislation

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The below outlines the key bills and changes in legislation, these are expected to have a new or continued influence on policing and the criminal justice system:

#### **Online Safety Act 2023**

Passed in October 2023, the Online Safety Act '23<sup>161</sup> introduces a new set of measures designed to protect children and adults online and make tech companies more responsible for their users' safety. This will have an impact on a whole host of offences facilitated online – including VAWG, pornography, terrorism, incitement of violence etc. Ofcom has set out its plans for putting these laws into practice, with draft guidance and codes of practices are expected to be published throughout 2024 & 2025.

#### **Economic Crime Act 2023**

Receiving Royal Assent in October 2023, this act<sup>162</sup> introduces measures to address economic crime and improve transparency over corporate entities. The act introduces powers which will allow UK authorities to proactively target organised criminals and others seeking to abuse the UK's economy.

#### **Illegal Migration Act 2023**

Passed into law in July 2023, the Illegal Migration Act<sup>163</sup> aims to prevent people who come to the UK through illegal and dangerous journeys, detain and swiftly remove those who do arrive in the UK & prevent them from misusing modern slavery safeguards to block their removal. A collation of various MSHT charities – including the UN Refugee Agency – have expressed their concerns. Namely that the bill has significant implications for identification and support, leaving people who have been trafficked un-protected.

#### **Protection from Sex Based Harassment in Public Act 2023**

The Protection from Sex-based Harassment in Public bill received Royal Assent in September 2023. It aims to address 'intentional harassment, alarm or distress to a person in public where the behaviour is done because of that person's sex, or perceived sex' through recognising this as an offence and allowing for tougher sentences for such harassment. The Act carries a maximum prison sentence of 2-years for the offence of public harassment.

#### **Victims & Prisoners Bill 2023**

The bill is seeking to introduce measures to improve victims' experiences of the Criminal Justice System<sup>164</sup>. It also enacts the Justice Committees recommendations in relation to those serving sentences of imprisonment for public protection (IPP), as well as, introducing various parole system reforms. The bill also introduces a statutory duty for PCCs and Integrated Care Boards to work together when commissioning support services for victims of sexual abuse, domestic violence, and other serious violence, so that services can be strategically coordinated and targeted where victims need them.

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<sup>161</sup> [Online Safety Act 2023 \(legislation.gov.uk\)](#)

<sup>162</sup> [Economic Crime and Corporate Transparency Act 2023 \(legislation.gov.uk\)](#)

<sup>163</sup> [Illegal Migration Act 2023 - GOV.UK \(www.gov.uk\)](#)

<sup>164</sup> [Victims and Prisoners Bill - Parliamentary Bills - UK Parliament](#)

## **Criminal Justice Bill 2023<sup>165</sup>**

The bill introduces a range of measures intended to strengthen the response to a range of crimes and antisocial behaviour, giving effect to a range of proposals that have been set out in policy papers over the last two years. These include proposals in relation to knife crime, ASB, VAWG, Serious & Organised Crime, Fraud and Economic Crime, Domestic Homicide, and substance use<sup>166</sup>. The bill is also seeking to increase sentences and improve the management of sexual and violent criminals & reform the police dismissal process<sup>167</sup>.

### **Nitrous Oxide Ban**

As of November 2023, nitrous oxide is classified as a Class C drug under the Use of Drugs Act 1971. Those found in unlawful possession will face either an unlimited fine, a visible community punishment or a caution-which would appear on their criminal record. Repeat serious offenders may face a prison sentence of up to two years, an unlimited fine, or both. The police will have the duty to investigate any possession or consumption of nitrous oxide on a case-by-case basis.

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<sup>165</sup> [Criminal Justice Bill - Parliamentary Bills - UK Parliament](#)

<sup>166</sup> [Criminal Justice Bill: Overarching factsheet - GOV.UK \(www.gov.uk\)](#)

<sup>167</sup> [Criminal Justice Bill: Overarching factsheet - GOV.UK \(www.gov.uk\)](#)



## 9. Appendices

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### Appendix A – Inspections round up.

The following inspections were published in late 2022 up until the end of 2023, they highlight the key issues facing law enforcement of criminal justice agencies at a local, regional and national level. Many inspections are conducted by His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), however this year has seen the emergence of some "joint inspections" in conjunction with His Majesty's Crown Prosecution Service Inspectorate and His Majesty's Inspectorate of Probation. Summaries of key inspections can be found below:

#### East Midlands Response to Serious & Organised Crime

In 2022 HMICFRS conducted an inspection into the regional response to SOC<sup>168</sup>. The report published in March 2023 sets out the inspectorates' findings with regards to regional performance and provides individual judgement on each Force and the East Midlands Special Operations Unit (EMSOU).

Nottinghamshire Police was graded as 'adequate', commended for by Op Reacher and the Forces diversionary activity with regards to child criminal exploitation, urban street gangs and county lines. The Force were also commended for the use of a wide range of tactics to disrupt SOC and manage offenders, particularly as Nottinghamshire Police is one of a few forces that have sought a gang injunction with local authorities, to limit the behaviour of known gang members. The Forces areas for improvement included ensuring there is enough staff within the SOC command to meet demand and improving how disruption are recorded on the national database.

EMSOU were graded as inadequate with the areas of improvement including the need for a revised section 22 collaboration agreement, ensuring funding is given in line with the HM Treasury's three-year settlement and ensuring there is sufficient intelligence capacity to meet demand.

Work is underway to by Nottinghamshire Police & EMSOU to meet these recommendations and should be completed within the next financial year

#### An Inspection of How Well The Police Tackle Youth Violence

In March 2023, HMICFRS published its findings from its thematic inspection into serious youth violence. Nottinghamshire Police was one of the forces visited as part of the inspectorate's field work<sup>169</sup>. Whilst not specific to Nottingham, the key findings included:

- Early signs that the Violence Reduction Partnerships are reducing crime. However, some areas did not have a consistent approach to allocating resources for reducing youth violence, and communication could be improved.
- Interventions to reduce serious violence were often not evaluated enough or frequently enough.
- Whilst forces started making use of Outcome 22, their understanding of this was often flawed. Outcome 22 is a police outcome used when the police decide to defer prosecution until the accused has been given the opportunity to engage with an intervention activity.
- Police were not making full use of other relevant powers, gang injunctions particularly highlighted, due to the time-consuming, bureaucratic, and expensive application process.
- Linked to the serious violence duty, police were increasingly willing to share information with partner organisations. For example, they share information with health professionals to support those involved in youth violence.

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<sup>168</sup> [An inspection of the east midlands regional response to serious and organised crime - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](#)

<sup>169</sup> [An inspection of how well the police tackle serious youth violence](#)

- Forces and VRPs are working with schools to support children at risk of exclusions, but the relationships between these organisations would benefit from better communication.
- Evaluation is needed into the effectiveness of school liaison officers, with feedback being mixed.

## **Homicide Prevention: An Inspection of the Police Contribution to the Prevention Of Homicide**

In August 2023, HMICFRS published the findings from their inspection into police contribution to the prevention of homicide<sup>170</sup>. Whilst not specific to Nottinghamshire, the key findings were as follows:

- Most police forces were able to identify the patterns and causes of homicide effectively, and they were able to prioritise and allocate the right resources to tackle them.
- The link between drugs and homicide may be overstated and until the Home Office has finished developing the analysis of data to better understand this, the Police Forces will only have partial understanding.
- Forces are not effective at assessing and linking less serious crimes or incidents to they can prevent escalation into homicide. To support this, the availability of analyst needs to improve.
- There are missed opportunities around the Serious Violence Duty in relation to data sharing and it's unclear to the police how other agencies can be held to account on this.
- Police forces complete major crime and statutory reviews following incidents of homicide and serious violence. But these reviews take time and most forces we inspected didn't have a way of quickly identifying learning.
- Forces who use the Homicide Prevention Framework produced by the NPCC and College of Police, were generally more effective at preventing crime.

## **Evaluation of Violence Reduction Units and Hotspot Policing**

In January 2023, the evaluation into the third year of the Violence Reduction Units (VRU) was published<sup>171</sup>. This evaluation was conducted by Ecorys UK, Ipsos UK, the University of Hull and the University of Exeter. Since funding began, an estimated 136,000 (or 243 per 100,000 persons) violence without injury offences had been prevented in funded areas – with Nottinghamshire being one such area.

Whilst not statistically significant, there were encouraging indications of reductions in homicides and hospital admissions resulting from any violent injury. This included admissions for assaults with a knife or sharp object which was a Home Office agreed outcomes measure for assessing the VRUs. Furthermore, analysis focusing on just violence 'hot spots' (within VRP areas) also indicated a potential impact on police recorded violence with injury offences.

Overall, the report concluded that the VRUs substantially contribute towards a whole-system approach to violence. Whilst some progress may have been made in the absence of the VRU, it would have been over a longer period and/or reduced scale.

## **An Inspection of how well the Police and National Crime Agency Tackle the Online Sexual Abuse and Exploitation of Children**

This inspection published in April 2023<sup>172</sup> looked at how well the police and National Crime Agency tackle the online sexual abuse and exploitation of children (online CSEA). The inspection assessed how effectively these organisations prevent and investigate online CSEA, and how effective they are at identifying and safeguarding children affected by online CSEA. The report made 17 recommendations aimed at improving

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<sup>170</sup> [Homicide prevention: An inspection of the police contribution to the prevention of homicide - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/hmicfrs/publications/homicide-prevention-an-inspection-of-the-police-contribution-to-the-prevention-of-homicide/)

<sup>171</sup> [Violence Reduction Units, year ending March 2022 evaluation report - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/115444/Violence-Reduction-Units-year-ending-March-2022-evaluation-report.pdf)

<sup>172</sup> [An inspection of how well the police and National Crime Agency tackle the online sexual abuse and exploitation of children - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/hmicfrs/publications/an-inspection-of-how-well-the-police-and-national-crime-agency-tackle-the-online-sexual-abuse-and-exploitation-of-children/)

the consistency of the police's approach and the timeliness of their investigations, reducing the availability of child sexual abuse material, and getting better outcomes for children.

One issue identified in the inspection which has also been identified as a risk within this document is that there is more demand on the police and law enforcement bodies as the number of offences, images and tech industry reports increase. However, this inspection has highlighted that police leaders often don't understand in enough detail the risk to children and the impact on resources. This means they can't always arrange, allocate or increase resources to meet that demand.

### **An Inspection of the Effectiveness of the Police and Law Enforcement Bodies' Response to Group-Based Child Sexual Exploitation in England and Wales**

This inspection published in December 2023<sup>173</sup> looked at the effectiveness of the police and law enforcement bodies' response to group-based child sexual exploitation (CSE) in England and Wales. The inspection was requested by the then Home Secretary, the Rt Hon Priti Patel MP, under section 54 (2B) of the Police Act (1996). The inspection aimed to assess how effectively the police and other law enforcement bodies in England and Wales respond to victims and perpetrators of group based CSE, and how their responses influence investigations and the ways in which they safeguard children.

The report found that the police and other law enforcement bodies in England and Wales are not doing enough to tackle group-based child sexual exploitation. The report made 28 recommendations aimed at improving the police's response to group based CSE, including better training for officers, more effective use of intelligence, and better support for victims.

### **Race and Policing: A review of the police service's leadership and governance arrangements for race-related matters**

This reviewed was published in August 2023<sup>174</sup> and considered the effectiveness of the national leadership and governance arrangements that relate to race and policing. In July 2021, the Home Affairs Committee published the Macpherson Report: Twenty-two years<sup>175</sup> and considered the role HMICFRS had played in assessing the police's progress in addressing the recommendations made by the Stephen Lawrence Inquiry.

The review highlighted how the assessments and reviews such as the NPCC diversity, equality, and inclusion strategy (2018) have not been used by forces to track and implement changes in the way they operate. Criticism was made in the way the Police Race Action Plan 2022 has slowly been developed and implemented, and recommendations were made to the NPCC and the College of Policing to finalise and publish a second version of the Police Race Action plan and for forces to implement it. The report called for 'clear national standards' on anti-racist training to be drawn up as there is no national standards on race or diversity training which has contributed to significant inconsistencies between forces.

### **Race and policing: An inspection of race disparity in police criminal justice decision-making**

The report published in August 2023<sup>176</sup> built on what the Lammy review<sup>177</sup> has achieved in 2017. The inspection examined whether there is race disparity in police criminal justice decisions. Clear differences

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<sup>173</sup> [An inspection of the effectiveness of the police and law enforcement bodies' response to group-based child sexual exploitation in England and Wales - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](#)

<sup>174</sup> [Race and Policing: A review of the police service's leadership and governance arrangements for race-related matters - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](#)

<sup>175</sup> [The Macpherson Report: Twenty-two years on - Home Affairs Committee - House of Commons \(parliament.uk\)](#)

<sup>176</sup> [Race and policing: An inspection of race disparity in police criminal justice decision-making - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](#)

<sup>177</sup> [Lammy review: final report - GOV.UK \(www.gov.uk\)](#)

between the experiences of people from different ethnic backgrounds has been found with people from ethnic minority backgrounds were less likely than white people to receive a caution in 16 out of the 17 forces.

Furthermore, a lack of consistency among forces in the recording, collecting and analysis of relevant data makes it difficult to understand and either explain or address any potential disproportionality. The report made 13 recommendations where they identified opportunities for the police, and organisations they work with, to better understand and, where required, act to address race disparity in the police elements of the criminal justice system.

### **An Inspection of how well the Police, the Crown Prosecution Service and the Probation Service Support Victims of Crime**

This inspection published in December 2023<sup>178</sup> was a joint inspection by HMICFRS, His Majesty's Crown Prosecution Service Inspectorate and His Majesty's Inspectorate of Probation. The inspection found that the police, the Crown Prosecution Service (CPS), and the Probation Service all recognize how important it is to meet the needs of victims. However, the inspection also found that a combination of competing demands, high workloads, poor communication, and lack of experience were contributing to victims not always receiving the best service.

In some cases, due to high workloads individual needs of victims, the police, CPS and Probation Service focused more on whether they were complying with the Victims' Code. In some cases, where victims' rights had been met, the report said this was a 'box-ticking' exercise with no evidence of the quality of the support. The inspection also found some positive practice, including victims' hubs that provide tailored support to victims, and online portals to access information about cases. Inspectors said these initiatives have the potential to improve the experience of all victims, but often they are developed in isolation at a local level.

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<sup>178</sup> [Meeting the needs of victims in the criminal justice system - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/cps/hmicfrs/reports-and-publications/meeting-the-needs-of-victims-in-the-criminal-justice-system/)