

AGENDA

SAFER PLYMOUTH PARTNERSHIP



Date: 23 January 2015
Time: 10.00 am – 1.00 pm
Place: Marlborough Room, Council House

*indicates paperwork included
 **indicates paperwork at meeting

Item	Subject	Who	Decision Required	Time (approx)
1	Welcome/Introductions/Apologies: <ul style="list-style-type: none"> • Rob Sowden – for Item 3a • Robin Carton – Item 9 • Matt Douglas, Senior Contract Manager for the Contract Package Area – Item 12 	CP		10.00-10.05
2	Notes from previous Meeting – 16 October 2014**	CP	Agree notes Follow up on actions	10.05-10.10
3	a) Safer Plymouth Partnership Strategic Assessment 2015/15* (Pages 1 – 52) b) Peninsula Strategic Assessment 2014/15* (Pages 53 – 148)	RS/CP	Agree final version. Note final document.	10.10-10.30
4	Police and Crime Plan Refresh Consultation* (Pages 149 – 158)	IA	Discuss and formulate a response.	10.30-10.50
5	Safer Plymouth proposed Commissioning Intentions for 2015/16 – Report to follow.	SH	Agree proposed allocations for P&CC funding for 2015/16	10.50-11.05
6	SARC – future commissioning intentions/arrangements.	CCG/ IA	Note update.	11.05-11.15
7	Victim Services Commissioning – Verbal Update from P&CC	IA	Note update.	11.15-11.25

Item	Subject	Who	Decision Required	Time (approx)
8	Performance Report * (Pages 159 – 168)	SH	Note performance year to date and discuss any under-performance	11.20-11.30
9	Collaborative Enforcement Governance (Pages 169 – 174)	RC	To note report and discuss and agree recommendations.	11.30-11.45
COMFORT BREAK				
10	Neighbourhood Watch – Engagement issues - Plymouth	LR/CP	Note issues and consider options for addressing them.	11.55-12.10
11	Safer Plymouth Partnership Top Priorities - Priority Reports requested: a) Anti-Social Behaviour (Heather Welch) (Pages 175 – 178) b) Tackling Domestic Violence and Abuse and ensuring quality services (Richard Skipper/Richard Wakeley) Top priorities with no identified lead/report: <ul style="list-style-type: none"> Tackling Sexual violence, assault and exploitation Reducing Violence with Injury (excl Domestic Violence) Reducing Serious Acquisitive Crime (domestic burglary, theft of and from motor vehicles and robbery) 	HW RS/RW	To hear Priority Reports and discuss findings and any recommendations. To agree how to progress remaining Top Priority work.	12.10-12.25
12	Transforming Rehabilitation – Update and Contract Management Function* (Pages 179 – 194) Safer Plymouth Partnership welcomes: Matt Douglas , Senior Contract Manager for the Contract Package Area	MD	Presentation by Matt Douglas	12.25-12.55
13	Chair’s Emerging Issues: <ul style="list-style-type: none"> New Prevent Duty and consultation* (Pages 195 – 198) 	CP/PA	Note new duty and any response.	12.55-13.00

Item	Subject	Who	Decision Required	Time (approx)
14	<p>Dates of Future Meetings:</p> <ul style="list-style-type: none">• 16 April 2015• Dates for 2015/16 to be arranged. <p>All meetings will commence at 10 am. Venues to be confirmed</p>			

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Strategic Assessment (Crime and Disorder) 2014/15

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Aims and Objectives

Plymouth Community Safety Partnership (CSP) (Safer Plymouth) is required to produce an annual partnership strategic assessment; it is a statutory requirement as part of the Home Office National Standards¹.

The purpose of this strategic assessment is to provide an accurate and realistic evaluation of the significant crime, disorder and substance misuse issues that may impact the partnership over the next 12 months, and also takes account of areas impacting the partnership over the last 12 months. The assessment will provide recommendations based upon its findings for each priority area and key strategic recommendations (appendix one).

Methodology

This strategic assessment has been written to compliment other local strategic assessments from across the Devon and Cornwall Police area as well as support the development of the Peninsula Partnership Strategic Assessment for Crime & Disorder, into which key findings from this assessment have been included.

The analysis undertaken has been done using data from a variety of sources, the key of which are listed below;

- Devon and Cornwall Police crime data
- iQuanta Home Office crime and benchmarking data
- Qualitative data provided by the Community Safety team and partners
- Ministry of Justice re-offending data
- Public Health Profiles and other strategic analyses including alcohol needs assessment

¹ *Delivering Safer Communities: A Guide to Effective Partnership Working. Guidance for Crime and Disorder Reduction Partnerships and Community Safety Partnerships*
http://www.crimereduction.homeoffice.gov.uk/guidance_for_effective_partnerships.pdf

Executive Summary

2013/14 in Plymouth

- Overall crime levels in Plymouth rose in 2013/14 rose by 3% (+571 crimes) compared to 2012/13 (a year in which we had recorded a large 11% reduction).
- Although crime increased strong performance remained in key crime types such as Domestic Burglary, which reduced by 3% (-20) following on from large decreases in 2012/13. Vehicle related theft also reduced, continuing a longer term reducing trend, in 2013/14 vehicle related theft reduced by 17% (-235).
- After a number of years of reducing Anti-Social Behaviour (ASB) numbers in 2013/14 levels remained static, which can be seen as retaining good performance. It is highly likely that levels of ASB will remain static for the foreseeable future with local emphasis being on ensuring that the most vulnerable victims are protected.
- One concern for the partnership is the increasing trend in levels of violent crime, levels of violence with injury increased by 1% (+26) in 2013/14 and violence without injury increased by 14% (+289). The increases in both violence with and without injury have continued into 2014/15 with sizeable increases recorded as at the end of August 2014. It is pertinent to note that the levels of Violence with Injury (excluding Domestic Abuse) fell slightly in 2013/14, it is against this definition that the partnership has a reduction target.
- As a city we continue to compare favourably with other Community Safety Partnerships who are part of our iQuanta most similar family group. Crimes in which we recorded an increase in 2013/14 yet continue to perform better than the iQuanta family group average include Non-Domestic Burglary, Trafficking of drugs, Shoplifting and 'other' theft offences. We also have lower rates of Domestic Burglary, Robbery and Theft from the person than the family group average.
- There are however crime types against which our rate recorded is higher than the family group average. These crime types are Violence with Injury, Violence without Injury, Rape and other Sexual offences, Possession of drugs and Criminal Damage.
- We are continuing to record increases in the levels of domestic abuse incidents recorded which continues to be viewed as a positive and contributed to by the increased roll out of DASH training across the city. In 2013/14 levels of domestic abuse reporting increased by 17% (+1011) whilst there were also increase in the numbers of referrals to domestic abuse services that did not come from the Police. Increased referrals from Children's centres for example are a big positive for the partnership.
- The number of sexual abuse crimes increased in 2013/14 with Rape increasing by 2 crimes and Other Sexual Offences increasing by 39. Tackling sexual abuse and providing a service for victims remains a partnership priority.

2014/15 Update

- At the end of July 2014/15 the level of overall crime in the city is showing a reduction compared to the same period in 2013/14. Reducing trends have also continued into 2014/15 with reductions recorded this year in Domestic Burglary, Vehicle related theft.
- Crime types that increased last year but are now decreasing in 2014/15 include Shoplifting, 'other' Theft and Public Order offences. This means we are seeing an apparent reversal of increases recorded in 2012/13 when we recorded large increases in some lower level crime types like these.
- Of concern is the continued increases in Violent Crime, at the end of July levels of Violence with Injury had increased by 10% (+88) and Violence without Injury by 25% (+185) compared to the same period in 2013/14.

Peninsula Priorities

Following analysis of crime and joint discussions with other strategic analysts from across the peninsula over the past 12 months it has been identified that each Local Authority area within Devon and Cornwall faces the same critical issues around the same key crime and community safety areas. Four key theme areas have been identified, these are; **Anti-Social Behaviour, Domestic/ Family and Sexual Abuse, Reducing Re-offending and Alcohol and the Night-Time Economy.**

This strategic assessment is based around the above themes, though analysis also recognises the need to continue the monitoring of city priority indicators in crime areas that sit underneath these themes, outlined previously. In considering these themes the partnership will consider emerging issues and trends which will impact victims, who suffer high levels of harm and those who have the highest level of vulnerability.

Police and Crime Commissioner

On 15 November 2012 the public elected a Police and Crime Commissioner (PCC) for Devon and Cornwall to serve a 4 year term. The role is singularly accountable to the public for how crime is tackled across the Peninsula. Specifically the role:

- Listens to the views of the public on community safety and sets priorities in a plan for the police which address community concerns.
- Ensures the Chief Constable directs police officers and resources to tackle the things that communities say are important and holds him to account
- Holds the police budget and allocates the Community Safety Fund
- Is responsible for ensuring delivery of a support service for victims that is compliant with the victims code
- Sets the strategic direction for policing but does not interfere with day-to-day police operations or tactics
- Balances local needs of the public and victims against assisting national policing responsibilities

The next general election has the potential to radically change the current arrangements of Police and Crime Commissioners. A change in Government could mean removal of Police and Crime Commissioners with implications on funding allocations and public accountability for policing.

PCCs have a statutory duty to work with community safety partners, as well as criminal justice agencies and the voluntary sector, to help deliver local solutions to reduce crime and disorder and provide support to victims and communities.

Local Context and other City Priorities

A lot of strategic analysis is undertaken within the city and whilst this assessment focuses primarily on crime and disorder the city's priorities are more reaching than just crime. In fact in many cases the priorities are cross cutting and often influence one another. Some of the most obvious examples include the influence of alcohol or drug abuse on crime or the links between crime and the safeguarding of both children and adults.

This section provides local context into the assessment identifying by area some of the current cross cutting priorities. These priorities are analysed in more detail within the 'Plymouth Report', an assessment of Plymouth's citywide need that is the primary Joint Strategic Needs Assessment document for the city.

Population and Deprivation

- Plymouth has a population of 258,026² people.
- Plymouth is the only policing area within Devon and Cornwall with deprivation levels that are higher than the national average, with 11,560 children living in Poverty³. Plymouth is just above the bottom 20% of Local Authorities for levels of deprivation, being ranked 72 out of 326.⁴
- There is a greater concentration of families with multiple and/or complex needs living in the most deprived areas of the city. Multiple and complex needs may include lone parents, disability, health problems, parenting problems or social isolation amongst others.⁵
- Plymouth has now 'turned around' 676 families under our Families with a Future (aka Troubled Families) Programme, which is 91% of our phase one cohort and we are well on target for achieving a 100% by May 2015.
- Plymouth has a growing student population (estimated at 35,000 students) which has an impact on localised demand for services at predictable times within the academic year. The student population is identified as particularly vulnerable to crime, in particular violence and serious acquisitive crime.

² Office National Statistics – 2012 mid-year population estimate

³ NII 16 Her Majesty's Revenues and Customs, 'The proportion of children living in families in receipt of out of work benefits or tax credits where their reported income is less than 60% median income' - 2010

⁴ Child Poverty Matters – The Child Poverty Strategy for Plymouth 2013-2016

⁵ Child Poverty Matters – The Child Poverty Strategy for Plymouth 2013-2016

Health

- Overall Plymouth's health is generally worse than England's average.⁶ Plymouth experiences a wide range of health problems from high rates of teenage conceptions, smoking in pregnancy, breast feeding initiation, physically active children, teenage pregnancy and alcohol related admissions to hospital (particularly for under 18's)⁷.
- There are considerable inequalities in the health of the city's population with rates of some of the above health problems higher in the more deprived areas of the city. The latest iteration of the 'Plymouth Report' highlights that; Although life expectancy in the city has improved since 2000/02 there remains a considerable gap in the life expectancy of the populations residing in more deprived areas. The gap between the most and least deprived neighbourhood groups has decreased very slightly from 4.3 years in 2000-02 to 4.2 years in 2009-11. The gap in life expectancy between the neighbourhoods with the highest (Leigham & Mainstone) and lowest (Devonport) life expectancy in 2010-12 is 12.2 years.
- There are substance misuse issues within the city that undoubtedly have impacts on levels of crime and community safety. Plymouth is higher than England's average in reported incidents of Drug misuse.⁸ Plymouth is significantly worse than the national average in a lot of areas including; Alcohol-specific hospital stays – under 18s, Alcohol-specific hospital admissions for males and females and for violent crime⁹.

Worklessness and Skills

- When compared to comparator cities Plymouth has average numbers of out of work claimants although there are disparities linked to deprivation within the city. Those of working age in Plymouth tend to be less qualified resulting in a skills gap for local employment, in addition a widening gap between job seekers and unfilled vacancies will result in fewer opportunities for employment.¹⁰

Housing

- The latest housing performance at the end of September 2014 showed that there were 11, 026 Plymouth households on the social housing register an increase from 10,466 at the end of 2013/14.
- Households on the register are categorised that reflect the level of need, 27% are categorised as in need of Emergency Housing Need (Cat A), High need (Cat B) or Medium need (Cat C). Households that fall into one of these three categories are subject to reasons ranging from escaping violence to varying degrees of health and wellbeing need.
- The numbers of households presenting as at risk of homelessness continues to increase, the first two quarters of 2014/15 saw 310 households present, an increase from 271 during the same period in 2013/14. The number of households actually being prevented from becoming homeless is also increasing putting pressure on housing services.

⁶ Health Profile 2012

⁷ Plymouth health profile, 2013 – Public Health Observations – Department of Health

⁸ Health Profile 2012.

⁹ Plymouth health profile, 2013 – Public Health Observations – Department of Health

¹⁰ Plymouth City Council Economic Review Issue 3, March 2013

Strategic Plans

There are a number of strategic plans, frameworks and mechanisms in Plymouth developed and co-designed with our partners to address some of Plymouth's societal challenges. Deprivation, poor health, poverty are endemic issues that if addressed will have some impact on our most vulnerable in the city, improving their quality of life and, a reduction in vulnerability will make them less susceptible to crime.

Some of the strategic plans which will have an impact on crime are as follows –

Plymouth Plan

- The Plymouth Plan aims to be a single strategic plan for Plymouth, setting a shared direction of travel for the long term future of the city, which the Council and its partners will use to guide their service and delivery planning. It will be a genuinely ground-breaking plan in that it brings together a range of statutory and non-statutory strategies and plans into a single integrated plan.
- The Plymouth Plan will be published in two parts. Part One will comprise the city's overarching vision, strategic objectives and the thematic and spatial policies of the plan. Part Two will identify area and site specific policies across the city.

Financial/Employment Plans

- Plan for jobs¹¹ will create around 2,000 jobs and apprenticeships;
- Community Economic Development Trust¹² will support communities in the North West of the city and increase employment.

Family/Health

- Health and Well Being Strategy completed in 2013 will address Health and Well Being across the city.
- Children and Young People's Plan 2011-2014¹³ (to be refreshed in 2014/15)
- Prevention and Early Intervention Strategy 2012-2015¹⁴. This strategy seeks to deliver Plymouth's commitment to families and young people to make positive change to their lives together.
- Alcohol Strategy published in 2013 will set out how the city will minimise alcohol related harm and promote responsible drinking.
- Healthy Child Programme Aims to identify families who need additional support or are at risk of poor health outcomes.

¹¹ <http://www.plymouth.gov.uk/homepage/business/economicdevelopment/strategicgrowth/planforjobs.htm>

¹² <http://www.plymouth.gov.uk/homepage/business/economicdevelopment/strategicgrowth/cedt.htm>

¹³ <http://www.plymouth.gov.uk/cypp>

¹⁴ <http://www.plymouth.gov.uk/homepage/socialcareandhealth/childrensocialcare/pcypt/pcyptintervention.htm>

Communities

- Housing Plan 2012-2017- lays out the city's housing ambition and priority objectives for developing, improving and investing in people's homes, neighbourhoods and communities.
- Child Poverty Strategy and Action Plan - The three-year strategy aims to reduce child poverty rates across the city as well as reducing the impact of child poverty on children, young people and families right now.

Families with a Future

Plymouth has now 'turned around' 676 families under our Families with a Future (aka Troubled Families) Programme, which is 91% of our phase one cohort and we are well on target for achieving a 100% by May 2015.

Work is well under way to identify the early starter cohort for phase 2 of the national programme alongside the development of an Outcomes Plan which links to Strategic and City Wide objectives. The plan has been shared with colleagues across Council services and with external partners such as Police and Health and wider commissioned services to comment and input into the outcomes that they recognise support significant and sustained progress. In short "*what success looks like for families*" in their areas.

We were invited to share our plan with other Local Authorities by the Department for Communities and Local Government who have been impressed with our vision.

The early starter phase has now identified a further 363 families and national roll out for phase two in April 2015 could see us supporting interventions for up to 2500 families across our city up to 2020.

As an evolving project we continue to develop our practice which supports transformational approaches to working with families as a whole and the 'Think Family' agenda. This includes the introduction of a Work programme and workshops designed to engage with families.

Performance Measures

At the beginning of 2014/15 the Community Safety Partnership reviewed the performance indicators and targets that form part of the Council's corporate performance framework. This has been done this year with consideration to the approach to performance management adopted by the Police and Crime Commissioner. As a result some performance measures have been removed and some added. Table 1 below presents how Plymouth performed against agreed measures in 2013/14; table 2 which follows presents what will be measured in 2014/15.

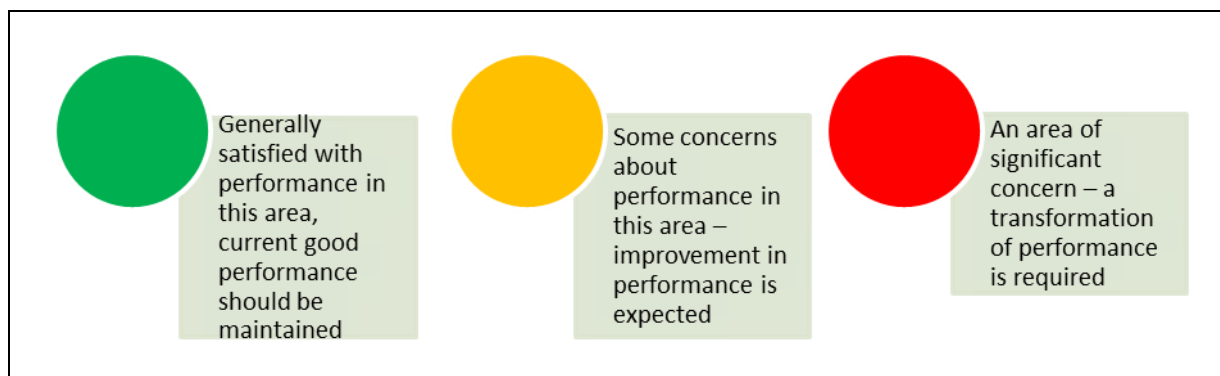
Table 1 – Summary of Key Performance Indicators

Achievement Objectives	Performance	Comment
To reduce % gap between the city average rate per 1000 population for overall crime, and the average overall crime rate per 1000 for the worst 10 neighbourhoods.	Not Achieved	The end of year out-turns shows an increase in overall crime against of 2012/13 of 2.12% (+393 crimes). This has not been helped by a higher than expected level of crime in the summer months and more unexpectedly in March 2014. However, the gap has not worsened significantly suggesting an increase in crime spread across the city and not predominantly in the worst 10 neighbourhoods. It should be noted that in July 2013 the gap was showing a 5.91% increase – so there has been a closing of the gap since then to the end of the year.
Number of racist, disablist, homophobic and faith, religion and belief incidents reported.	Achieved	This measure jointly counts numbers of incidents reported to the Council and Police. In 2013/14 there were 603 incidents reported which achieved target.
% satisfaction among victims of racist, disablist, homophobic and faith, religion and belief crimes.	Not Achieved	At the end of 2013/14 the satisfaction rate among victims of hate crime was 88.86% which narrowly missed the target of 90%.
Increase the number of domestic abuse incidents and crimes reported (Rate per 1000)	Achieved	This target was introduced in 2013/14 with an aim of monitoring the effort to improve domestic abuse reporting. In its first year this target was achieved with a 16.6% increase in crimes of incidents recorded.
Reduce rate of anti-social behaviour per 1000 population	Not Achieved	This target was narrowly missed. Levels of ASB recorded compared to 2012/13 has fluctuated throughout the year, sometimes showing an increase and at other times a decrease. The reality is that levels of ASB are now steady after several years of very large year on year reductions.
Reduce the rate per 1000 population in Violence with Injury (excluding Domestic abuse)	Achieved	2013/14 saw a reduction in violence with Injury (reduction of 61 crimes (3%) on 2012/13). In 2014/15 the target will be set to further reduce the number of crimes recorded.
Reduce the rate per 1000 population in Serious Acquisitive crime	Achieved	Serious acquisitive crime reduced in 2013/14 by 12% meaning that the target was achieved. In 2014/15 Serious Acquisitive crime will be monitored but will not be subject to a performance target.

Source: Plymouth City Council

Table 2 – Revised Performance Indicators for 2014/15

Table 2 identifies the 2014/15 priority performance indicators and outlines how we are performing against these indicators as at the end of October 2014. Safer Plymouth has also adopted the performance approach of the Office of the Police and Crime Commissioner. This means performances against indicators are reported using the following Red, Amber, Green approach;



Achievement Objectives	Performance	Comment
To reduce % gap between the city average rate per 1000 population for overall crime, and the average overall crime rate per 1000 for the worst 10 neighbourhoods.	Some concerns about performance in this area – improvement in performance is expected	Between April and the end of October overall crimes levels in Plymouth had reduced by 2.3% compared to the same period in 2012/13. Currently the gap between the city rate of crime and that of the ten priority neighbourhoods remains static and is just above target.
Number of racist, disablist, homophobic and faith, religion and belief incidents reported.	Some concerns about performance in this area – improvement in performance is expected	At the end of October 354 incidents had been reported. This represents an increase on 2012/13 but is slightly below the target figure required.
% satisfaction among victims of racist, disablist, homophobic and faith, religion and belief crimes.	Generally satisfied with performance in this area, current good performance should be maintained	At the end of October 2014 the satisfaction rate among victims of hate crime was 90% which is on target.
Increase the number of domestic abuse incidents and crimes reported (Rate per 1000)	Some concerns about performance in this area – improvement in performance is expected	At the end of October the number of Domestic Abuse incidents recorded has fallen in comparison to 2013/14. Currently a reduction of 5% is meaning that we are off target to increase DA reporting further in 2014/15.
Increase first-time reporters of domestic abuse	Not applicable	This is a new performance measure that supplements the increasing reporting measure above. This measure will monitor numbers of those who are reporting domestic abuse for the first time. The aim will be to increase numbers.

Reduce rate of anti-social behaviour per 1000 population	Generally satisfied with performance in this area, current good performance should be maintained	At the end of October the number of ASB incidents is lower than the same period in 2013/14 by less than 1% meaning we are on target to reduce ASB in 2014/15.
(New Measure) Increase the number of vulnerable victims of ASB support by the ASB Victim Champion Service	Generally satisfied with performance in this area, current good performance should be maintained	At the end of September 2014 242 vulnerable ASB victims had been seen by the vulnerable victim service. This is ahead of target with a target to achieve 300 by the end of the year.
Reduce the rate per 1000 population in Violence with Injury (excluding Domestic abuse)	Some concerns about performance in this area – improvement in performance is expected	At the end of October the number of Violence with Injury crimes (excluding DA) recorded has increased by 7%. This increase means we are off target to achieve a reduction and the meeting of this target is unlikely.

Community Issues

Neighbourhood Watch

Neighbourhood Watch is currently affiliated with Devon and Cornwall Police though it works with all partners within the city. The organisation does feel that a closer affiliation with the Local Authority might be beneficial given that it deals with issues that go beyond crime and encompasses other community issues such as anti-social behaviour, traffic and waste collection problems to name a few.

Within Plymouth there are more than 200 Neighbourhood watch schemes. Whilst this might seem a lot, historically this number was much higher with Plymouth once having more than 2,000 schemes in place. The decline is not unique to Plymouth with the numbers of schemes declining nationally. Despite this, the neighbourhood watch schemes still offer via co-ordinators a direct reporting link to local services such as the Police and Local Authority. Not surprisingly the biggest issue being reported via neighbourhood watch and the main reason for schemes being set up is anti-social behaviour. Neighbourhood Watch are able to provide examples where they have been able to improve an area and assist in dealing with problems be that via the application for grants or simply reporting problems and then working with partners. Like so many organisations one of the key issues they face is trying to increase their presence in more deprived and socially isolated areas of the city. The setting up of schemes in some of these areas may be beneficial to the city as a partner to tackle community issues.

Neighbourhood Policing Priorities

Neighbourhood policing priorities are dominated by issues relating to Anti-Social Behaviour, speeding of vehicles and inconsiderate parking. These types of issues have been identified via neighbourhood based meetings held with partners and the community.

Research into local neighbourhood team priorities suggest that other types of issues that get raised in addition to the above include the state of the roads (potholes), litter dropping and the continuing issue of dog fouling.

Communities feeling safe

In Autumn 2014 a Health and Wellbeing survey was carried out in Plymouth aimed at finding out about the feelings of the people of Plymouth across a wide range of area including wellbeing, health, safety and how people feel they can influence decisions. The key questions in relation to community safety asked how safe people felt in their area, both during the day and after dark.

The results show that 62% of respondents felt safe after dark. Further analysis identifies that older people (aged 60+) feel safer after dark (64%) than younger people aged 39 and under (59%). 58% of all females stated they feel safe after dark compared to 69% of males. Interestingly those who are disabled feel less safe with 54% stating they feel safe compared to 65% who are not disabled.

The percentage of people who feel safe unsurprisingly increases during the day with 89% of people saying they feel safe. There is little difference between age group and gender which each group having a high percentage of people feeling safe. There is however again a split between disabled and non-disabled respondents with 80% of disabled stating they feel safe compared to 91% for those who are not disabled.

Devon and Somerset Fire Service

Devon and Somerset Fire Service work with partner agencies such as the Police, Social Services or third sector charity organisations to ensure people have access to and are provided with the appropriate information that could help you reduce the risk of an emergency and minimise injury should one occur.

The service provides a number of services that focus on prevention. These include;

- schools fire safety education
- home safety visits
- arson reduction programmes
- youth inclusion programmes
- investigation of fires to identify cause and impact, including hate crime
- reduction of unwanted false or malicious fire calls
- road traffic collision incident reduction.

The Service's corporate plan outlines its performance goals for 2013/14 to 2014/15. These performance priorities include;

- to achieve a downward trend in fire related deaths where people live, work or visit
- to achieve a downward trend in fire related injuries where people live, work or visit
- to achieve a downward trend in fire related incidents where people live, work or visit

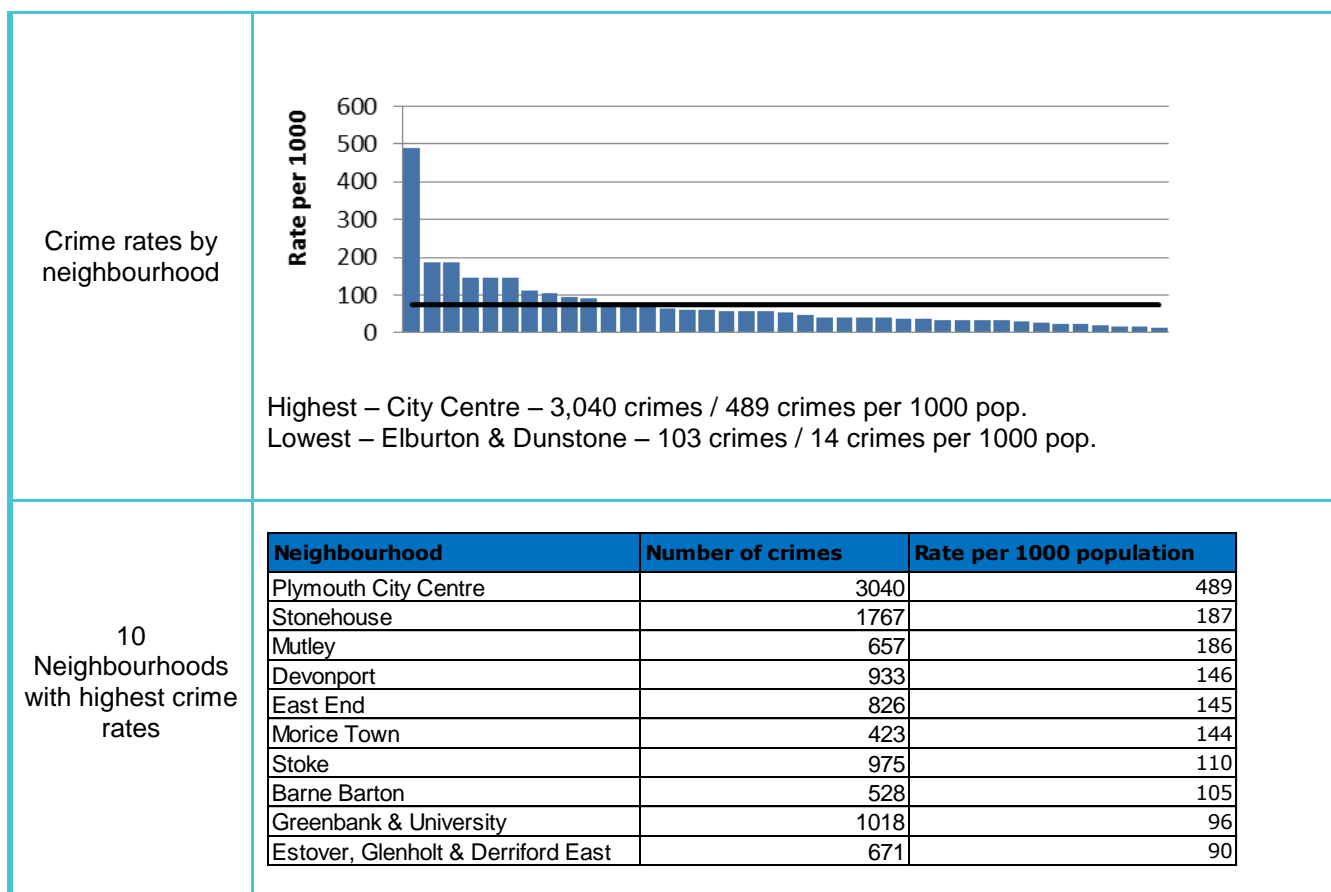
The Fire service continues to host and chair the Safer Plymouth Anti-Social behavior delivery group.

Community Recommendations

1. Safer Plymouth team to explore closer operational links between itself and the Neighbourhood Watch scheme.
2. Performance Officer to explore opportunities to source Fire performance data and consider inclusion in future Safer Plymouth performance reports.
3. Safer Plymouth to consider how to support neighbourhood watch and encourage additional schemes.

All Crime and disorder

QUICK FACTS – ALL RECORDED CRIME																											
Current figures refer to the 12 month period ending 31 March 2014																											
Level of crime	18,980 crimes / 73.232 crimes per 1000 resident population																										
Iqanta MSF group comparison	Group average 77.576 crimes per 1000 resident population																										
Change since 2012/13	Increased by 571 crimes / 3%																										
General trend	<table border="1"> <caption>General trend data</caption> <thead> <tr> <th>Year</th> <th>Crimes</th> </tr> </thead> <tbody> <tr> <td>2008-09</td> <td>23,500</td> </tr> <tr> <td>2009-10</td> <td>21,000</td> </tr> <tr> <td>2010-11</td> <td>20,500</td> </tr> <tr> <td>2011-12</td> <td>20,500</td> </tr> <tr> <td>2012-13</td> <td>18,500</td> </tr> <tr> <td>2013/14</td> <td>18,980</td> </tr> </tbody> </table>	Year	Crimes	2008-09	23,500	2009-10	21,000	2010-11	20,500	2011-12	20,500	2012-13	18,500	2013/14	18,980												
Year	Crimes																										
2008-09	23,500																										
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2010-11	20,500																										
2011-12	20,500																										
2012-13	18,500																										
2013/14	18,980																										
Seasonality (3 year average)	<table border="1"> <caption>Seasonality data</caption> <thead> <tr> <th>Month</th> <th>% diff from average</th> </tr> </thead> <tbody> <tr><td>J</td><td>-5</td></tr> <tr><td>F</td><td>-5</td></tr> <tr><td>M</td><td>5</td></tr> <tr><td>A</td><td>-5</td></tr> <tr><td>M</td><td>5</td></tr> <tr><td>J</td><td>-1</td></tr> <tr><td>J</td><td>-1</td></tr> <tr><td>A</td><td>5</td></tr> <tr><td>S</td><td>-1</td></tr> <tr><td>O</td><td>1</td></tr> <tr><td>N</td><td>3</td></tr> <tr><td>D</td><td>-5</td></tr> </tbody> </table>	Month	% diff from average	J	-5	F	-5	M	5	A	-5	M	5	J	-1	J	-1	A	5	S	-1	O	1	N	3	D	-5
Month	% diff from average																										
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J	-1																										
A	5																										
S	-1																										
O	1																										
N	3																										
D	-5																										
Breakdown of crime types	<ul style="list-style-type: none"> Violence 25%* (of which 32% is Domestic Abuse related) Thefts 23% Criminal damage 17% Public Order 8% Burglary 7% Vehicle crime 8% Drugs 7% Sexual Offences 2% Robbery 1% Other crime 3% <p>*includes violence against the person, possession of weapons and homicide</p>																										



Extent and trends

Following a decrease in crime in Plymouth in 2012/13, levels in 2013/14 increased, the number of recorded crimes increased by 3% compared with the previous 12 months, an increase of 571 crimes. Plymouth's overall crime rate continues to be better than the most similar family (MSF) group of partnerships nationally; whose average was 77.576 per 1000 population, Plymouth's is 73.232 per 1000 population.

Despite this increase the long term trend is a reducing one despite the increase recorded in 2013/14. As a guide there were 21,175 crimes recorded in 2009/10 compared to 18,980 in 2013/14 (a reduction of 2,195 or 10%).

In the last 12 months

Table 3 highlights performance in actual numbers for key crime types in 2013/14 making a comparison to numbers recorded in 2012/13. Also highlighted is how Plymouth's rate per 1000 population for each crime type compares to the average rate for the iQuanta most similar group of community safety partnerships.

Table 3 – Summary of 2013/14 Performance

Crime / incident type	2012/13	2013/14	Rate per 1000	Annual change	Change on 2012/13	Comparison MSF
All Crime	18425	18980	73.56	+3% (+351)	▲	Below average
Violence with Injury	2578	2604	10.09	+1% (+26)	▲	Above Average
Violence without Injury	2003	2292	8.88	+14% (+289)	▲	Above Average
Domestic Abuse Crimes and Incidents	6092	7103	27.53	+17% (+1011)	▲	n/a
Rape	154	157	0.61	+2% (+3)	▲	Above Average
Other Sexual Offences	273	312	1.21	+14% (+39)	▲	Above Average
Personal Robbery	114	104	0.40	-9% (-10)	▼	Below average
Business Robbery	18	9	0.03	-50% (9)	▼	Below average
Domestic Burglary	777	757	2.93	-3% (-20)	▼	Below average
Non domestic burglary	570	636	2.46	+12% (+66)	▲	Below average
Vehicle related Theft	1414	1179	0.00	-17% (-235)	▼	Below average
Possession of Drugs	1065	906	3.51	-15% (-159)	▼	Above Average
Trafficking of Drugs	168	184	0.71	+10% (+16)	▲	Below average
Criminal Damage	3051	3001	11.63	-2% (-50)	▼	Above Average
Shoplifting	1667	1817	7.04	+9% (+150)	▲	Below average
Theft from the person	309	299	1.16	-3% (-10)	▼	Below average
Other Theft Offences	2224	2407	9.33	+8% (+183)	▲	Below average

Source: iQuanta, Home Office

In Plymouth in 2013/14 trends that started in 2012/13 were continued, there were continued reductions in for example serious acquisitive crime but were continued increases in lower level crime such as violence without injury, non-domestic burglary, Shoplifting (+9%) and other theft (+8%).

For the second year in a row there have been fewer serious acquisitive crimes recorded with reductions recorded in all four crime types. Domestic Burglary reduced by 3% (-20), Vehicle related theft by 17% (-235), Personal Robbery by 9% (-10) and Business Robbery by 50% (-9).

There have been continued increases recorded in Violence. Violence with Injury increased by 1% (+26) and Violence without Injury by 14% (+289). These figures have however been affected by continued efforts to increase Domestic Abuse reporting (see below).

With domestic abuse excluded violence with injury crimes actually reduced by 3% (-61), a reduction that the violent crime reduction group aims to continue with its focus on reducing crime in the evening and night time economy in particular.

When domestic abuse is excluded from violence without injury crimes the increase is 9% (+110) evidencing an increase in both domestic related and non-domestic related violence without injury.

Other crime types in which increases were recorded include Rape (+2% crimes), Other sexual offences (+14%), Trafficking of drugs (+10%).

Themed Priorities

The remainder of the assessment focuses on the key priority themes outlined earlier in the document. Each section presents a summary of crime/ incident levels using a quick facts template, each template is supplemented with analysis of 2013/14 data which aims to provide an overview of headlines borne out of performance with an emphasis on geographical distribution and those people most affected. Each section also provides an overview as to what the partnership are doing in response to priorities whilst also making recommendations for each area.

The following crime areas are reported on;

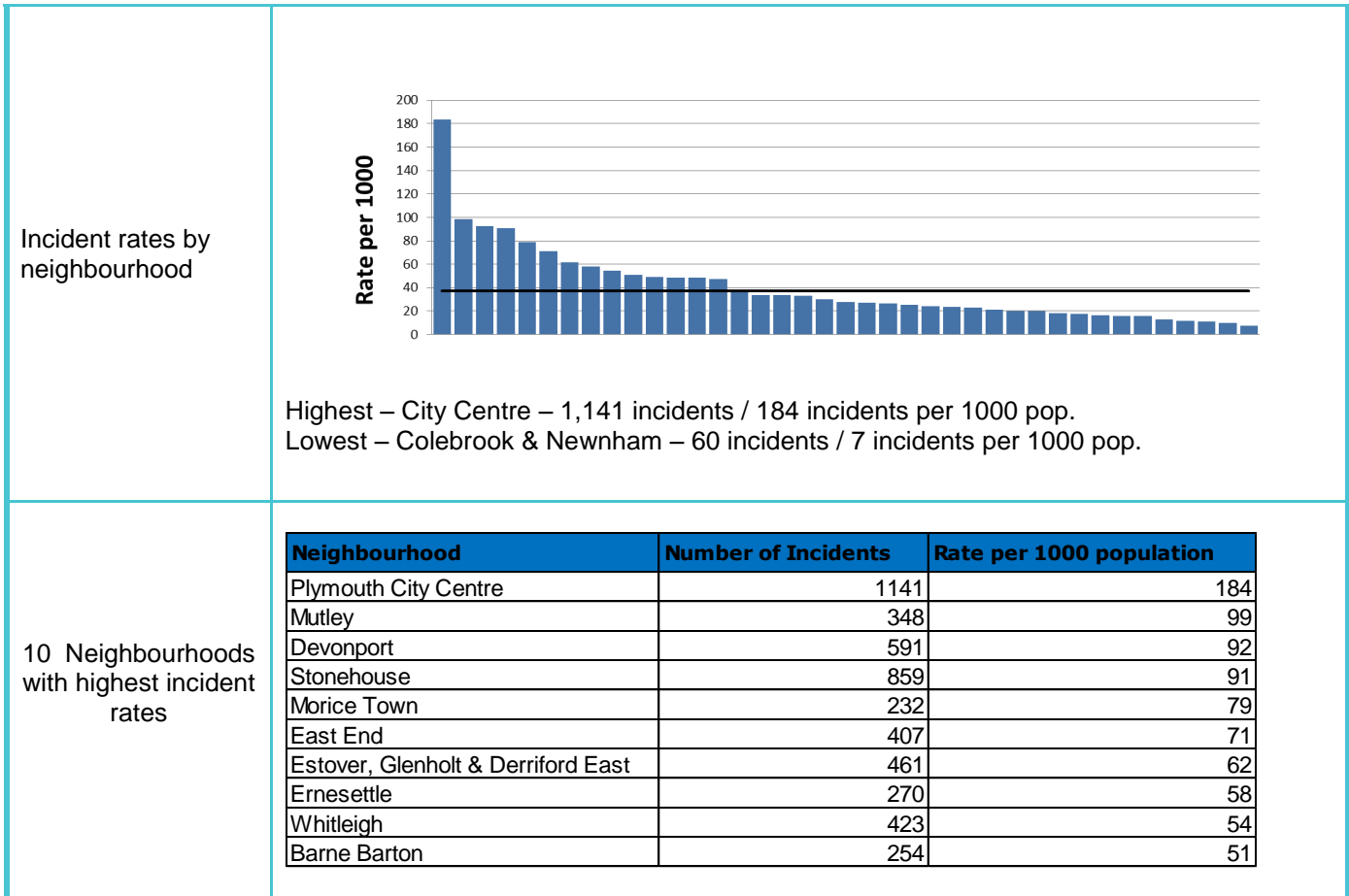
- Anti-Social Behaviour (including hate crime)
- Domestic Abuse
- Sexual Abuse
- Reducing Re-offending
- Alcohol, Violence and the Evening and Night-time economy

And among other risk areas;

- Preventing Violent Extremism
- Serious Acquisitive Crime
- Acquisitive Crime
- Welfare Reform

Anti-Social Behaviour

QUICK FACTS – ANTI SOCIAL BEHAVIOUR																											
Current figures refer to the 12 month period ending 31 March 2014																											
Level of crime	10,299 Incidents / 39.91 incidents per 1000 resident population																										
Change since 2010/11	Increase of 8 Incidents / <1%																										
General trend	<table border="1"> <caption>General trend data</caption> <thead> <tr> <th>Year</th> <th>Incidents</th> </tr> </thead> <tbody> <tr> <td>2008-09</td> <td>23,000</td> </tr> <tr> <td>2009-10</td> <td>19,500</td> </tr> <tr> <td>2010-11</td> <td>18,000</td> </tr> <tr> <td>2011-12</td> <td>14,500</td> </tr> <tr> <td>2012-13</td> <td>10,500</td> </tr> <tr> <td>2013-14</td> <td>10,299</td> </tr> </tbody> </table>	Year	Incidents	2008-09	23,000	2009-10	19,500	2010-11	18,000	2011-12	14,500	2012-13	10,500	2013-14	10,299												
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J	21																										
A	15																										
S	7																										
O	6																										
N	-15																										
D	-25																										
Breakdown of incident type	<ul style="list-style-type: none"> Rowdy/Inconsiderate Behaviour Rowdy Nuisance Neighbours Vehicle Malicious/Nuisance Communication Street Drinking With Rowdy Or Nuisance Behaviour Begging/Vagrancy Trespass Animal Problems Noise Street Drinking Only Fireworks Abandoned Vehicles Littering/Drugs Paraphernalia Prostitution Related Activity 																										



Incident Analysis

After a number of years of significant reductions in the overall level of Anti-Social Behaviour (ASB) it would appear that Plymouth has reached its base level of ASB and further reductions will unlikely be significant. Efforts should be made to ensure that levels remain around the 2012/13 and 2013/14 levels and do not show significant increase.

Highlighted over a 3 year average is a clear pattern of higher levels of ASB being reported over the spring and summer months, levels increasing in April before falling away again in November. Relatively high numbers in October can be linked to incidents reported on Halloween.

There is a clear link between the highest prevalence of ASB and neighbourhoods known to record higher prevalence of crime. The neighbourhoods with the highest rate of incidents per 1000 population are City Centre (184/1000) followed by Mutley (99/1000), Devonport (92/1000), Stonehouse (91/1000) and Morice Town (79/1000).

Anti-Social Behaviour sub types

Table 4 below illustrates the change in the types of ASB that have been reported (excluding the month of March). All but one sub type has remained relatively static or has seen a small reduction resulting in overall figures for ASB being similar to 2012/13. The one type of ASB that has seen a significant increase is the number of Street drinking incidents linked to Rowdy or Nuisance behaviour, this has increased from 160 to 186 (an increase of 126 incidents). This increase is offset slightly by a reduction in standard street drinking (-29) though overall street drinking incidents have risen by 97 incidents.

Table 4 – Summary of 2013/14 Performance

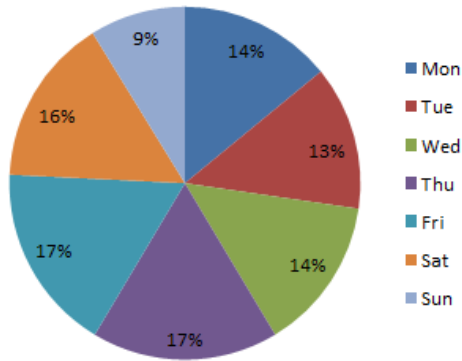
Anti Social Behaviour sub category	2012/13 (excluding March)	2013/14 (excluding March)	Change
Rowdy/Inconsiderate Behaviour	5961	5923	-38
Rowdy Nuisance Neighbours	1770	1760	-10
Vehicle	720	722	2
Malicious/Nuisance Communication	444	345	-99
Street Drinking With Rowdy Or Nuisance Behaviour	160	286	126
Begging/Vagrancy	128	99	-29
Trespass	24	49	25
Noise	50	41	-9
Fireworks	40	40	0
Abandoned Vehicles	33	36	3
Street Drinking Only	65	36	-29
Animal Problems	41	34	-7
Littering/Drugs Paraphernalia	41	34	-7
Prostitution Related Activity	22	16	-6

Source: Recorded Anti-Social Behaviour Incidents, Devon and Cornwall Police

Street Drinking

In total in 2013/14 there was a total of 349 street drinking incidents (307 street drinking with rowdy/ nuisance behaviour and 42 Street drinking only). The geographical distribution of these incidents is heavily concentrated in the City Centre and surrounding neighbourhoods.

227 ASB street drinking incidents (65% of total) were reported in the City Centre (64), Mutley (57), Devonport (57) and Stonehouse (49). Interestingly there is no real pattern in terms to when these incidents occur in terms of which day they are occurring; the chart below illustrates a breakdown by day of the incident occurring highlighting that incidents occur consistently through the week and are not for example concentrated on the weekend.



Vulnerable Victim Service

The Plymouth Anti-Social Behaviour Victim Champion Service was set up, initially as a Pilot in July 2011 and rolled out city-wide in January 2012 in response to the death of Fiona Pilkington and her daughter (and other similar national vulnerable victim deaths) and the learning from Leicestershire.

The service receives risk assessments from the Police/ PCSOs (all neighbourhood Police Teams are trained in completing the matrix), self-referrals and other agencies and considers each depending upon scoring. Those with higher identified risk receive a visit by the Victim Champion and a professional assessment is completed. This is then followed by the required one-to-one support and co-ordinated multi-agency responses (and ASBRAC – ASB risk assessment conferences) leading to a multi-agency coordinated approach to support and implement safety plans for victims.

In the second year of the project (2012/13) 140 referrals were made to the service. In 2013/14, the third year of this service, the project capacity has increased slightly increasing the number of victims that have been supported. In 2013/14 there were in excess of 250 vulnerable victims who received a service and a performance target has been set to increase this further to 300 in 2014/15.

What are we doing about it

We continue to work closely with our neighbourhood policing teams across the City to identify and respond to incidents of anti-social behaviour having a detrimental effect on communities.

Partnership ASB Sub-group and ASB Champions Group

- The Partnership ASB and Criminal damage group continue to meet on a monthly basis to problem solve emerging trends across the City. Partnership resources are deployed to hotspot areas. Individuals and groups within these identified areas are then referred to ASB Champions where an holistic multi-agency approach is taken. All avenues of early intervention, prevention and enforcement are considered in each case.

Anti-Social Behaviour Victim Champion Service

- This initiative continues to offer a valuable service to the most vulnerable victims of anti-social behaviour. For details of the service see above.

Devon & Cornwall ASB Forum

- A bi monthly meeting of housing providers and local authorities to discuss and disseminate best practice in relation to anti-social behaviour and developments in relevant legislation. Plymouth is currently collaborating with this forum to produce an information DVD on mediation highlighting the benefits of its use in resolving disputes, particularly neighbourhood disputes.

Diversionsary Activities

- A range of schemes provided for young people including football in the community with Plymouth Argyle Football Club (PAFC).
- Joint working with the Local Authority's Sports Development Unit providing "Street Games" initiatives in identified areas.
- Targeted support for young people through multi-agency work utilising detached youth workers from the 'Streetwise' team.
- Joint working with Devon & Somerset Fire Service to deliver the Phoenix project and the fire setter initiative to young people and adults where identified.

Working with Troubled Families

- The Family Intervention Project (FIP) and the Families with a Future Project (FWAF) offer intensive support to families involved in significant levels of Anti-Social Behaviour. Individuals in this category who are also at risk from losing their homes can also be supported via Individual Intervention Programmes (IIP).

Targeted Initiatives

- There are a number of tasking groups to address specific problems across the City such as "tomb stoning", Bonfire Night and late night Christmas shopping. This also includes close working with Plymouth Against Retail Crime (PARC) to address anti-social behaviour and shoplifting specifically within the city centre.

What does the future hold?

Reducing anti-social behaviour is one of the government's priorities, and they want it to be a priority not just for the police, but for councils and other agencies as well. This new approach set out in part by the Anti-social Behaviour Crime & Policing Act 2014¹⁵. Key elements of the government's proposals that will impact on the partnership include;

- ASBOs will be replaced by a Crime Prevention Injunction
- The new Criminal Behaviour Order will be available alongside conviction
- Any ASB which is continuing and has a detrimental effect on the community would be dealt with by a Community Protection Notice. Councils, the police and social housing providers would be able to issue the notices to deal with a problem affecting the community.
- Councils will be given a flexible power to deal with place based ASB through a Public Spaces Protection Order (PSPO).

¹⁵ <http://www.legislation.gov.uk/ukpga/2014/12/contents/enacted/data.htm>

- The police will be given a new Directions of Power bringing together a range of dispersal powers.
- New Closure powers would allow councils or the police to issue an order temporarily closing any property.
- New Community Trigger gives victims and communities the right to demand action from agencies where they perceive they have been repeatedly ignored complaints about ASB.

Anti-Social Behaviour Recommendations

1. That tackling anti-social behaviour and supporting vulnerable victims remain a priority by making sure that this priority is reflected in key strategic plans and action plans that are being developed such as health and well-being strategy.
2. Supports the review and refocus of the Anti-Social behaviour Victim Champion service and any recommendations for mainstreaming from 2016/17.
3. A solution is found to securing/mainstreaming activities that support the most vulnerable victims of anti-social behaviour.
4. Continue to monitor performance and reduce anti-social behaviour.
5. Partners to deal with specific cases of ASB and ASB perpetrators at an operational level through ASB target meetings.

Hate Crimes and Incidents

Plymouth has an indicator, which focuses on hate crimes, incidents and, the satisfaction of victims. In 2013/14 there were 603 incidents reported which achieved target. Incidents relate to racist, disablist, homophobic, transphobic or faith incidents. The satisfaction rate with how the issues were dealt with among victims was 89%, maintaining the good performance of 2012/13.

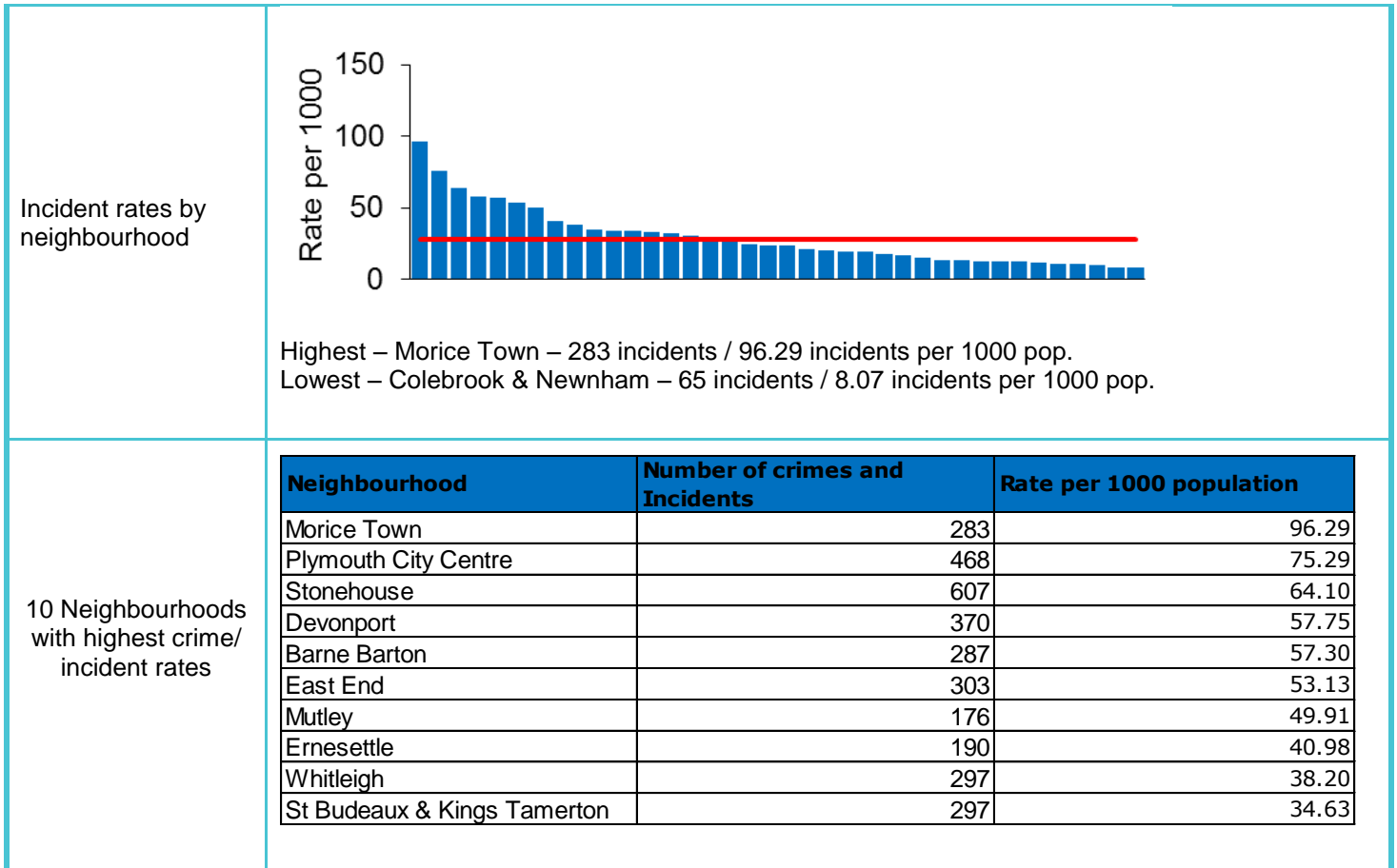
We have worked proactively over the last 12 months to make it easier for people to report hate crimes and incidents. We currently have 15 third party reporting centres in Plymouth and are looking to develop more over the next 12 months. We have also delivered hate and mate crime/incident training to key organisations in the city including Plymouth Community Homes where we worked in partnership with Devon and Cornwall Police to deliver training to over 50 people. In addition, we worked with diverse community members to develop a series of posters that promote Plymouth as a Welcoming City and advises people how to report.

Hate Crime Recommendations:

1. Safer Plymouth to commence Systems Leadership approach to tackling Hate Crime

Domestic Abuse

QUICK FACTS – DOMESTIC ABUSE																											
Current figures refer to the 12 month period ending 31 March 2014																											
Level of crime	6,947 Incidents / incidents per 1000 resident population																										
Change since 2012/13	Increase of 794 Incidents / 13%																										
General trend	<table border="1"> <caption>General trend data</caption> <thead> <tr> <th>Year</th> <th>Incidents</th> </tr> </thead> <tbody> <tr> <td>2008-09</td> <td>6000</td> </tr> <tr> <td>2009-10</td> <td>6200</td> </tr> <tr> <td>2010-11</td> <td>5800</td> </tr> <tr> <td>2011-12</td> <td>5700</td> </tr> <tr> <td>2012-13</td> <td>6000</td> </tr> <tr> <td>2013-14</td> <td>7000</td> </tr> </tbody> </table>	Year	Incidents	2008-09	6000	2009-10	6200	2010-11	5800	2011-12	5700	2012-13	6000	2013-14	7000												
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S	-5																										
O	-5																										
N	-5																										
D	8																										
Breakdown of incident type	<ul style="list-style-type: none"> Non Crime Incident Violence without Injury Violence with Injury Criminal Damage Public Order Offences Other Theft Non Notifiable Rape Other 																										



Analysis

- In 2013/14 there were 6,947 Domestic Abuse incidents recorded in Plymouth which is a 13% (+794) increase on numbers recorded in 2012/13. This increase could be representative of the work undertaken by the partnership in trying to improve under-reporting in the city. There were however some technical factors in that the definition of domestic abuse widened to include 16 and 17 year olds and inclusion of coercive behaviour and change to DASH Risk Assessment Policy, therefore a rise was expected.
- Violent crime continues to dominate when domestic abuse crimes are split by type, violence with injury represented 37.2% of all DA crimes (when non-crime domestics are excluded) and violence without injury 37.4%. This proportion is significantly higher than the next most common crimes of Criminal Damage (9.4%) and Public Order offences (7%).
- 3,238 incidents recorded by the Police are flagged as having a repeat victim (victim to a incident within the preceding 12 months). This equates to over 50% of all recorded DA incidents and crimes. This is an increase on the proportion of repeat victims in 2012/13 when repeat victims equated to 48% of the total.

- Analysis was carried out on incidents/ crimes to ascertain victim numbers, as incidents were analysed it means that individuals may have appeared more than once. Victim details were recorded for 6,939 incidents.
 - 3 out of 4 victims were female
 - 1 out of 4 victims were male
 - 18 to 25 were peak ages for DA crimes (28%)
 - Nearly half of victims were aged 30 or under
 - 80% were aged under 40 or under
 - 3% of victims were aged 60 or over
- There is little change from previous years in relation to the geographical distribution of incidents with neighbourhoods with the highest rates of DA remaining consistent. Therefore the link between higher rates of DA and deprivation remains with some of Plymouth's most deprived neighbourhoods having the highest DA rates. Neighbourhoods for example like Stonehouse, Devonport and Barne Barton.

Safeguarding Children

In 2013/14 there were 2,331 incidents recorded with child present, this is an increase on the 2012/13 figure of 2,162. Although the number of incidents involving children has risen the proportion of total domestic abuse incidents has fallen slightly. In 2012/13 the proportion of incidents where a child was present was 35%, in 2013/14 this percentage is 33%.

Table 5 below gives a quick overview of numbers of looked after children, numbers on a child protection plan and children in need. These are for information only with performance in these areas overseen by Children's Social Care.

Table 5 – Numbers of looked after children, children subject to protection plan and children in need

	2009/10	2010/11	2011/12	2012/13	2013/14
Children Looked After	435	375	385	370	390
Children subject to CP plan(at 31 March)		301	288	300	374
Subject to repeat CP plans (%) (Percentage who became the subject of a plan for a second or subsequent time)	15.0	14.1	16.1	22.3	25.2
Children in Need(31st March)	1789	1776	1736	2067	available in Sep 14

Source: Children Social Care, Plymouth City Council

Table 6 highlights the numbers of cases going through a Multi-Agency Risk Assessment Conference (MARAC) alongside the number of repeat victims and numbers of children resident.

The numbers of cases remains static with 386 cases in 2013/14, 108 of which were repeat cases. This represents a considerable increase on repeat cases from 23% in 2012/13 to 28% in 2013/14. Although the overall MARAC number is static there has been an increase in the number of cases where children were present, rising from 433 in 2012/13 to 474 in 2013/14.

Table 6 – Numbers of MARAC cases

	2013/14	2012/13	2011/12	2010/11
MARAC Cases	386	389	415	353
MARAC Repeats	108	88	92	60
MARAC Repeat rate	28%	23%	22%	17%
MARAC Children resident	474	433	474	416

Source: Devon & Cornwall Police, Domestic Abuse Unit

What are we doing about it?

This is a brief outline of the services currently operating within the city that are dealing with Domestic Abuse (DA). Further details of each initiative can be provided.

- Plymouth Domestic Abuse service (PDAS) provides floating support services alongside the Refuge and 13 safe houses.
- MARAC Plymouth is looking to begin MARAC monthly meetings as a pilot to look at enhancing the way it works. Any high risk cases will be discussed prior to the meeting to avoid the need to wait. Training will be provided for new attendees to ensure they fully understanding the remit of the meetings
- Partners will work with the newly formed SODAIT teams to ensure the best outcomes for vulnerable victims. PDAS will work more closely with the police to enhance information exchange where appropriate
- Freedom – the freedom programme is designed to help women understand the beliefs held by abusive men, to assist women to recognise potential future abusers and to help women gain self-esteem and the confidence to improve the quality of their lives. Women are referred on to the programme by a number of agencies but all will have ensured the client is screened and risk assessed prior to the course.
- We are working closely with the CRC service within Probation to look at a perpetrator programme and how it can be adapted to include non-statutory perpetrators and possible self – referral
- Talks are underway to look at the long term sustainability of the DAAP project as funding is presently at risk.
- Young Persons advocate The programme supports local areas to develop a consistent local response to young people 13 years and older, who are experiencing a range of intimate partner abuse, including domestic abuse, sexual exploitation, gangs / young people who harm others, 'Honour'-based Violence, forced marriage and online/cyber stalking and abuse.

What does the future hold?

- Key strategic Safeguarding plans across the city have highlighted the impact that domestic violence has on family members, agencies will work together to ensure the safety of DA and sexual violence victims and their children across services.
- Agencies will work closely with Devon and Cornwall Police to assist in the delivery of the HMIC recommendations following their inspection.
- Agencies both statutory and voluntary are undertaking increased DA awareness and DASH (Domestic Abuse, Stalking and Honour Based Violence) risk assessment training to enable victims and their risk to be identified and referred to appropriate service.
- A Domestic Homicide Review has been undertaken and the overview report being prepared, this has identified service gaps which we have addressed as a matter of urgency. There is a further DHR to look into once the IPCC investigation has been completed. The Partnership is also looking at a number of suicides which are DA related in the City.

Domestic Abuse Recommendations

1. All 'indicated' partner contributions need to be confirmed/secured in order to deliver all elements of the enhanced/increased provision. Failure to do so will negatively impact on the service specification and result in a reduced service. This is a recommendation from the Fairness Commission report
2. Domestic abuse and alcohol to remain city priorities for Safer Plymouth and the City's Health and Wellbeing Board.
3. Continue the increase in Domestic Abuse awareness through DASH risk assessment training, targeting of large employers and the increase of self referrals and increasing reporting.
4. Monitor performance and responses to key issues, putting into place interventions for events such as international football championships, and the Christmas period.
5. Crime prevention and domestic abuse services information should be targeted in areas of higher deprivation identified in this assessment to increase awareness and reporting.

QUICK FACTS – SEXUAL ABUSE

Current figures refer to the 12 month period ending 31 March 2014

Level of crime

Rape = 157 crimes / 0.61 crimes per 1000 resident population

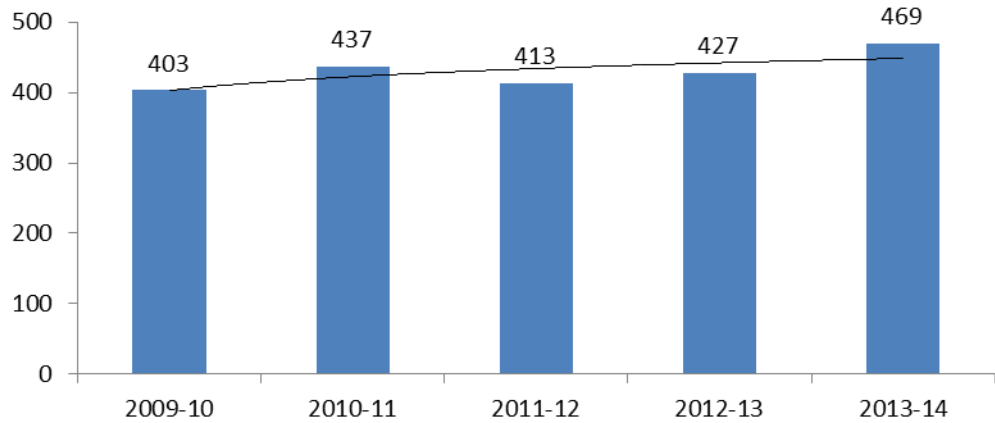
Other Sexual Offences = 312 / 1.21 crimes per 1000 resident population

Change since 2012/13

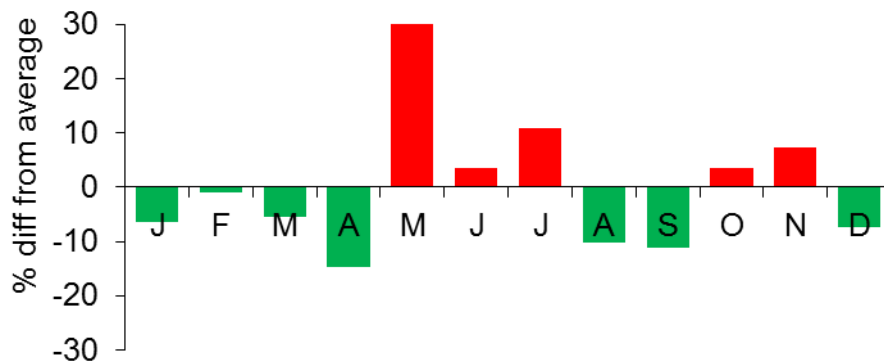
Rape = Increase of 3 Incidents / 2%

Other Sexual Offences = Increase of 39 Incidents / 14%

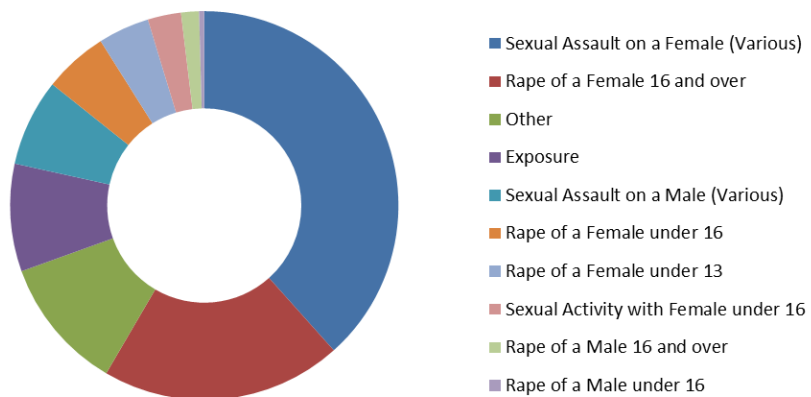
General trend

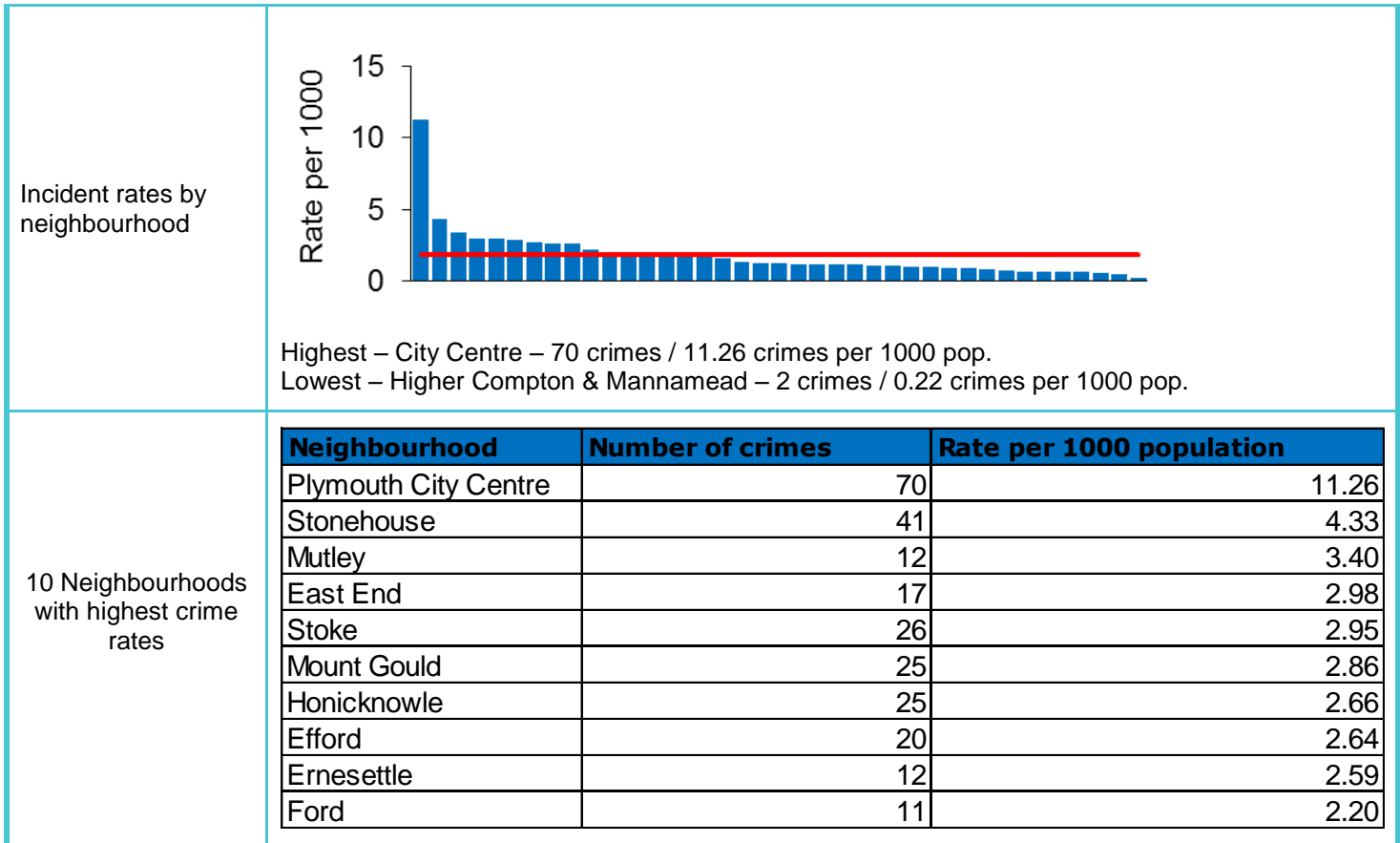


Seasonality (3 year average)



Breakdown of crime type





Analysis

In 2013/14 there has been an increase in the numbers of sexual offences recorded; this is the second consecutive year that levels have risen.

Last year saw 157 Rapes recorded which an increase of 3 crimes on the previous year. It is however the levels of other sexual offences that increased by more, 2013/14 saw the number of ‘other sexual offences’ rise from 273 to 312 (an increase of 39 crimes).

We know that this crime type together with domestic abuse will be under reported to the Police and therefore the true number of incidents higher than that recorded. The Police and Crime Commissioner in his plan outline as a priority the requirement to increase the public’s confidence in reporting sexual offences. Any activity around this is likely to result in increased crime numbers.

Within the Devon and Cornwall Police area Plymouth has the highest rate of sexual offences with a rate per 1000 population of 11.26. Plymouth also has the highest rate of Rape and serious sexual assault.

Rape Offences

It is important to note that 47 of Rape offences started and ended prior to the 1st January 2013 and are therefore categorised as historic. Committal dates range from the 1960s through to December 2012. Analysis of all Rape offences (including attempts) identifies that 91% of victims were female.

The following age analysis is based on 128 records where the victim's age was recorded. 27% of female Rape victims are aged under 18 with a peak in numbers at age 15, 73% are aged 18 and over with peaks in numbers at ages 18 and 21.

The age is recorded in 9 of the 13 crimes where the Rape victim is male, there is little pattern in relation to ages of male victim, the youngest victim is 11 years old, who is one of 2 under 18.

Not surprisingly the biggest number of Rapes was reported to have occurred within Stonehouse (13), City Centre (10) and East End (9). Interestingly although these Rapes have occurred within the recognised ENTE neighbourhoods the specific locations are dominated by private dwelling or private flats. Just 5 of the 47 are alleged to have been committed within a public place.

Other Sexual Offences

76 of the 312 sexual offences analysed (24%) are reported to have been committed before 1st January 2013 and are therefore classed as an historical offence.

37.5% of other sexual offences are 'sexual assaults on a female'. The second most common offence is sexual exposure followed by assault on a female under 13, assault on a male and assault on a male under 13.

Sexual assaults against a female are dominated by neighbourhoods associated with the night time economy with 35% of offences occurring within the City Centre, Stonehouse or Greenbank/ University neighbourhoods. The age profile of victims peaks between the ages of 17 and 24 with a majority of offences in these neighbourhoods occurring in a public place.

The geographical distribution of exposure offences is city wide although the highest number has occurred within the city centre. The location of exposure offences tends to be influenced by the fact that these offences will often form part of an ongoing series.

What are we doing about it?

- Immediate acute support for victims who have been assaulted within the forensic window (7 days)
- Support for victims who have been assaulted outside of the forensic window (8 days onwards)
- Crisis worker support - supports the needs of acute victims at the time of Crisis.
- Independent Sexual Violence Advocate (ISVA) – supports the victim through the court process should they choose this pathway
- Therapeutic Services – supports the emotional needs of the victim and aids their recovery.
- Set up a pathway for children and young people to access acute SARC services in a co-ordinated way
- Worked with commissioners to procure interim forensic medical provision for children while longer term solutions are being worked up
- Identified areas of risk
- Supported a range of interventions to promote personal safety and awareness in the city, working with Police, Higher Education establishments
- Developed ‘Think First’ a workshop that engages with young people to explore the consequences of risk taking behaviour

- Working with the Peninsula SARC Board to achieve consistency in service and standards across Devon and Cornwall to inform future commissioning.
- Setting up local SARC Boards in order to drive local delivery
- Improving data collection around victims of sexual assault
- Working with the Plymouth Domestic Abuse Partnership to ensure sexual abuse, training, awareness needs are incorporated into their action plans and addressed
- Raising awareness of SARC services and build on access for all
- Working with the Police and Crime Commissioners Office to ensure an appropriate response to victims including victims of sexual assault.
- Working with the Sexual Offences Domestic Abuse Investigation Team (SODAIT) in order to ensure a consistency of service
- Implementing a new client feedback system that will shape future services

Through the partnership we are supporting activity to include:

- Setting up a pathway for children and young people to access acute SARC services in a co-ordinated way
- Working with commissioners to procure interim forensic medical provision for children while longer term solutions are being worked up
- Identify key risk groups and areas and improve our response
- Supporting a range of interventions to promote personal safety and awareness in the city, working with Police, Higher Education establishments
- Developing and Piloting and evaluating ‘Think First’ a workshop that engages with young people to explore the consequences of risk taking behaviour. This will explore alcohol, use of social media, sexual assault/abuse and the potential impact on future life.

What does the future hold?

There still remains a real risk around all SARC services being retained locally. However working in partnership with all partners will ensure that when SARC Services are commissioned across the peninsula these services will be proportionate and appropriate and victim focused.

Mental health services for complex need victims who have experienced sexual assault remain a problem and it is hoped that when integrated commissioning is achieved this will assist in expanding the current provision in the city although this remains unconfirmed at present. In the meanwhile there remains increased pressure on charitable services to provide therapeutic specialist service provision through short term grants or charitable reward funds.

Service improvements need to be made in the following areas:

- Support at court (for younger or more vulnerable victims of sexual assault)
- Timely access into therapeutic services for victims requiring specialist services who do not currently meet Plymouth Options criteria.
- to ensure that access is available to all including BME population
- Improving attitudes towards victims of sexual assault
- Working in school and HE settings to deliver consistent messages around 'consent', and 'Personal Safety'
- Improve professionals and the general public with a better understanding of what abuse is and how they can report it

Sexual Abuse Recommendations

- Continue to support opportunities to integrate and develop the partnership response to Domestic abuse and Sexual abuse.
- Support the Police and Crime Commissioner to develop appropriate services for victims including victims of sexual abuse
- Work towards achieving integrated commissioning to improve mental health provision for victims of sexual assault
- Work in partnership across the peninsula to achieve a 3 year contract for SARC services to be commissioned across Devon and Cornwall and ensure stability of services
- Work with NHS Commissioning Board to identify a long term solutions for children who have experienced sexual assault
- Work closely with Plymouth Child Sexual Exploitation Group to ensure consistency of service and avoid duplication.

Reducing Re-offending

Reducing reoffending is fundamental to reducing crime and as of April 2010 this became a statutory responsibility of Community Safety Partnerships.

The latest figures from the Ministry of Justice show that a quarter of adult offenders that are cautioned, convicted or released from custody reoffend within the following year. This rises to 45% for offenders released from a custodial sentence, and 58% if the sentence served was less than 12 months. The juvenile reoffending rate was 35%, and this rose to 68% for those leaving custody. Data indicates that the more previous offences committed by an offender, the higher the likelihood of reoffending.

There is a wealth of research that shows that adults and young people that offend are amongst the most socially excluded in society and the majority often have complex and deep-rooted health and social problems, such as substance misuse, mental health, homelessness, and debt and financial problems.

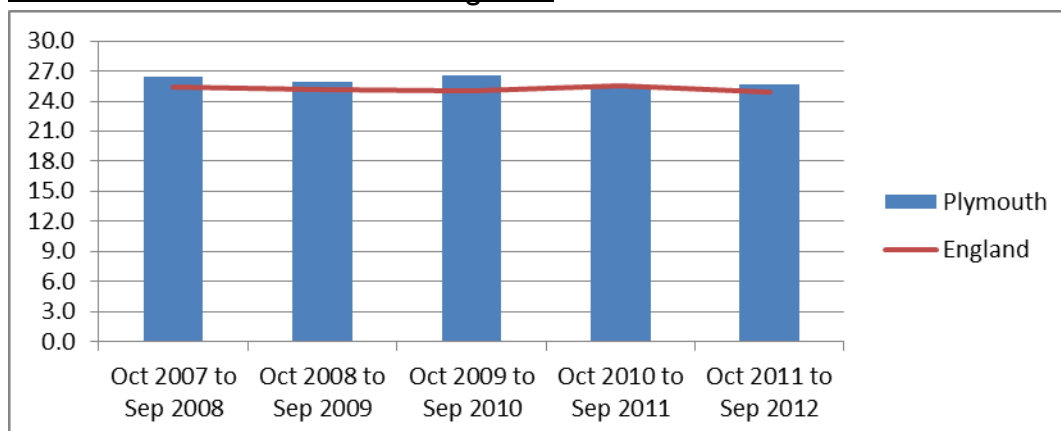
Extent and trends

Trends in re-offending are measured by the frequency of re-offending and the proportion of offenders re-offending, annual cohorts are tracked over 12 months to see if they reoffend and how many re-offences they commit. There is always a delay in reporting on a cohort as there is a 6 month waiting period added to the one year follow up period to allow offences to receive an outcome e.g. court sentencing. The most recent available cohort is October 2011 to September 2012 which was reported in July 2014.

Adult Re-offending

The latest proven reoffending statistics provides data up to the end of September 2012 provides info on the numbers of offenders, rates of re-offending and the average number of offences committed by a re-offender. This information is provided for adults, the findings have been summarised in this section.

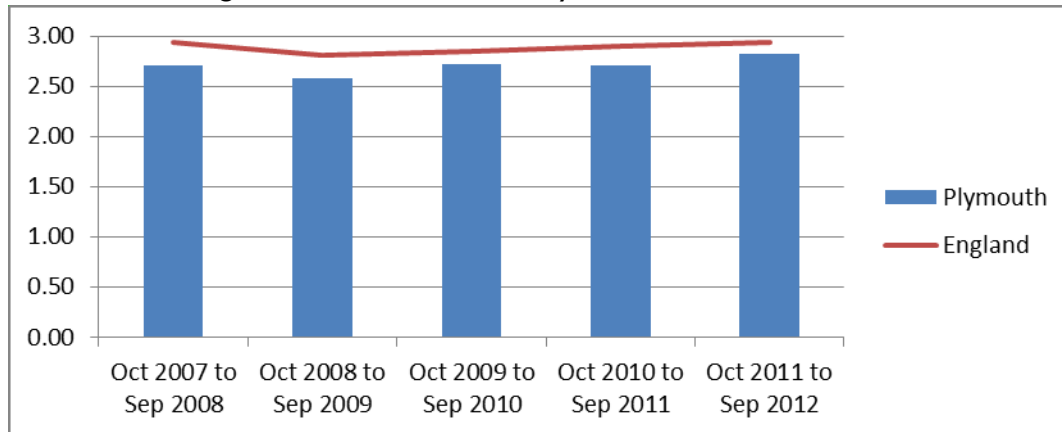
Chart 1 – Proven Adult re-offending rates



Source: Ministry of Justice

The trend in proven re-offending rates is steady as outlined in chart 1 above; the reoffending rate in the 12 months to the end of September 2012 in Plymouth was 25.7%, a very small increase on the previous year (25.6%). Re-offending rates in Plymouth are in line with the national figure with the national trend also relatively static over a sustained period of time.

Chart 2 – Average number of re-offence by adult re-offender



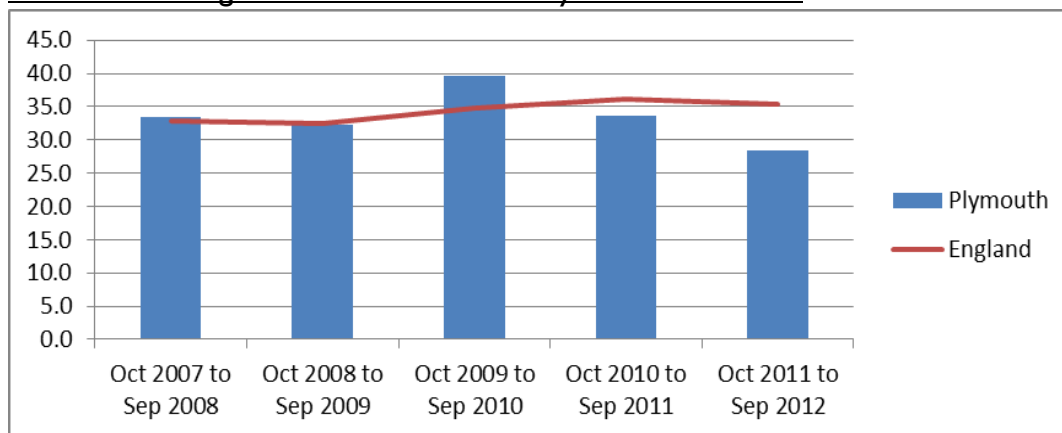
Source: Ministry of Justice

Like re-offending rates the average number of re-offences is relatively static since 2008, between October 2011 and September 2012 the average number of re-offences per re-offender was 2.82. This is below the national average of 2.94 offences.

Juvenile offenders

Like adults the latest national re-offending rates for juveniles provides data up to September 2012, chart 3 below illustrates juvenile re-offending rates since 2008 and highlights a reduction in re-offending rates between October 2011 and September 2012. The most recent figures for Plymouth shows re-offending rates at 28.3% against a national figure of 35.4%. Plymouth has below the national rate for juvenile re-offending for the past 2 years.

Chart 3 – Average number of re-offence by adult re-offender



Source: Ministry of Justice

Local data¹⁶ shows that the number of young people offending in Plymouth is falling, in 2013/14 there were 1,540 in the youth offending cohort which compares to 2,123 the previous year (a reduction of 583 offenders).

2013/14 also saw a drop off in the numbers of first time entrants into the youth offending system, 111 first-time entrants into the system last year compares to 140 in 2012/13 and 188 in 2011/12. **It should be noted however that this figure is subject to change and will likely rise once recording issues are resolved.**

What are we doing about it?

Community Rehabilitation Company/ National Probation Service – Since the 1st June as part of the governments Transforming Rehabilitation programme, the probation service has split into the National probation Service and Community Rehabilitation Company (CRC). The CRC is preparing for share sale which will also bring with it through the gate services, utilising tier 3 providers within the voluntary sector to provide rehabilitation services to those offenders who are in their last 3 months of custody. The new Rehabilitation Bill will also address the under 12 month sentencing introducing a period of supervision to all those sentenced to 1 or more days in custody. This will provide vital support for short term prisoners in an effort to drive down reoffending rates amongst this offender profile.

The National Probation Service (NPS) holds those offenders who pose the greatest serious harm to our communities, but not necessarily the prolific nature of repeat offending. The NPS still hold MAPPA cases as part of the Turnaround scheme and is committed to joint working within an Integrated Offender Management multi agency forum.

With regard to data performance, there has been difficulties in getting accurate and up to date data as part of the transition. This is being addressed at both a local and national level.

IOM Turnaround – The aim of Turnaround IOM across Devon and Cornwall is “to identify and manage those offenders who commit offences such as theft, burglary and public order offences and otherwise cause harm to our communities.

Integration with the youth service and other key support services to improve access and transitions for vulnerable young people, to reduce overall operating costs and to prioritise earlier help and intervention to reduce risk and harm.

Improve safeguarding by contributing to the development of the ‘REACH’ Team (Reducing Exploitation and Absence from Care and Home) to provide an individualised response to young people 10-17 years who go missing or at risk of sexual exploitation.

Supporting further Youth Custody & Reoffending Reduction by supporting and investment in Early Intervention and Prevention, Volunteering, Targeted Youth Support (TYS) and homelessness prevention developments.

¹⁶Plymouth city council youth offending team - Partnership board report, April – September 2013/14

What does the future hold?

Youth Justice Board – The Youth Justice Board has recognised a number of opportunities for 2014/15, these opportunities are listed below and will form part of the plan for the youth justice board to achieve their priorities of preventing re-offending by young people, to reduce first time entrants to the youth justice system and to deliver specialist interventions, underpinned by safeguarding and public protection.

Youth Justice Board opportunities for 2014/15;

- Development of Police and Crime Commissioner arrangements
- Family Support Review
- Strengthen Partnership Work Particularly in Communities
- Strengthen the Management Board
- Build on success of pre court and impact on reoffending/post court
- Low custody levels compared to national average
- New Offending Behaviour Programmes
- Build on good transitions work with Probation and other key services

The board also recognises some challenges for the forthcoming year, outlined below;

- Managing further budget efficiencies & reductions whilst maintaining performance
- Ensure YOT Partnership priorities reflect the Police and Crime Plan
- Impact of Out of Court Disposals
- Maintaining reductions in re-offending
- Continuing to ensure the safety of young people in custody
- Greater improvement in EET access and achievements
- Improving take up and delivery of restorative justice across wider youth offer

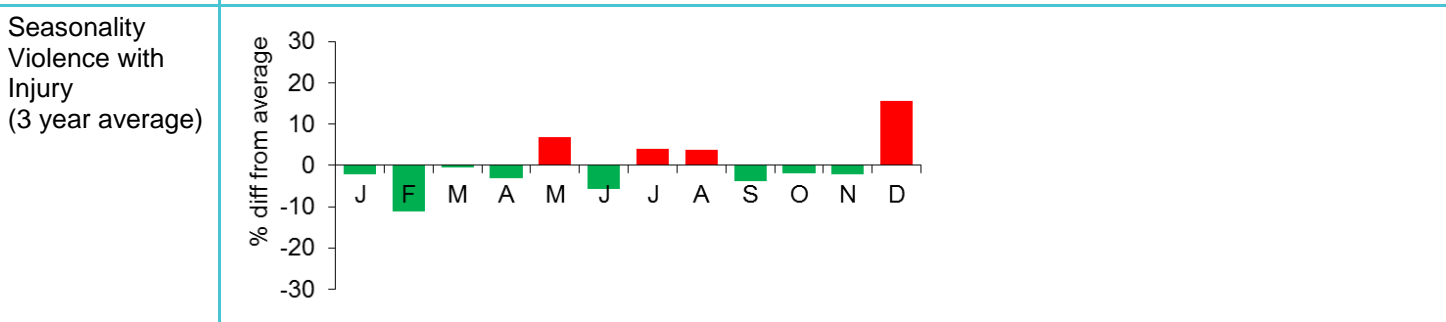
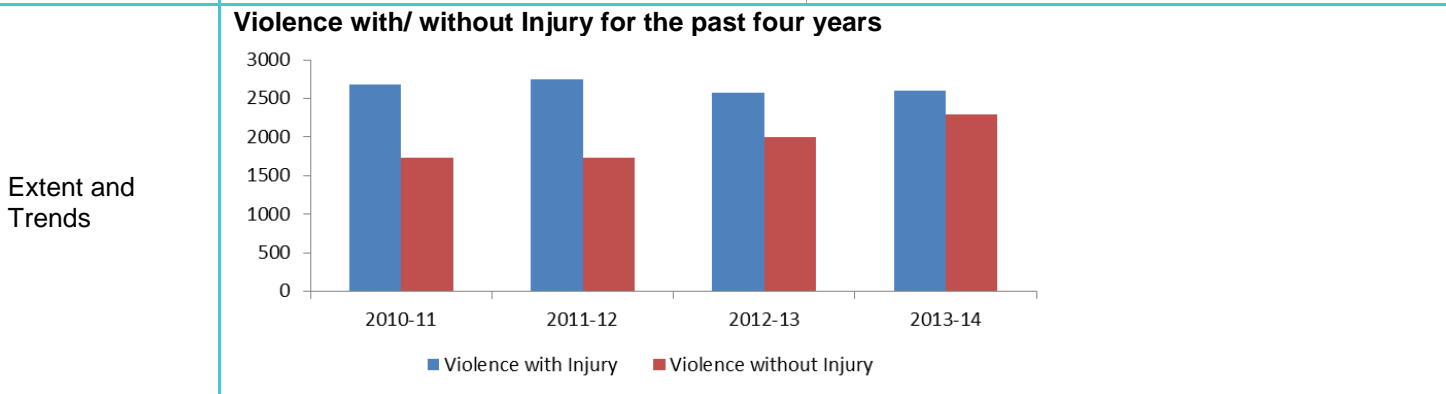
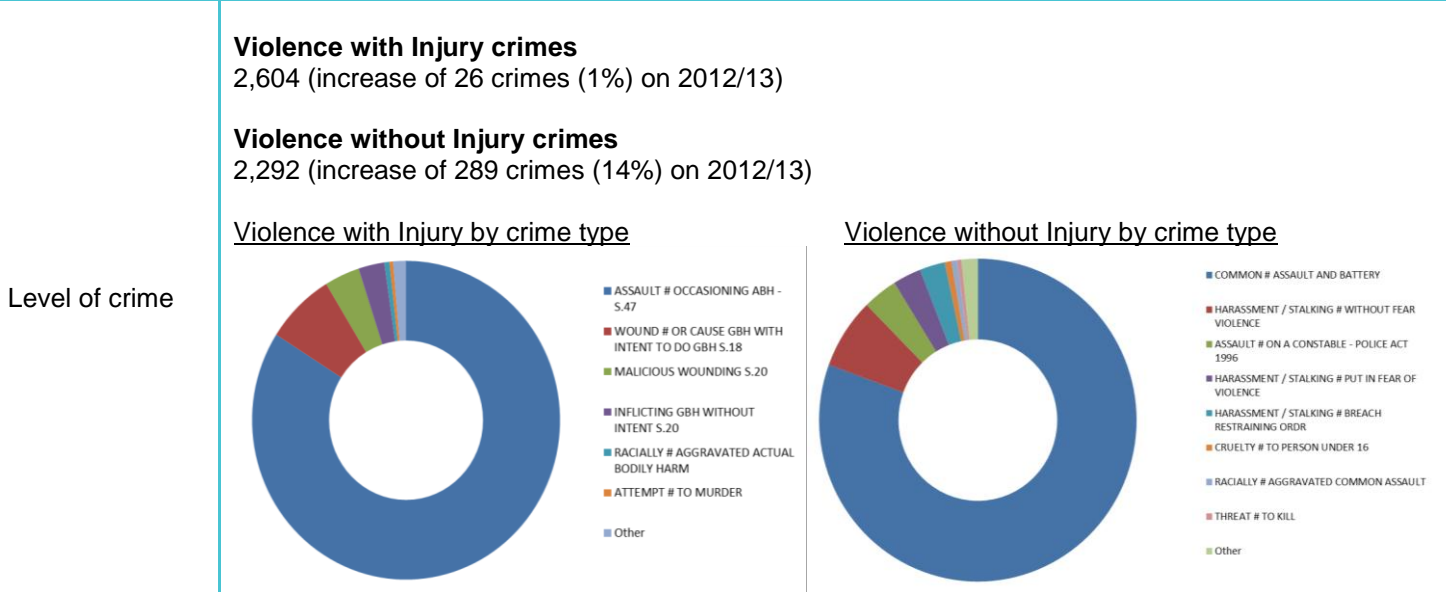
Reducing Re-offending Recommendations

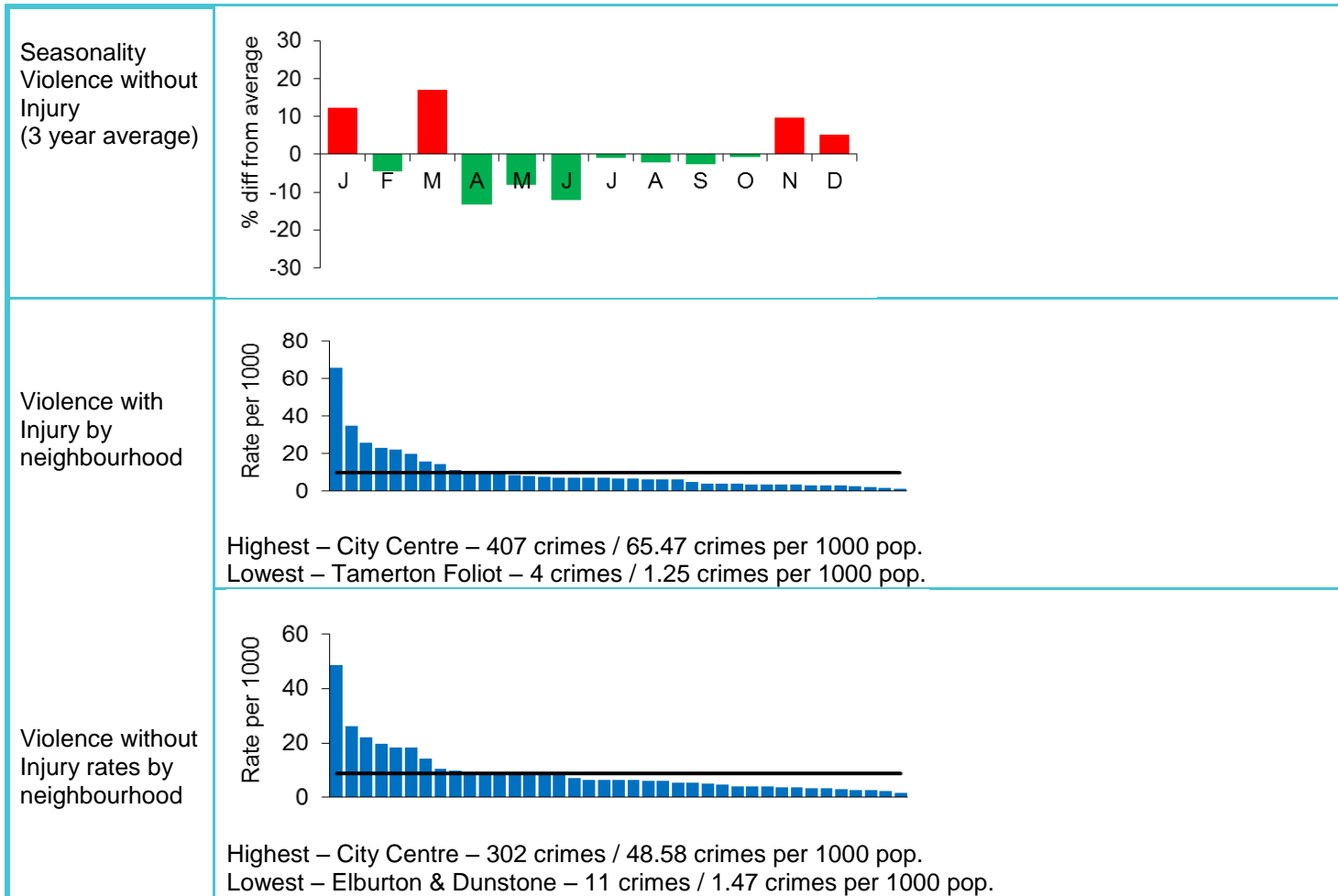
- Maintain the integrated Police/Probation model by retaining the IOM team for prolific re-offenders and establishing a co-located Multi Agency Public Protection Team
- Support National Probation service in getting accurate and up to date performance data.
- Safer Plymouth to develop strong relationship with and understanding of the impact of the new CRC and NPS arrangements and the associated benefits and risks for offenders and the community.
- Endorse the reinstatement of the Plymouth Reducing Reoffending Group.

Violent Crime

QUICK FACTS – VIOLENCE WITH INJURY and VIOLENCE WITHOUT INJURY

Current figures refer to the 12 month period ending 31 March 2014





Analysis

Plymouth has a target to reduce the numbers of ‘Violence with Injury’ crimes (excluding Domestic Abuse) in 2014/15, as a city we are currently not on target to achieve this reduction having recorded an 11% increase on last year as at the end of August 2014.

In 2013/14 Violence increased across the board, with increases in Violence with Injury and Violence without Injury.

Violence with Injury increased in 2013/14 by 1% with 26 more crimes recorded than in 2012/13, although the longer term trend has been relatively steady. However, at the end of August 2014 levels are showing a further increase with 94 more crimes recorded, an 8% increase compared to the same period in 2013/14.

The biggest increases have been seen in the numbers of violence without injury, In 2013/14 numbers increased by 289 crimes, equating to a 14% rise. The long term trend is one of continued increases in this crime type, at the end of August 2014 violence without injury has increased by 224 crimes, equating to a 24% increase.

Analysis has identified that the increases have been felt across the city with a number of neighbourhoods recording increases. 27 neighbourhoods recorded an increase in Violence without Injury, and 18 recording an increase of 10 or more crimes. Devonport neighbourhood recorded the biggest increase (+53 crimes), other neighbourhoods recording larger increases are East End (+28), Stonehouse (+22) and Derriford West

Violence against the Person in Plymouth

A Police report presented findings of analysis of crimes recorded during a 5 month period in 2013. This report highlights that 21% of crimes recorded within the period analysed can be linked to the Evening and Night-Time economy. This highlights that a high proportion of violent crime is not linked to the ENTE and is therefore in danger of being overlooked as a contributing factor to performance. Violence not linked to ENTE is reported upon in the next section.

Analysis into ENTE related crimes provides little additional information to that historically reported in so much as the highest number of crimes occurs in the City Centre and Stonehouse neighbourhoods. Activity continues to be focused on street offences and licensed premises with Union Street persistently the focus of most crimes recorded.

Other Violence

As stated previously there have been increases in recorded violence across the city, a trend replicated across the whole force area. In the Devon and Cornwall force area 47% of violent crime recorded between 1st January and 31st December 2013 was neither related to the evening and night-time economy nor is it domestic abuse related.

Devon and Cornwall Police undertook some analysis into 'other violence' to better understand the issues behind the rise in numbers recorded of this crime type.

Although the analysis focused across the force area as a whole there are undoubtedly some key findings of interest to Plymouth. Key findings of interest to Plymouth are listed below;

Young People under 18

1,000 violent crimes occurred during the 'school day' across the whole force area, a quarter of which occurred in Plymouth. Across the force area as a whole the age of victims peaked at 14 years whilst two thirds of offenders were aged under 18. 98% of victims received none or slight injuries.

'School day' crimes significantly increased between 15:00 and 16:00, with numbers also higher during the autumn term. Dip sample analysis identified that two thirds of crimes occurred with the victim either on the school premises or travelling on the way home.

2,000 crimes occurred 'outside of the school day'; again a quarter of these occurred within Plymouth. Unsurprisingly the majority of crimes occurred on a weekend or during the school holidays. 14 to 15 year olds were at most risk with offenders in the main of a similar age to the victim. In a dip sample nearly two thirds of crime locations were recorded in public places for example, street, park, alleyways, shops, etc. and over a third occurred at home.

Adults behind Closed Doors

Nearly 2,600 crimes occurred behind closed doors where the victim was an adult, a quarter of these crimes occurred in Plymouth.

30% of victims are aged 18 to 25 with the age of victim peaking at 18, interestingly the age of linked offenders peaked at 15 suggesting a large of offences committed in the home against an adult have a young offender.

Adults in Public Places

Over 4,000 violent crimes occurred against adults in a public place. Alcohol and to a lesser extent drug use does appear to be a contributing factor; although this was not found through MO coded police data. Closer scrutiny of a sample of crime records and data from partner agencies suggest there is a problem. As expected, street/highway/road accounted for over half. Nearly a quarter of all crimes within this category were recorded in Plymouth.

The age of victim peaks at 18 although the age of offender peaks at 22.

Violence - What are we doing about it?

- To continue to support CCTV and the potential for additional cover and CCTV coverage in hotspot areas and key times.
- Continue to support the Pilot – Reduce low level alcohol related offending and provide offenders with IBA and signposting to other agencies to assist with the causation of offending.
- Continue to support Plymouths Best Bar None Scheme & promote DES Scheme, Polycarbonate Loan Store (PLS) /Designated Driver Scheme (DDS)
- Organise an Event for the Trade to demonstrate the effectiveness of Polycarbonate Glasses
- Continue to Improve working relationships with both the faculty and the student fraternity to reduce alcohol harm.
- Lead on the Delivery of awareness programme for ‘Freshers’ Weeks in Plymouth
- Review Ambulance Data & Street Safe Data – respond with the appropriate level of resource to hotspot areas/problem solve

Alcohol

- Plymouth is significantly higher than the England average for alcohol related admissions to hospital (for both broad and narrow alcohol related conditions). Compared to the ONS comparator local authorities Plymouth is higher than Leeds, Portsmouth and Sheffield but lower than Bristol, Liverpool and Newcastle upon Tyne.
- Over the last six years admission episodes to hospital (broad) have been significantly higher than the England average. Rates for 2012/13 show the first drop in rates since the start of recording in 2008/09.
- Nationally the rate of admissions for narrow alcohol related conditions showed signs of reducing in 2012/13, however in Plymouth the rate is not reducing. This measure provides a narrower measure of alcohol harm and contains a larger proportion of acute conditions where alcohol has played a part.
- It is notoriously difficult to accurately measure levels of alcohol consumption. There is evidence that people under report the amount of alcohol they drink – social surveys record lower levels of consumption than would be expected from data on alcohol sales. There is currently no regular survey undertaken at a national or local level that systematically records consumption levels.
- Mid 2009 synthetic estimates reported that 19.9% of over 16s in Plymouth were drinking at increasing risk levels and 7.41% of over 16s were drinking at higher risk levels. The National Institute for Health and Clinical Excellence (NICE) population benchmarking estimates using ONS 2012 mid-year estimates suggest there are 51,518 hazardous drinkers, 8,090 harmful drinkers and 5,535 dependent drinkers (dependent is a subset of harmful) in Plymouth.

Alcohol - What are we doing about it?

Plymouth has developed, produced and agreed A Strategic Alcohol Plan 2013-2018 for the City to 'Promote Responsibility & Minimise Harm', alongside this sits a one year delivery plan that is cross cutting to enable a 'systems' approach to be taken to tackle alcohol issues across the city.

This plan defines a shared response and aims to:

- Build a strong shared partnership response that will reduce alcohol related harm.
- Change attitudes towards alcohol
- Provide support for children, young people and parents in need
- Support individual need
- Create a safer, more vibrant city

In order to deliver on these shared aims we have:

- Set up an Alcohol Programme Board (with membership from across both statutory and voluntary and business organisations) to oversee and contribute towards the delivery of the Alcohol Plan 2014/15 and ensure the development of ongoing future plans
- Identified accountable Strategic Leads
- Taken a 'systems leadership approach' to delivery and engaged with a pilot
- Continue to drive delivery of the Alcohol Plan 2014/15
- Build a systems leadership network in order to facilitate a systems leadership approach is achievable when tackling alcohol issues
- Develop and agree an Alcohol Communications Plan
- Develop an improved 'flagging' system in order to accurately record and measure Alcohol related Crime and Anti-Social Behaviour
- Strengthen links with key partners in order to deliver consistent messages to identified risk groups:
- Work towards adopting a system redesign for substance misuse and complex need groups

Through the partnership we are supporting activity to include:

- The launch and promotion of Plymouths 'Reducing the Strength Campaign' – A voluntary campaign that asks off sales retailers to refrain from stocking and selling low cost, high volume beers and ciders.
- Engagement with responsible authorities in order to remind them of their ability to comment on Licensing applications and improve their understanding of Licensing Policy
- Improve data sharing across the partnership and support new data collection methods.
- Build on mapping and improve our understanding of 'alcohol' and 'drunkenness'.
- Promoting the use of Polycarbonate glasses in venues across the city and building on an already successful Best Bar None Scheme in Plymouth
- Improving working relationships with the BIDs areas to include supporting the appointment of a city wide ENTE Co-Ordinator.

Alcohol - What does the future hold?

- The government Alcohol Strategy 2012 contained a number of proposals in order to assist with reducing availability of alcohol through minimum pricing this proposal has not been adopted and leaves local areas with little support from government in order to restrict availability.
- Below cost sales pricing was introduced and failed to make any significant impact on general sales.

- However, health has been included as a 'responsible authority' in terms of licensing applications and reviews. We now need to gather local support to lobby government to ensure a specific health licensing objective is adopted in order for them to make representations linked to increased risk of 'health harm'. Locally our Police and Crime Commissioner will lobby government in order to support a private members bill in support of the need for this Health Objective to be agreed and adopted.
- New anti-social behaviour tools and powers will be implemented in October 2014. This should improve our local response as there will be more flexibility to address alcohol issues and concerns early.
- The Council will move towards an integrated commissioning model to include the commissioning for alcohol services this should give better flexibility in the system and allow for wider vulnerabilities, complex needs to be met.

Alcohol/Violence and the Evening and Night-time Economy Recommendations:

- Deliver the outcomes in Plymouth from Alcohol Strategy and Commissioning Plan.
- Maintain ownership of delivering against the city indicator to 'reduce violence with injury' contributing to the 'closing the gap' between 10 worst neighbourhoods and the city average.
- Look at early intervention and prevention in the Plymouth Magistrates Court to reduce alcohol related offending.
- Investigate ways to better use Police research and analysis functions to provide a fuller picture of violent crime in the city. Incorporating the Police, Ambulance and A&E Datasets.
- Support the outcomes of the Licensing Policy Review and re-invest in our NTE where possible.
- Engage with our mental health providers to ensure adequate provision across the city and clear identified pathways;
- Continue to work in partnership to drive up city standards and diversify our NTE offer.
- Support the implementation of the Alcohol Peer Assist Pilot in Plymouth.
- Support with work undertaken to try and understand more on the increase in violence without injury.

Drug Misuse/ Drug Market in Plymouth

As far as illicit drug markets in large urban spaces go the Plymouth drug market is not particularly violent. Although the Plymouth problem (heroin/crack cocaine) drug market – just like all illicit markets – will have an elevated level of transaction related violence, when it is compared to many other drug markets around England (such as Southend-on-Sea; Manchester; Liverpool; Bristol and London) the associated levels of violence were reported as relatively muted/low. This may be related to the comparatively high levels of heroin user-dealers present in the scene as opposed to geographical areas where profit motivated (often non-using) dealers predominate.¹⁷

The Office of the Director of Public Health has this year undertaken a Substance Misuse needs assessment that is currently in draft form. On completion elements of this analysis will be available and Safer Plymouth should ensure they are aware of the key findings. The following statements have been taken from the draft assessment;

- The Home Office/National Treatment Agency estimates suggest that there were between 2,025 and 2,703 problem drug users in the city in 2010/11, the estimated number 2,372. This is slightly higher than the number of clients in receipt of treatment that are residents (2,060), also it is worth mentioning that the numbers in treatment is for all types of substance misuse.
- There hasn't been any significant change in prevalence from 2009/10 to 2010/11 only a slight increase in Opiate users and Drug Injectors, while the Problem Drug Users has gone down as has the Crack Cocaine users.

Drug Misuse/ Drug Market Recommendations:

- Safer Plymouth to request access to completed draft of the substance misuse needs assessment.

¹⁷ Executive Summary: A Rapid Appraisal of the Illicit Drug Market in Plymouth, Devon, Plymouth University

Mainstreaming Preventing Violent Extremism

QUICK FACTS – PREVENTING VIOLENT EXTREMISM - PLYMOUTH															
Current figures refer to Channel referrals during the 12 month period ending 31 March 2014															
Levels of referrals	40 referrals (of with 3 were adopted by Channel - adoption rate 7.5%)														
National comparison	Despite varying volumes of referrals across the country, key themes locally mirror the national themes (e.g. Mental Health, Internet/Gaming, Extreme Right Wing)														
Annual change	Referrals increased by 26 (186%) compared to 2012/2013.														
Breakdown of referral themes (excluding Channel)	<table border="1"> <caption>Breakdown of referral themes (excluding Channel)</caption> <thead> <tr> <th>Theme</th> <th>Count</th> </tr> </thead> <tbody> <tr> <td>Other</td> <td>18</td> </tr> <tr> <td>International Terrorism</td> <td>9</td> </tr> <tr> <td>Explosives/weapons</td> <td>5</td> </tr> <tr> <td>Extreme Right Wing</td> <td>3</td> </tr> <tr> <td>Irish related terrorism</td> <td>1</td> </tr> </tbody> </table>	Theme	Count	Other	18	International Terrorism	9	Explosives/weapons	5	Extreme Right Wing	3	Irish related terrorism	1		
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Agency	Count														
Other	18														
Local Authority	7														
Police	6														
Health	4														
Education	2														
People and places	<div style="display: flex; justify-content: space-between;"> <div style="width: 48%;"> <p>People</p> <ul style="list-style-type: none"> • Vulnerability is not linked to particular demographics • Nearly all of those referred were aged 21-40 years. • Nearly all of those referred were men. </div> <div style="width: 48%;"> <p>Places</p> <ul style="list-style-type: none"> • Online and remote radicalisation makes those in remote communities vulnerable, with limited access to alternative narratives • Key places for early intervention include educational establishments and health agencies. • Community tension about immigration, deprivation and support for extreme right wing can indicate vulnerability to extremist narratives </div> </div>														

The Prevent strategy addresses people who are at risk of getting drawn into violent extremism. Nationally, Al Quaida and Islamic State inspired extremists remain the highest threat, but a number of far Right groups have become increasingly active across the UK in recent years.

Prevent delivery is partnership led, and overseen by a group in Plymouth chaired by the council. This oversees an action plan including e.g. training (Workshops to Raise Awareness of Prevent (WRAP) and raising awareness about referral processes. Across the peninsula those local authorities that have invested in awareness training have seen an increase in the number of referrals going through the channel referral process.

Channel Referrals

The referral process for statutory and third sector agencies and members of public to refer individuals thought to be vulnerable to radicalisation is known as Channel.

Where concern is raised about an individual, their risk of radicalisation is assessed using a multi-agency process. In most cases this review identifies vulnerabilities other than radicalisation, and the individual is signposted to safeguarding agencies for support.

During 2013/14 across the peninsula there were 113 referrals made through channel, of which 8 were adopted (an adoption rate of 6.8%). 35% of these referrals relate to Plymouth, second only to Devon CSP (41%) but much higher than Torbay (2%). Plymouth did have the highest number of referrals made via the Police.

Mainstreaming Preventing Violent Extremism Recommendations:

- Partnership PREVENT group to continue to meet and oversee action plan including the continuation of awareness training.
- Continue with a proportionate programme of work to prevent violent extremism.

Serious Acquisitive Crime

For a sustained period serious acquisitive crime has been reducing, both in Plymouth and across the force area. Table 7 Below illustrates the change in levels of burglary, vehicle related theft and robbery, the key components of serious acquisitive crime.

Table 7 – Numbers of serious acquisitive crime by crime type

Crime Type	2012/13	2013/14	Change
Burglary Dwelling	777	757	-20 / -3%
Theft – Vehicle Offences	1,414	1,179	-235 / -17%
Personal Robbery	114	104	-10 / -9%
Business Robbery	18	9	-9 / -50%

Levels of serious acquisitive crime will continue to be monitored so any dips in performance can be responded to appropriately.

Acquisitive Crime

2013/14 saw large increases in levels of acquisitive crime, such as non-dwelling burglary, theft offences and shoplifting. These increases brought about concern resulting in for example an action plan to reduce shoplifting.

To date in 2013/14 the impact on performance has been positive with the level of crimes lower than for the same period in 2012/13.

At the end of July levels of 'other' theft offences have reduced by 2% (-44), non-dwelling burglary by -1% (-6) and shoplifting by 1% (-19). Theft from the person has reduced the most with levels being 24% lower than the same period in 2012/13 (-83).

Serious Acquisitive/ Acquisitive Crime Recommendations:

- Investigate ways to better use Police research and analysis functions to provide a fuller picture of acquisitive crime, allowing the sharing of intelligence and analysis undertaken by the serious acquisitive crime research desk.
- Work with partners and crime prevention teams to respond to identification of increasing crime trends and geographical hotspots.

Welfare Reform

All partnership areas highlight potential negative impacts of various elements of Welfare Reform changes on addressing our priorities. Overall the changes will result in a significant financial loss to individuals and families across the Peninsula, with associated impacts on communities and services, particularly those that provide support to vulnerable people. The financial impact on Plymouth's population is estimated to be in excess of £21 million*¹⁸

Beyond the financial impact there is potential for further consequences in relation to crime levels, pressure on community cohesion, increased homelessness, negative impact on attainment levels and an increase in personal debt problems.

The two key crime areas on which welfare reform is expected to have the biggest impact are acquisitive crime and domestic abuse related violence. Whilst difficult to link directly to welfare reform Plymouth did record significant increases in lower level theft related offences towards the end of 2013/14. It should be noted that at the end of July 2014 levels of these theft offences including shoplifting have begun to decrease again. One crime type that has increased in recent years is violence and in particular violence with injury. As described previously in this document this increase is continuing with work on going to try and fully understand what is driving the increase.

A recent scrutiny report highlighted some of the key issues currently facing the city around welfare reform, these are identified below;

- The effect of the Bedroom Tax is biting. There's a 40% increase in demand for Discretionary Housing Payments from those affected by the bedroom tax: Between April – June 2014 we paid £33,836 to 157 customers compared to the same period in 2013 of £25,557 to 112 customers¹⁹.
- Benefits sanctions are forcing people to use the Foodbank. Nationally, the Trussell Trust²⁰ reports 48% of foodbank referrals are due to benefits sanctions and delays. Locally, Plymouth Foodbank confirms this is one of the main reasons for referrals & has seen an increase of nearly 30% in voucher referrals in the past 12 months.
- Unclear timescales for implementing further reform. Universal Credit is still delayed. Although we are developing a local support package with DWP & Plymouth Community Homes, we don't know when we will need to implement this to support people changing to managing a monthly budget & to mitigate the increased risk of homelessness.
- Welfare reform is hitting working households hardest. A report by Landman Economics (for the TUC) concluded that the impact of welfare reform will be felt more by working families, who will suffer a loss of social security support worth £17.9bn a year by 2016/17, over twice the £6.2bn cut experienced by out-of-work families. This trend is already reflected in Plymouth where between February 2012 and February 2014, we have seen a 22% increase in the number of in work housing benefit claimants (18.3% of Sutton & Devonport constituency earns below the Living Wage).

¹⁸ Child Poverty Needs Assessment, 2011

¹⁹ This is an increase in payments of 32% and increase in demand of 40%

²⁰ <http://www.trusselltrust.org/foodbank-figures-top-900000>

Serious and Organised Crime

In November 2014 the Home Office released a guide to Serious and Organised Crime (SOC) local profiles. The guide outlines what a SOC profile is, what it should aim to achieve and also guidance on how they should be produced.

The Local Profile should be used to brief local multi-agency partnerships (which should include, among others, representatives from local authorities, education, health and social care, and Immigration Enforcement) and other policing and law enforcement teams on the threat from serious and organised crime within a specific local area.

Safer Plymouth needs to be fully aware of this new guidance and ensure it has a prominent role in overseeing its production.

Serious and Organised Crime:

- Safer Plymouth to ensure it is aware of this guidance and it is involved in and aware of any decisions made on the proposed delivery of the local profile.

Appendix One – Key Strategic Recommendations

1. Agree the following as priorities for 2015/16; Violence with Injury (excluding Domestic Abuse), Domestic Abuse, Anti-Social Behaviour, Hate Crime, Sexual Violence Reducing Re-offending.
2. To continue to review the Safer Plymouth partnership plan and deliver against the 11 priorities.
3. Safer Plymouth to review its priorities in light of the Police and Crime Plan refresh.
4. Continue to play an active role in supporting the work of the Devon and Cornwall Police and Crime Panel (currently hosted by Plymouth)
5. Performance management continues to adopt the methodologies set out in the Police and Crime Commissioner Performance framework.
6. All 'indicated' partner contributions need to be confirmed/ secured in order to deliver all elements of the enhanced/ increase Domestic Abuse service provision. Failure to do so will negatively impact on the service specification and result in a reduced service.
7. Continue the increase in Domestic Abuse awareness through DASH risk assessment training, targeting of large employers and the increase of self referrals and increasing reporting.
8. Work in partnership across the peninsula to achieve a block contract for Sexual Assault Referral Centre services to be commissioned across Devon and Cornwall and ensure stability of services.
9. Work with NHS Commissioning Board to identify a long term solution for children who have experienced sexual assault.
10. Support and deliver the outcomes in Plymouth from Alcohol Strategy and Commissioning Plan given the impact of alcohol on each of the priorities outlined above.
11. Continue with a proportionate programme of work to prevent violent extremism.
12. Continue to support the activities and priorities in the "Early Intervention and Prevention Strategy 2012-2015 For Children, Young People and Families" particularly those interventions that will have a positive effect in preventing and protecting young people from becoming involved in crime and risk-taking behaviour.
13. Agree to continue to monitor levels and trends of acquisitive and serious acquisitive crime and respond to performance concerns.
14. Plymouth needs to consider the risks and options for potential withdrawal or reduction in Police and Crime Commissioner allocation to Safer Plymouth for 2016/17.
15. 2015/16 Strategic Assessment to be less focused on Police data and include more partnership and voluntary and community sector based data.

DEVON CORNWALL ISLES OF SCILLY

Community **Safety** Partnerships

Peninsula Strategic Assessment
Annual Update 2014/15

Acknowledgements

This PSA interim update is published in December 2014 and prepared by:

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Peninsula Community Safety Partnerships:

Safer Cornwall

Isles of Scilly Community Safety Partnership

Safer Devon Partnership

Plymouth Community Safety Partnership

Safer Communities Torbay

Safer North Devon

South Devon and Dartmoor Community Safety Partnership

Exeter Community Safety Partnership

East and Mid Devon Community Safety Partnership

Drug and Alcohol Action Teams

Devon Multi-agency Safeguarding Hub Analyst

Cornwall, Devon and Somerset Fire and Rescue Services

Youth Offending Teams and Services

Central and local TurnAround IOM teams

Anti-Social Behaviour teams

Children and Family Services

Adult Care, Support and Wellbeing Services

NHS Kernow and NHS Devon, Plymouth and Torbay

Emergency Departments in Barnstaple, Derriford, Exeter, Royal Cornwall and Torbay hospitals

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Further reading and contacts

For the local strategic assessments for the Peninsula partnerships, please follow the links below:

Cornwall	http://safercornwall.co.uk/crime-in-your-area/documents-publications
Devon	http://www.devon.gov.uk/saferdevon
Plymouth	http://www.plymouth.gov.uk/saferplymouth
Torbay	http://www.safercommunitiestorbay.org.uk/index/aboutsct.htm

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Section 1: CORE MESSAGES

Introduction and summary

Introduction

What are community safety partnerships?

The Peninsula incorporates **eight community safety partnerships** (CSPs) and **one strategic County level partnership**, Safer Devon. Their statutory responsibilities and activities are set down within the **Crime and Disorder Act 1998**, but the partnerships essentially **serve and respond to local need and delivery structures**. There are therefore **differences in the way that they work** across the Peninsula.

CSPs are made up of **statutory organisations** (referred to as responsible authorities) and a wide range of other **public sector, voluntary, community and private organisations**. The responsible authorities are Local Authorities, Devon and Cornwall Police, Fire and Rescue Services, National Probation Service, Community Rehabilitation Companies, the Police and Crime Commissioner and NHS Clinical Commissioning Groups.

Achieving safer communities depends on **everyone working together** to find local solutions to local problems. We have a responsibility to **do all that we can to reduce crime and disorder, anti-social behaviour, problem use of drugs and alcohol and re-offending**.

CSPs support and co-ordinate the work of all the partners in their local area by:

- Producing an **annual strategic assessment** to identify community safety priorities and set objectives;
- Developing a **three year Partnership Plan**, refreshed annually, to co-ordinate activities to address the community safety priorities;
- **Monitoring delivery** against our objectives and **driving good performance** by targeting resources to deliver **efficient and effective outcomes** for communities.

The role of the Police and Crime Commissioner

On 15 November 2012 the public elected a Police and Crime Commissioner (PCC) for Devon and Cornwall to serve a 4 year term. The role is singularly accountable to the public for how crime is tackled across the Peninsula. Specifically the role:

- **Listens to the views** of the public on community safety and **sets priorities** in a plan for the police which addresses community concerns.
- Ensures the Chief Constable directs police officers and resources to **tackle the things that communities say are important** and holds him to account
- Holds the **police budget** and allocates the **Community Safety Fund**
- Is responsible for ensuring delivery of a **support service for victims** that is compliant with the victims code
- Sets the **strategic direction for policing** but does not interfere with day-to-day police operations or tactics
- Balances **local needs** of the public and victims against assisting **national policing responsibilities**

PCCs have a statutory duty to work with community safety partners, as well as criminal justice agencies and the voluntary sector, to help deliver local solutions to reduce crime and disorder and provide support to victims and communities.

Working together for a safer future

In 2012, to support the partnerships in our preparation for the elections of the PCC, analysts representing each of the CSPs and the police worked together to build a shared evidence base, the Peninsula Strategic Assessment (PSA)¹, commissioned by the Peninsula Group of CSP Chairs.

The first PSA in 2012/13 described crime and community safety issues affecting communities across Devon, Cornwall and the Isles of Scilly, identified our shared priorities and objectives and indicated where joint approaches and co-ordination of partnership resources may be most effective.

There are **four priorities and two additional risk areas** that most affect communities across the Peninsula:

- **Domestic, family and sexual abuse;**
 - **Alcohol, violence and the night time economy;**
 - **Anti-social behaviour;**
 - **Reoffending.**
- Additional risks:
- **Hate crime and hidden harm;**
 - **Preventing violent extremism.**

These priorities were **set for three years** (until Autumn 2015) and **informed** both **local partnership plans** and the formulation of priorities in the PCC's first **Police and Crime Plan**.

An evidence base for all

This is the **second annual update** commissioned by the Peninsula Group of CSP Chairs to inform delivery against our shared priorities. It is designed to be read alongside **more detailed Force and Partnership Strategic Assessments**.

It contains information to aid understanding of the priority issues, including **what has changed over the last year, what work we are doing and future challenges**. It also includes additional information about emerging risks or areas where our understanding needs to improve.

Finding your way around

Section 1 Core Messages contains a summary of common findings and themes across the Peninsula partnerships in 2013/14;

Section 2 Setting the Scene describes the national and local contexts followed by a **[Community Safety Overview](#)** that provides a brief update for all community safety issues, including all types of crime, fire and road safety;

Section 3 [Our Priorities – Where are we now?](#) provides an update for each of the four priorities and the two additional risk areas identified, including the Quick Facts dashboards;

Section 4 [Joint Projects](#) describes our understanding of the impact of welfare reform, mental health and modern slavery.

The document closes with some useful **reference notes** in the **[Appendices](#)** and a **[Glossary](#)**.

¹ Published on the Police and Crime Commissioner's [website](#)

Summary

Crime continues to reduce over the longer term and our **overall crime rate is amongst the lowest in the country**. We have seen levels of crime both rise and fall over the last three years and significant changes in the delivery landscape are creating a **complex picture** in terms of understanding the underlying factors.

The principal environmental threats relate to the **current economic climate**. This includes **pressures on services** due to **continued budget cuts** (including the potential withdrawal of services which help mitigate the impact of our priority threats) and extensive restructuring across the public sector. Against this backdrop of cuts, **complex vulnerability** is increasing and we are seeing more pressures on families and communities due to **increasing poverty²**, **limited employment** and the **impacts of austerity measures** including welfare reform.

Acquisitive and property crime rates are **consistently low** compared with other similar areas in the country and volumes continue to drop, but reported **levels of Violence and Sexual Offences are comparatively high and increasing**.

Our **Peninsula priorities** are identified based on **risk and harm**.³ This update confirms that the four Peninsula priorities identified in 2012/13 continue to present the greatest risk to communities across the Peninsula:

- **Domestic, family and sexual abuse;**
- **Alcohol, violence and the night time economy;**
- **Anti-social behaviour;**
- **Reoffending.**

The two additional risk areas also remain important in the context of developing our understanding of vulnerability and working together to build appropriate responses:

- **Hate crime and hidden harm;**
- **Preventing violent extremism.**

Two themes linked to **vulnerability** are identified as **increasingly important** for community safety partnerships to **work with other agencies** and **safeguarding boards** to better **understand and mitigate**:

- **Mental health;**
- The risk to, and within our communities of **modern slavery**, particularly **child sexual exploitation** and **labour exploitation**.

Across different types of crime, our assessment of **the risk to the most vulnerable in society** – both adults and children – **is increasing**, driven in part by improving identification of vulnerability by all partnership agencies. The extension of the **National Troubled Families Programme**, **Serious Case Reviews**, **new Anti-Social Behaviour legislation** and reports into **Child Sexual Exploitation** all prompt us to explore **ways to work together to reduce vulnerability**.

All of our priority and additional risk areas **highlight complex overlapping vulnerabilities** of victims and / or offenders, with **mental health** emerging as one

² [IFS \(2014\) Living standards, poverty and inequality in the UK: 2014](#)

³ We use a tool called the [Strategic Threat and Risk Assessment matrix](#) and this is described in more detail in the appendices under Notes on the Data

of the most prominent themes. Understanding how and when people become most vulnerable and **developing appropriate responses** and **mitigation measures** are important.

This update also identifies **increasing risk around fatal and serious injury collisions** due to a rising trend over the last two years. Fatal and serious injury collisions continue to be assessed as **low risk overall** but this is an area that should be **monitored closely** as it has **implications for all partners**.

In a time of dwindling resources and increased demand on services across the board, **effective targeting of resources** underpinned **by evidence of what is needed** and **what works** is crucial. This requires improving the ways in which we **measure and monitor outcomes**, evaluate **responses** and **share expertise** and experience both within local partnerships and across the Peninsula.

There are significant evolutions within Government policy that affect all of our priority themes. Continuing to build **Peninsula-wide approaches** to **anticipate and respond to the implications** of these changes may be beneficial.

Domestic, family and sexual abuse

This area presents the **highest risk of harm**, including to **some of the most vulnerable people** in our communities. At its extreme it carries risks of **domestic homicide** and **suicide**. It has a **devastating impact** on the lives of victims, in complex ways it can increase the **vulnerability to victimisation or offending** for **future generations** and results in **massive costs to society**.

These crimes are **by their nature hidden**; severely limiting the understanding of the extent of these problems in our communities, or the ways in which the threat is changing, in order to inform our **early harm reduction activity** or **measure the impact** of our activity. **Multi-agency approaches** offer the best opportunity to develop further analysis about the scale and nature of these threats.

Increasing reporting about this type of crime **is a priority for all partners**. **Trends in reported crime** are **increasing across the Peninsula**. Estimates of under-reporting indicate that **demand for victim support services will continue to rise**, year on year. Where victims choose to come to the police, there are some indications that this is happening slightly more quickly. People are also now **reporting more domestic and sexual crimes** that happened in **previous decades**.

There are **strong specialist community services for domestic abuse** in all areas, with a good mix of commissioned and voluntary sector provision successfully reducing risk and showing good outcomes for victims, their families and perpetrators.

There are however **gaps and challenges** across all areas of service delivery. Patchy provision of **community perpetrator programmes**, **early intervention** and **prevention work in schools** are of particular concern. Across the Peninsula, many services that directly or indirectly mitigate risk are non-statutory, and vulnerable to cuts. In addition, the future is uncertain for the programme for convicted perpetrators as new **Community Rehabilitation Companies** are established under [Transforming Rehabilitation](#).

The expanded [Troubled Families Programme](#) will retain the current Programme's focus on families with **multiple high cost problems** and continue to include families affected by **poor school attendance, youth crime, anti-social behaviour** and **unemployment**. However, it will also reach out to families with a broader range of problems, including those **affected by domestic violence and abuse**, with **younger children** who need help and with a range of **physical and mental health problems**. There are **substantial challenges** for all partners in delivering this.

The themes of **family abuse** and **child sexual exploitation** have not been developed in detail in this assessment, in terms of the evidence picture or partnership responses. **Local Safeguarding Boards** have established a range of **multi-agency approaches**, including setting up **Multi-Agency Child Sexual Exploitation forums**. **Stronger multi-agency strategic analysis** emerges as a recommendation from most national reviews into failed responses to this risk. If this could be established within the Peninsula it would **assist community partnerships understand the role they could play** in preventing this type of harm.

More detail on this priority is contained in Section 3: [Domestic, Family and Sexual Abuse](#).

Alcohol, Violence and the Night Time Economy

Problematic use of alcohol continues to present a **high risk to communities** across the Peninsula. The impact of alcohol cuts across all aspects of partnership service delivery and represents a **significant challenge** in **tackling priority areas of criminality**. Problematic alcohol use is also frequently highlighted as a **barrier** that **prevents services** from helping individuals and their families with other issues, such as **finding employment** and addressing **domestic and family abuse**.

Levels of serious violence resulting in injury **are relatively stable** but **less serious violence (without injury) is rising**. Examination of this trend indicates that the **problems lie outside of the night time economy**.

Non-domestic violence happening in **private residences**, and **daytime violence** in dispersed public locations present **new challenges** for partnership responses. **Violence between family members** where either the **victim or offender is under the age of 16** (therefore not legally classed as domestic) is identified as a distinct category within 'other violence'. Increasing our understanding of this type of offending could identify **prevention opportunities** for those who would be classed domestic perpetrators after their 16th birthday.

Specific partnership groups focused on **improving safety** in the **night time economy** and **reducing alcohol related** violence are well established across the Peninsula. Against a backdrop of rising crime, **violence linked to the night time economy has reduced**, suggesting that current approaches are having a positive impact.

Alcohol has a significant impact on the **health and economy of communities across the Peninsula** and most partnership areas are now putting greater emphasis on **developing effective early intervention and prevention**

approaches rather than increasing the current array of activity related to the night time economy.

Alcohol is still very much part of our culture and the implications of changes in drinking behaviour, such as **pre-loading** and **increased drinking at home**, present challenges for partnerships, with a lack of legislative controls in these environments meaning our focus must be on encouraging informed choices.

Changes to legislation introduced under the [Anti-Social Behaviour, Crime and Policing Bill](#) may offer some opportunities for **early intervention** to tackle problematic behaviour in which alcohol is a factor.

More detail on this priority is contained in Section 3: [Alcohol, Violence and the Night Time Economy](#).

Anti-Social Behaviour

Anti-social behaviour in all its forms is a **very visible sign of disorder** in our communities and is **closely linked to perceptions of safety, satisfaction** with the local area as a place to live and **confidence** in local services. In its most persistent and serious forms it can have a **significant impact on health and wellbeing**.

Despite a **sustained reduction** in the numbers of incidents reported to the police, Anti-Social Behaviour **remains a primary concern of local residents**. It is linked to a wide range of other issues including **hate crime, the night time economy, problem drug and alcohol use, mental health, family issues** and **housing**. Anti-Social Behaviour can also be one of the few visible symptoms of hidden harm such as **child sexual exploitation**.

In some areas, the **lower volume** of Anti-Social Behaviour cases masks the **challenge of resourcing increasingly complex cases**. Cases now routinely involve **multiple vulnerabilities** including **mental health and substance misuse**.

Effective collaboration and problem solving involving a range of partners, in the form of well established **Partnership and Local Tasking groups**, forms the backbone of successful responses to locally identified Anti-Social Behaviour issues. There is **strong evidence** of Anti-Social Behaviour as a shared **priority across the statutory, community and business sectors**.

The **three-stage escalation process** is proving to be an effective prevention tool and all partnership areas have demonstrated good use of the range of **enforcement measures** that were available to tackle anti-social behaviour.

Changes to legislation under the new [Anti-Social Behaviour, Crime and Policing Bill](#) offer new powers; the challenge for partners in the coming year will be **making effective use of these** and in particular responding appropriately to the new **community trigger**.

The [National Troubled Families](#) programme is moving into its second phase in April 2015, with **massive expansion** in the **volume of eligible families** as a result of the much **wider criteria**. The focus on **Anti-Social Behaviour** may be diluted, but the extended programme identifies **opportunities to mitigate all four**

of our Peninsula priorities. There are **substantial challenges** for all partners in delivering this.

More detail on this priority is contained in Section 3: [Anti-Social Behaviour](#).

Reoffending

Reoffending rates have **dropped below**, or are **in line with the national average** across the Peninsula. Both local and national measures indicate that we are **successful in reducing reoffending**, but of all the priority areas, this is the one in which our **service delivery landscape** is **subject to most change** this year.

Responding to substantial changes to **policy, legislation and service delivery structure** as a result of the [Transforming Rehabilitation programme](#), including the establishment of **Community Rehabilitation Companies** will present **increased demand on community safety partnerships**.

The volumes of offenders involved and types of rehabilitation support required under the new system are **currently unclear** as information sharing processes with new agencies have yet to be established. Developing an understanding of the **scale and impact of service changes required** is identified as a priority for analysis in the coming year.

Offenders are amongst the most **socially excluded** in society and often have **complex** and **deep-rooted health** and **social problems** that need to be addressed in a co-ordinated way to reduce reoffending. Problems with **finances** and **housing** are flagged as particular factors that **may become more problematic** over the next couple of years due to the economic situation.

Our Peninsula model of Integrated Offender Management (called [TurnAround IOM](#)) evidences **good progress** in working with the **offenders most likely to reoffend**.

Youth Offending Services/Teams across the Peninsula demonstrate **better than average success in reducing reoffending** amongst the **young people** engaged with them, compared with the South West and England averages. The size of **youth offending cohorts has dropped dramatically** over the last couple of years but local services report that these **smaller cohorts have increasingly complex needs**.

There is strong evidence of **prevention** and **early intervention** with young people being embedded into other work streams, particularly in community based and **multi-agency approaches to tackling Anti-Social Behaviour**. However, continued delivery of **prevention work** is particularly **vulnerable to reducing budgets**, as resources may be reprioritised to more statutory functions.

Sharing information around the **wider needs of offenders** and what is in place to address them, including **substance use problems** and **mental and physical health**, is an area that requires additional focus to improve. To gain a fuller picture of reoffending, we also need to develop a **greater understanding of non-statutory offenders that are not under any kind of supervision**.

More detail on this priority is contained in Section 3: [Reoffending](#).

Section 2: SETTING THE SCENE

The delivery landscape and an overview of community safety.

The national landscape

The following common factors likely to shape the work of CSPs across the Peninsula in the coming years:

- The developing role of the **Police and Crime Commissioner** and changes to commissioning and accountability, particularly of victims services;
- Significant changes in **health commissioning** and delivery;
- A challenging economic climate driving up **demand for services** against a **backdrop of cuts to budgets** and resources;
- **Effectiveness** and **value for money of services** is under increasing scrutiny;
- Substantial changes to **Government policy and** legislation in key areas, including **reoffending, alcohol and anti-social behaviour**;
- **Alternative proposed policies** starting to emerge ahead of the 2015 national, local and PCC elections;
- Widespread **restructuring and change** across the public sector, creating a fluid service picture;
- **Devolution of accountability** to local councils, empowerment of communities to influence and change service delivery with a strong drive for local solutions to local problems;
- More integrated working across agencies and the Peninsula; **increased reliance on strong and effective partnerships**;
- Increasing threats linked to **on-line environments** as locations for **criminality and anti-social behaviour** and the challenges that this presents for safeguarding victims and detecting and investigating crime;
- High profile national campaigns raising **awareness of hidden harm**, including **child sexual exploitation, domestic abuse and [modern slavery](#)**;
- The extension of **Restorative Justice processes** which will bring those harmed by crime or conflict, and those responsible for the harm, into communication;
- Changes to **care and support provision**, which may increase some people's vulnerability to **financial exploitation**.

Partnerships across the Peninsula are **well placed to meet these challenges**. We have an **established evidence-led service planning** and delivery process, ensuring that resources are targeted where they are most needed. We are **actively establishing new relationships**, such as between the Health and Wellbeing Board and Peninsula Community Safety Partnerships group. We recognise that **our priorities impact upon each other** and also on those of our partners. With resources and budgets increasingly squeezed, the **real efficiencies are to be made in pooling resources and joint commissioning**.

This extends to **understanding how we can work more effectively with the voluntary and community sector and local businesses** – not just in terms of delivering against our priorities but also involving these wider partners in **identifying the issues for the Peninsula**, prioritisation and planning.

A national investment in understanding better **“What Works”** in **reducing crime and increasing community safety** using **Evidence-Based Policing** approaches gives us a stronger framework for decision making. It also ensures the **evaluation of our initiatives**, and the way in which we **take account of existing research in making commissioning decisions** will remain points of scrutiny.

Local context

The Devon and Cornwall Peninsula encompasses over **700 miles of coastline**, covers **3,961 square miles** and incorporates five upper tier/unitary local authorities and eight district/city councils.

Within this large geographical area, we have a population of **1.7 million residents**⁴ living in **722,300 households**. 2,292 people live on our **six inhabited islands** (the Isles of Scilly and Lundy Island). Our population is generally **older than the national profile** with **more people aged 65+** and fewer under the age of 25.

The population is significantly increased due to the **influx of around 11 million visitors** to the area during the average year. This provides much needed **income to the local economy** but increases the demand on our **services and infrastructure**.

Over **70,000 students** also have an impact on **localised demand for services at predictable times within the academic year** and are identified as particularly **vulnerable** to crime. The demographic is also changing with all of the universities actively **increasing their international intake** and a number of private institutions attracting higher numbers of **younger foreign students** to the area.

Black, Asian and other Minority Ethnic (BAME) groups⁵ make up only 5% of our resident population, well below the national average of 20%. People from BAME groups may feel **more isolated and vulnerable** and may lack support **networks** and a **strong voice** locally.

Plymouth, Torquay and Exeter are **urban centres of significant size** but the remainder of the population across the Peninsula is spread between smaller urban clusters, market towns and villages. There are a large number of **seaside towns** that have their own unique issues. In addition to the usual types of crime and disorder issues associated with urban areas, CSPs face additional challenges in providing **equal access to services** for widely dispersed communities.

Although **unemployment generally remains lower** than the national average, wages are lower and there is an **overdependence on seasonal and part-time jobs**. There are more people who are **self employed** and **fewer opportunities for young people**.

Housing affordability and availability is a major issue with insufficient social housing and higher than average property costs. This, combined with **household budgets under greater pressure** due to increased **living costs, welfare reforms** and the **nature of the job market**, will impact on families across the Peninsula.

There are **pockets of significant deprivation** right across the Peninsula. The welfare reforms will have a greater impact on areas with higher concentrations of benefit claimants, particularly social housing estates and low income areas. Many of these areas will have been identified previously due to the strong link between worklessness and poverty. This is examined more in our ongoing project to track the impact of welfare reform on some types of crime - [section 4](#).

⁴ 2011 Census (first release), population and households for local authorities in England and Wales (Office for National Statistics, 2012)

⁵ Not White English/Welsh/Scottish/Northern Irish/British

QUICK FACTS – ALL RECORDED CRIME			
Current figures refer to the 12 month period ending 31 March 2014			
Levels of crime	85,208 crimes / 50.3 crimes per 1,000 resident population		
National comparison	4.4% higher than the average for our ' most similar family ' of forces (48.2) Lower than the national average (62 crimes (excluding fraud) per 1,000 population, ONS)		
Annual change	Increased by 1,133 crimes / 1.3% compared with 2012/13		
General trend			
Seasonality			
Breakdown of incident types			
Crime rates by CSP area			
People and place	<table border="0"> <tr> <td style="vertical-align: top;"> <p>People</p> <ul style="list-style-type: none"> • Young people • Individuals and families with complex needs, including substance misuse and mental health • Vulnerable victims </td> <td style="vertical-align: top;"> <p>Place</p> <ul style="list-style-type: none"> • Urban centres • Deprived areas • Hidden risks in rural areas </td> </tr> </table>	<p>People</p> <ul style="list-style-type: none"> • Young people • Individuals and families with complex needs, including substance misuse and mental health • Vulnerable victims 	<p>Place</p> <ul style="list-style-type: none"> • Urban centres • Deprived areas • Hidden risks in rural areas
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Community Safety Overview

Is there more or less crime?

The table below provides a quick glance at all crime and disorder types across the Peninsula, describing whether the trend is increasing (↑ 5% or more), decreasing (↓ 5% or more) or stable (→ less that 5% in either direction) compared to last year.

Recorded crimes and incidents	Direction of travel	Incidence 2013/14	% change since 2012/13
All crime	→	85,208	1%
Anti-social behaviour	→	46,027	-3%
Rowdy/nuisance ASB	→	37,104	-4%
Domestic abuse (total incidents)	↑	28,200	9%
Homicide	↑	17	31%
Violence with injury	→	10,946	2%
Violence without injury	↑	9,913	14%
Sexual offences	↑	2,177	13%
Robbery	↓	362	-14%
Dwelling burglary	↓	3,139	-7%
Non-dwelling burglary	↓	4,439	-8%
Vehicle crime (excluding interference)	↓	5,263	-11%
Shoplifting	↑	8,078	13%
Other theft	→	11,892	2%
Criminal damage	↓	13,879	-7%
Arson	→	599	3%
Public order offences	↑	5,862	13%
Drug offences	→	4,519	-3%
Possession of weapons	↑	466	17%
Hate crime (total incidents)	↑	1,219	12%
Road traffic casualties	↑	663	8%

Criminal offences are organised into types and groups. During the lifecycle of the PSA, the Office for National Statistics (ONS) changed the way in which crime statistics are presented. The focus is now on **victim-based crime** and **other crimes against society** and these classifications align more closely with the "crime tree" used by **Her Majesty's Inspectorate of Constabulary** (HMIC).⁶

Headline crime figures for the partnerships have been drawn from published data on ONS. These may slightly differ from crime data drawn directly from the police crime system at a different point in time, although the key messages in terms of trend will be the same. See [Notes on the Data](#) for more information.

Crime and Anti-Social Behaviour

All recorded crime

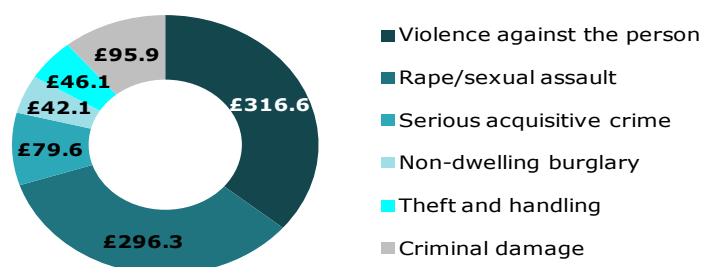
- Following a reduction in crime of 7% in 2012/13, **all recorded crime increased by just over 1%** (1,133 crimes) in 2013/14;

⁶ www.hmic.gov.uk

- Crime in Devon and Cornwall CSP areas remained relatively stable compared to the previous year, with rises of less than 1%. Plymouth and Torbay showed slightly higher increases at 3% and 5% respectively;
- The Isles of Scilly showed the greatest percentage increase in crime (67%) but this only equates to a rise of 33 crimes. Overall low volumes of crime in the islands mean small changes can have a significant effect on the strategic picture, and we are working with the newly re-formed Isles of Scilly CSP to find some better ways to describe risk in the islands;
- Rates of **Violent Crime, Sexual Offences and Public Order Offences are significantly higher than the average** for our [most similar family \(MSF\)](#) and we are ranked at the upper end of our family group. These types of offences all continued to increase in 2013/14;
- **Criminal Damage** and **Serious Acquisitive**⁷ crime **continued to fall across the Peninsula**. Non-Dwelling Burglary also decreased at a Peninsula level, and in all CSPs except Plymouth (where 66 additional offences resulted in a 12% increase). Rates of Robbery dropped at Peninsula level and in all CSPs except Torbay (where 14 additional offences resulted in a 26% rise);
- Across the Peninsula **rates of acquisitive crime remain significantly lower** than average for our most similar family groups, with the exception of 'All Other Thefts';
- Although still **low compared to our most similar family, Shoplifting** has continued to rise throughout 2013/14 in line with a national trend;
- Rates of **Drug Trafficking offences increased** in 2013/14 after a drop the previous year. Trafficking offences are now above the average for our most similar family, but **rates of Possession offences have decreased** across the Peninsula;
- Crime generally follows a **seasonal pattern** with **more offences in the summer** months and **fewer in the winter**. This pattern is evident in all of the Peninsula partnership areas but it is more pronounced in Cornwall and Torbay.

Measuring the costs of crime – 2013 analysis

- Based on reported crime, we can estimate that the total cost to the victims, the community and to services to respond was £877 million in 2012/13;
- Just over half of the total cost estimate relates to the physical and emotional impact on direct victims (53%/£463 million);
- **Violence Against the Person** (including murder) makes up around a third of both the number of crimes and the cost estimate, whilst **Serious Sexual Offences**, which **accounts for only 2% of the total number of crimes, makes up another third**;
- Serious Acquisitive Crime accounts for only 9% of the total cost estimate; approximately half of this cost was Dwelling Burglary with 4%;
- The Home Office cost model also provides a breakdown by cost to services, such as the criminal justice system (£149 million, 17%) and health services (£47 million, 5%) – and costs to the community such as defensive expenditure (prevention mechanisms such as security devices, £26 million, 3%) and insurance administration (£10 million, 1%).



⁷ Dwelling Burglary, Robbery and Vehicle Related Thefts

Comparing levels of crime

The police performance website iQuanta allows us to compare levels of crime and general trends with the average for partnerships and police force areas with similar characteristics nationally (known as our '**most similar family group**' or **MSF**).

The most similar family groupings were selected to reflect the 2011 Census and the Force / Partnership areas we were grouped with was altered in October 2013. Average rates of crime for our new MSF are slightly lower across most types of crime than our old group, so this will clearly impact on analysis of comparative performance in this assessment.

There are two main ways in which we measure our performance against our most similar family – incidence of crime (crime rate) and crime reduction performance (change in level of crime over time). If our performance is significantly different from our most similar family group, this indicates that local factors, rather than national trends, are driving the changes.

Victim-based crime

Violent Crime and Sexual Offences

Crime / incident type	Crimes 2013/14	Rate per 1,000 population	Annual change %	Trend	Comparison National	Trend MSF
Violence with injury	10,946	6.5	2%	→	High	→
Violence without injury	9,913	5.9	14%	↑	High	→
Sexual offences	2,177	1.3	13%	↑	High	↑
Robbery	362	0.2	-14%	↓	Low	↓

- **Violence with Injury increased by 2%** following a small reduction the previous year. This trend is mirrored by our new MSF but our rate of crimes per 1,000 population is the **highest in the group**;
- **Violence without Injury** also increased by 14%, building on a rise of 17% in 2012/13 and 12% in 2011/12. Again we are at the **top end of our new MSF**;
- In both these violence categories we were also performing poorly last year, compared to our original MSF group;
- Violent Crime is usually described in terms of the **night time economy violence** and **domestic abuse**, both of which are identified as priority areas to address. These components represent 55% of all assaults; the remaining 45% is described as '**Other Violence**'. The context of other violence is described on [page 47](#);
- It is a priority for all partnerships to **increase the proportion** of sexual offences and domestic abuse **which are reported to the police**;
- **Sexual Offences** account for only a small percentage of recorded crime but have a **huge social and economic cost**, taking into account impact on the victim and on services providing support. Reported rates of these offences remain **high compared with our MSF**, and have increased in all partnership areas except Torbay.
- These offences are discussed in more detail in [Domestic Abuse and Sexual Violence](#) and in [Alcohol, Violence and the Night Time Economy](#).

Acquisitive Crime

Crime / incident type	Crimes 2013/14	Rate per 1,000 population	Annual change %	Trend	Comparison National	Trend MSF
Dwelling burglary	3,139	4.4	-7%	↓	Low	↓
Non-dwelling burglary	4,439	2.6	-8%	↓	Low	↓
Shoplifting	8,078	4.8	13%	↑	Low	→
Vehicle offences	5,569	3.3	-11%	↓	Low	↓
All other thefts	11,892	7.0	2%	→	Above average	↓

- **Most acquisitive crime types reduced** in 2013/14 compared with the previous year but Shoplifting and All Other Thefts increased. **Rates of acquisitive crime are lower than the average for our MSF** with the exception of 'All Other Thefts';
- **All Other Thefts** includes offences such as 'Other theft – including theft by finding' (61%), 'Theft in Dwelling' (10%), 'Making off Without Payment' (9%) and 'Theft of Pedal Cycle' (8%). Levels of these offences have all remained relatively stable or are on a downward trend, with the exception of '**Making off Without Payment**' which has seen an increase of 38% on the previous year (in part due to a change in reporting practice at fuel stations);
- Whilst a rising trend was seen in Dwelling Burglary in 2011/12, there has now been a steady decreasing trend for the last two years. The same is true of Non-Dwelling Burglary and Vehicle Offences. **Only Shoplifting is showing a clear upward trend** but this is reflected nationally and rates remain lower than our MSF.

Criminal Damage, Arson and Deliberate Fires

Crime / incident type	Crimes 2013/14	Rate per 1,000 population	Annual change %	Trend	Comparison National	Trend MSF
Criminal Damage	13,879	8.2	-7%	↓	Above average	↓
Arson	599	0.4	3%	→	Above average	→

- **One in six offences reported to the police** involves Criminal Damage but the number of Criminal Damage offences has dropped fairly consistently year on year since 2008;
- Arson is a **low volume crime** and as such trends are variable. Cornwall and Torbay have both seen declines in volume over the last 12 months compared with 2012/13 whereas Devon and Plymouth have seen increases. Overall there has been a 3% increase placing us above average compared to our MSF;
- **Not all deliberate fires can be classified as Arson.** Cornwall notes that arsons reported to the police account for just under half of the fires recorded as deliberate that are attended by the Fire and Rescue Service. More in-depth analysis⁸ for Devon, Plymouth and Torbay in 2013 identified only 18% matched incidents across both fire and police datasets, and nearly 60% of deliberate fires were reflected in Police data as Anti-Social Behaviour Incidents.

Non-victim based crime

The **HMIC Crime Tree classification** provides a clear distinction between crimes where there is a **specific victim** and **crimes where there is no specific victim**. Where there is no victim, the crime is usually identified as a result of police activity.

⁸ Debbie Unwin (2013) Deliberate Fires within Devon – the Strategic Overview September 2013

The main implication is that **these types of crime may increase or decrease with police activity**, rather than because more or fewer crimes have happened.

Public order

Public Order is a grouping introduced by ONS in April 2013⁹. Although all Public Order Offences are categorised as non-victim based crime, the greatest component of this group is causing **public fear, alarm or distress** (including **racially/religiously motivated offences**) and are often recorded as **directed at a particular victim**. This group also includes such crimes as **affray and breach of an Anti-Social Behaviour Order**.

Crime / incident type	Crimes 2013/14	Rate per 1,000 population	Annual change %	Trend	Comparison National	Trend MSF
Public order offences	5,862	3.5	13%	↑	High	→

- The number of Public Order Offences increased by 13% during 2013/14, continuing an upward trend after an 11% increase in 2012/13. Compared with the average for our MSF, the offence rate is high and the trend is upwards rather than stable. Public Order Offences are discussed in more detail in [Anti-Social Behaviour](#).

Drug Offences

Crime / incident type	Crimes 2013/14	Rate per 1,000 population	Annual change %	Trend	Comparison National	Trend MSF
Trafficking of drugs	841	0.5	14%	↑	High	→
Possession of drugs	3,678	2.2	-6%	↓	Above average	→

- The Peninsula crime rate for Trafficking of Drugs is **high compared with our MSF**; this is largely due to **Torbay and North Devon** sitting at the top end of their respective MSFs as all other areas are closer to their average;
- Possession offences have reduced over the last two years. Recorded levels of drug offences particularly rely on **proactive police activity**.

Other crime

Crime / incident type	Crimes 2013/14	Rate per 1,000 population	Annual change %	Trend	Comparison National	Trend MSF
Possession of weapons	466	0.3	17%	↑	Above average	→

- Possession of Weapons offences have also been moved out of the Violence With Injury group. Numbers are small but there has been an increase over the last 12 months and where the rate of crime was low compared with our MSF previously, it is now above average.

⁹ In the original PSA, these crimes were grouped under either Violence Without Injury or Other Criminal Offences.

Fraud¹⁰

- During the reporting period, Action Fraud received between **400 and 600 reports of Fraud every month** from across the Peninsula;
- In the first three months of 2014, the **total reported loss** to people in our communities **each month was between £2,500,000 and £3,000,000¹¹**;
- The **average age of victims** for the most common fraud types was **between 50 and 62 years old**. Whilst some were corporate victims, many were individuals or couples who have lost substantial amounts. Since this data was published, a **series has targeted 70-90 year olds** across the Peninsula, with more than £680,000 stolen by **fraudsters** engaging with their victims via phone;
- **Cheque, plastic card and online banking fraud** was the most common type of fraud, closely followed by **online shopping/online auction frauds** involving counterfeit goods, or goods/services not received. The average age of victims for these fraud types in the Peninsula were older than the national average (50 years locally compared to 42 years across the UK);
- An increasingly common type of fraud involves requesting an advance or upfront payment, with scams including **online dating or romance fraud** (which can be linked to **sextortion¹² and blackmail**), frauds involving the transfer of **money overseas**, and **lottery scams**. The average age of victims of this in the Peninsula was **59 years**;
- **Initial contact** between offenders and victims is often **remote, via phone, text message or online**;
- Delivering **fraud prevention advice** to those vulnerable could also support **reductions in other risky behaviour**, particularly online activity.

Anti-Social Behaviour¹³

Incident type	Incidents 2013/14	Rate per thousand population	Annual change %	Trend	Comparison National	Trend MSF
Rowdy/nuisance behaviour	37,194	22	-4.1%	↓	Not available	
Total ASB	46,027	27.2	-3.4%	↓	Low	↓

- Anti-Social Behaviour **reduced by 3.4%** in 2013/14 after a reduction of 24% in 2012/13. There have been **reductions each year** since 2008/9, partly due to changes in recording, and there are signs that this is **now stabilising** as each area has experienced much smaller decreases this year than previous years;
- The rate of police reported Anti-Social Behaviour **is low compared with the national average**;

¹⁰ Since April 2011 police forces have moved away from recording Fraud Offences themselves as a result of the implementation of Action Fraud as a single national fraud reporting centre. While forces continue to investigate frauds following this change, they do so only on those cases referred to them by Action Fraud. Any Forgery and Fraud offences recorded by the Police are grouped under Other Non-Victim Based Crime and no longer monitored separately.

¹¹ National Fraud Intelligence Bureau, Force Profile, Devon & Cornwall, 'Fraud in Your Area 2013/14'

¹² Sextortion is where explicit photos/video of a person are used to blackmail them into sending more explicit images or money in an effort to stop the blackmailer from sending the original image to others.

¹³ The way in which Anti-Social Behaviour incidents are recorded by the police changed in April 2011 and, therefore, Anti-Social Behaviour incident data recorded from that point is not comparable with previous years. Note that Anti-Social Behaviour incidents are not recorded as crimes, so are not included in crime figures.

- The majority of incidents are categorised as **Rowdy/Nuisance Behaviour**. More information can be found on this in the priority section on [Anti-Social Behaviour](#).

Road Traffic Collisions

- Road traffic collisions were not identified as a priority issue in the 2012/13 assessment for community safety partnerships across the Peninsula, presenting **comparatively low risk to communities** when compared with other issues such as violent crime and domestic abuse;
- Although road traffic collisions **continue to be assessed as low risk**, this year's refresh of the [Strategic Threat and Risk Assessment](#) matrix highlights an increasing risk related to a **rise in serious injury collisions across the Peninsula** (following a rise noted in Devon in 2012/13);
- The rate of all **killed and seriously injured casualties** was **above the average** for our most similar family in 2013/14, as was the rate specifically for **children**;
- An increase in road traffic collisions has **implications for all partners** but particularly for services providing emergency response (police, fire and ambulance services). It is recommended that this is **monitored closely** over the coming year and that opportunities to work in partnership are considered in developing **preventative work with vulnerable groups**, such as **young people** and **older drivers**.

Emerging risk – people killed and injured on the roads

- Fatal and serious injury collisions occur **more frequently in rural than urban places**; but whether this is a feature of major link roads or smaller country lanes is unclear;
- **Excessive speed, driver intoxication, seat-belt use and driver distraction** are identified nationally as key factors in fatalities;
- Nationally, **young males living in rural places** are described as most vulnerable. Young people are already identified as a high risk group, particularly for involvement in violence. Prevention activity with this group could incorporate a range of messages that prompt young people to consider behaviour that increases vulnerability more generally (such as alcohol and drug use and other risk taking behaviour);
- **Speeding is consistently one of the primary concerns** raised by communities. Behaviours that contribute to fatal and serious injury collisions are often also those that underpin anti-social driving behaviour and community concerns such as speeding. Efforts to prevent them could also contribute more widely to satisfaction;
- Welfare reform and austerity could push people towards **poorer maintenance of vehicles** and to **travel further for work**;
- The challenges of **public transport provision in rural areas** combined with an **ageing, and increasingly independent** (by necessity) **population** raise issues linked to older people's decisions to continue driving which could be more strongly supported through partnership safeguarding frameworks.

Community Safety Overview: People and Place

People

The CSP strategic assessments collectively confirm the following high risk groups identified in first PSA:

- **Children and young people;**
- Individuals and families with complex needs, **including poverty, mental health, substance misuse and domestic/family abuse;**
- **Vulnerable and repeat victims.**

The need to put more effective measures in place to identify and support those who are **most vulnerable in our communities** is evident across all priority areas.

Understanding vulnerability means considering:

- **Repeat victimisation** and the **cumulative impact** of repeated low level incidents, such as anti-social behaviour and harassment, that has such a debilitating impact on health and wellbeing;
- People who are more likely to be involved in crime, either related to a **personal characteristic** (such as being male or female) or a **type of behaviour** that increases risk (such as having a problem with alcohol);
- People who are **less able to protect themselves** from being victimised and/ or on whom the **impact of being victimised is more acute** (such as children or people with learning disabilities);
- People who are **less likely to report crime** and **come into contact with services** (for example, Gypsy and Traveller communities and migrant workers) for whom the true nature of risk is unknown;
- Ways in which people's **online behaviour** may put them at risk;
- People who are being **groomed or exploited**, and who **may not necessarily identify themselves as victims**; this relates particularly to emerging crime types like [modern slavery](#) (labour, sexual exploitation, or servitude) or risks such as **radicalisation**.

Some people experience multiple problems which have a cumulative impact on their ability to make positive life choices and avoid criminal, anti-social behaviour or other behaviour that has a negative impact on others. **Working in partnership is often more effective** than working as a sole agency when tackling complex problems as it brings different skills and pieces of the jigsaw to the table.

Based on areas where we can establish a link to problem drug and alcohol use, for example as a factor in offending, we can establish that **substance misuse is a common feature in criminality and family breakdown**. A better understanding of the links between substance misuse and other issues, such as mental health and domestic abuse, would strengthen partnership working.

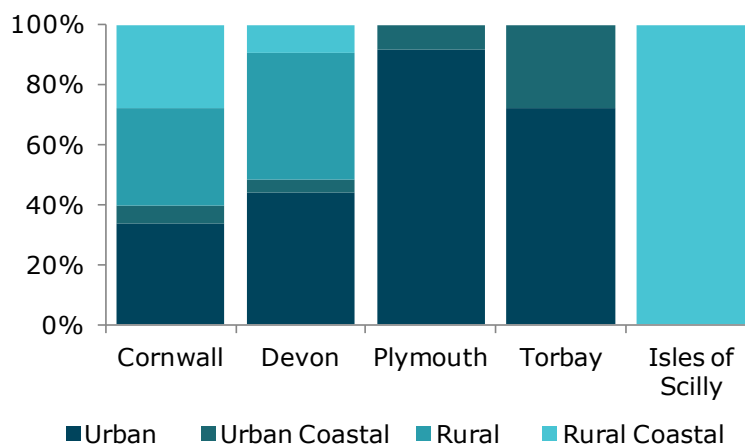
Place – understanding Urban, Rural and Coastal communities

Crime and community safety issues are **not evenly spread** across the Peninsula, with the **highest crime rates located in our main city and town centres**. **Plymouth, Torquay and Exeter** are urban centres of significant population size but the remainder of the population across the Peninsula is spread between **smaller urban clusters, market towns and villages**.

To further develop our understanding of “place”, areas across the Peninsula were categorised as urban, rural or coastal¹⁴ and a [Strategic Threat and Risk Assessment](#) matrix approach for each area type was used to examine the commonalities and differences between them.

This process confirmed that the Peninsula priorities remain the **most significant issues affecting communities when rural, coastal and urban** parts of the Peninsula are considered in isolation, but with some **subtle differences** within the priorities which are described in each section below. This should inform strategies for tackling our priorities in rural, urban and coastal areas alongside those crime issues more readily labelled as ‘countryside’ or ‘coastal’ problems.

Each CSP has a different composition of the area types and this explains some of the variation in crime across different partnership areas.



Rural Communities

Forty-two percent of the Peninsula population live in rural communities: 26% in small villages and dispersed settlements and 16% in small market towns serving predominantly rural communities. Cornwall, Devon and the Isles of Scilly are predominantly rural.

- **Domestic Abuse remains by far the most significant crime affecting communities in rural places**, but seven fewer incidents/crimes per 1,000 population are reported compared to rates for the Peninsula as a whole. This reporting gap is decreasing slightly, but turning to the police for support appears more problematic for people who live in rural communities. There are potential risks linked to this: 44% of domestic homicides in the last three years have taken place in rural areas with low reporting rates of wider domestic abuse¹⁵;
- **Reported rates for Child Abuse are also lower** than the Peninsula average, with six fewer offences reported per 1,000 population;
- Some work focused on small rural geographies identified a greater volume of incidents related to **driving whilst intoxicated** than expected. Understanding how **alcohol influences rural crime** is important in designing preventative strategies in places without geographically apparent night time economies;
- **Fuel Theft** and **Farm Equipment Theft** in rural communities decreased again, reducing by 6.2% compared with the previous year.

Urban Communities

Fifty-eight percent of the Peninsula population live in urban communities. Plymouth and Torbay are entirely urban.

- **Safeguarding risks are reported more frequently** in urban areas. All of the risks in which the urban threats are higher than the Peninsula as a whole are linked to **vulnerability**, which supports previous analysis suggesting that **reporting rates may be higher** in towns and cities where there are **more**

¹⁴ Office for National Statistics, [Rural and Urban Area Classification 2004](#)

¹⁵ Jenna Thomas (2014) Domestic Related Homicides: An Update, Strategic Analysis Team

opportunities for varied services to engage, and encourage reporting, than in more isolated communities;

- Compared with the Peninsula as a whole, four **more incidents or crimes linked to Child Abuse** are reported per 1,000 population in urban areas. This reporting gap between urban and rural locations is decreasing (it was higher last year as a result of specific high volume operations which took place in urban areas). Four **more incidents or crimes linked to Domestic Abuse** are reported per 1,000 population in urban areas than the Peninsula as a whole.
- As might be expected, the **prevalence of Anti-Social Behaviour is greater** (particularly Rowdy/Nuisance Behaviour), driven by the night time economy and opportunities for groups to come together (five more incidents reported per 1,000 population). This difference has remained stable over the past year;
- More **young and adult offenders** live in urban areas. There is an estimated seven more young offenders and five more adult offenders per 1,000 population in urban areas than for the Peninsula as a whole. Our assessment of this difference has increased significantly since last year;
- Trends for some types of crime and disorder are **increasing at a slightly faster rate in urban places** than for the Peninsula as a whole. This is noticeable within the following crimes or incident types: street drinking, begging, vehicle Anti-Social Behaviour, handling stolen goods and crimes involving a firearm.
- People are more likely to experience **violence with injury** in urban neighbourhoods than in rural or coastal areas and rates of **violence without injury** are also higher.

Coastal Communities

Forty percent of the Peninsula population live in neighbourhoods along our coastline: 22% in urban coastal areas, 13% in small coastal villages and dispersed settlements, and 5% in small towns or the fringes of larger settlements near the coast. Cornwall, Torbay and the Isles of Scilly have the greatest proportion of coastal communities.

- The increasing trend for **child abuse** crimes is greater in coastal communities (22% increase, compared with 15% across the Peninsula), possibly due to specific investigations;
- Although the volume is lower, **Begging/Vagrancy continued to increase in coastal areas more than any other geography**, with an increase of 20% in coastal areas compared to a decrease of 9% in rural places, and a 9% increase in the Peninsula overall. Homelessness is described as increasing outside of urban areas, but attitudes to vagrancy may differ in holiday resorts, or crowds of people may act as a driver;
- **Fuel and farm equipment related theft**, which had seen a 29% increase in coastal areas in 2012/13, this year saw a 12% decrease (which was a reduction of 80 offences);
- **Offshore living** presents a number of specific challenges for the Isles of Scilly, where priority areas for the new CSP to explore include **alcohol related crime** and **health risks**;
- The **seasonality curve is more pronounced** within coastal areas than for the Force as a whole.

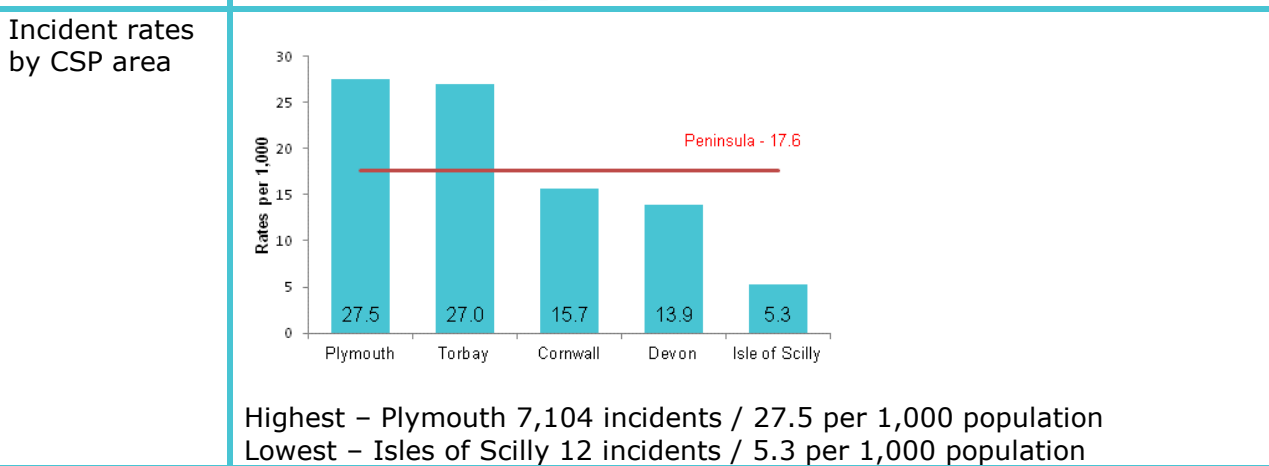
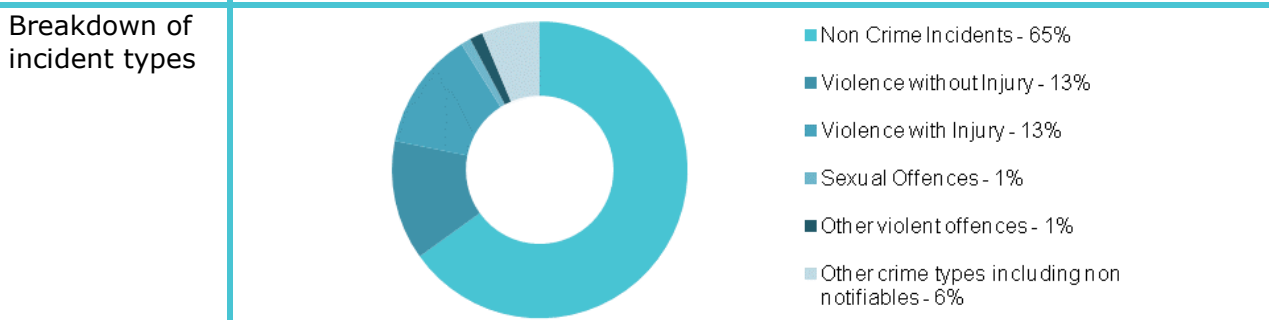
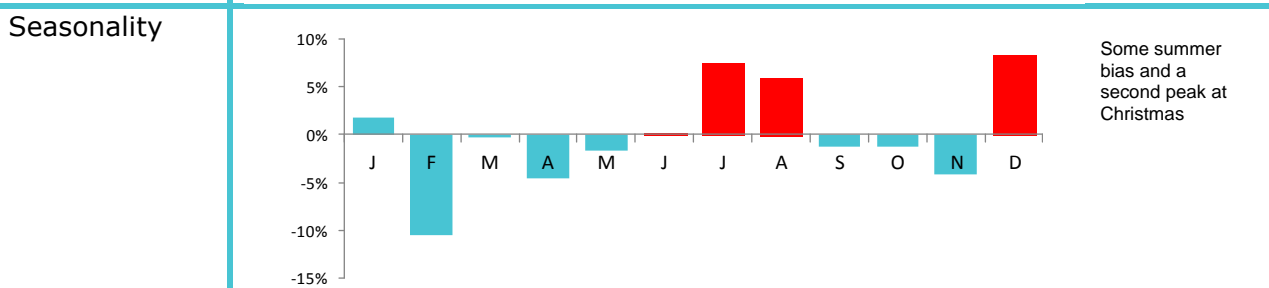
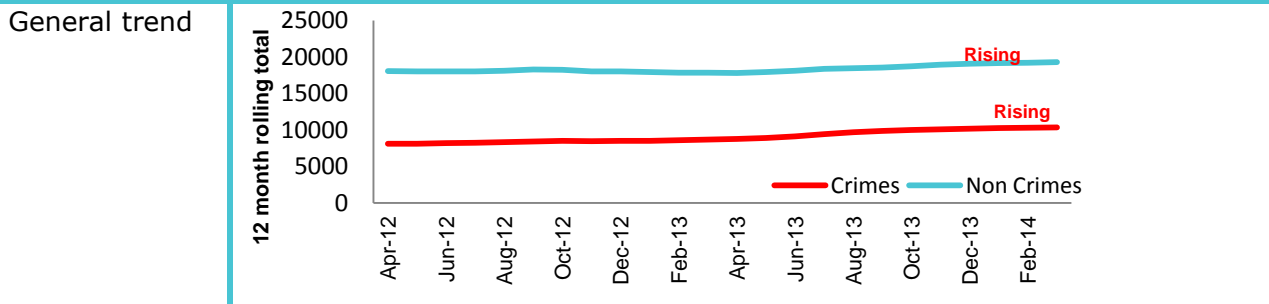
Section 3: OUR PRIORITIES – WHERE ARE WE NOW?

Domestic, family and sexual abuse
Alcohol, violence and the night time economy
Anti-Social Behaviour
Reoffending
Additional risks

QUICK FACTS – DOMESTIC ABUSE

Current figures refer to the 12 month period ending 31 March 2014; total incidents including crimes and non crimes

Levels of crime	29,610 incidents / 17.6 incidents per 1,000 population
National comparison	ONS did not publish 1,000 resident population figures for 2013/14 ONS did not produce domestic abuse figures for 2013/14
Annual change	Crime increased by 1,667 (19.2%) compared with 2012/13 Non crime incidents increased by 1,453 (8.1%) compared with 2012/13



People and places	People	Places
	<ul style="list-style-type: none"> • Women (particularly young women) and children • 1 in 5 victims are male • Significant under-reporting • Vulnerable adults 	<ul style="list-style-type: none"> • Urban centres • Areas of social housing/deprivation • Hidden risk in rural areas

QUICK FACTS – SEXUAL VIOLENCE

Current figures refer to the 12 month period ending 31 March 2014.

Levels of crime	2,177 incidents/1.3 incidents per 1,000 population	
National comparison	18.6% higher than the average for our "most similar family" of forces (1.1) Nationally, 1.1 crimes per 1,000 resident population, ONS	
Annual change	Increased by 250 crimes/13% compared to 2012/2013	
General trend		
Seasonality		
Breakdown of crime types	<p> ■ Other sexual offences 16+/Unknown - 34% ■ Rape 16+/Unknown - 27% ■ Other Sexual offences U16 - 24% ■ Exposure (all ages) - 8% ■ Rape U16 - 7% </p> <p>Crimes including exposure against a child under 16 - 32%</p>	
Crime rates by CSP area	<p>Highest – Plymouth 466 crimes/1.8 per 1,000 population Lowest – Devon 843/1.1 per 1,000 population</p>	
People and places	<p>People</p> <ul style="list-style-type: none"> • Women (particularly young women) and children • Significant under-reporting • Most perpetrators are known to their victims. 	<p>Places</p> <ul style="list-style-type: none"> • Urban centres • Homes and private venues

Domestic, Family and Sexual Abuse

Increasing reporting about these types of crime is **a priority for all partners.**

The **Government's definition of domestic abuse** is:

Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse: psychological, physical, sexual, financial, and emotional.

Controlling behaviour is: a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is: an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim." *

* This definition, which is not a legal definition, includes so called 'honour' based violence, female genital mutilation (FGM) and forced marriage, and is clear that victims are not confined to one gender, sexual orientation or ethnic group.

People may experience domestic abuse **regardless of their gender, ethnicity, religion, sexuality, class, age or disability**. Domestic abuse may also occur in a **range of different relationships** including heterosexual, gay, lesbian, bi-sexual and transgender, as well as **across generations** within families. Whilst both men and women can be victims of domestic abuse, **women are much more likely to be victims** than men, but **men are much less likely to seek help**.

Domestic abuse does not always result in a crime being recorded and hence we record and complete risk assessments for incidents that may be precursors to or indicators of criminal behaviour (referred to as non-crime incidents). In this section, the term "incidents" includes both crimes and non-crime incidents.

Nationally¹⁶ it is estimated that reported incidence **represents around 39% of actual domestic abuse**; indicative that **75,800 incidents** occurred within the Peninsula during 2013/14. National estimates suggest that 7% of women and 5% of men will have experienced Domestic Abuse in the last 12 months. This translates to over **54,000 victims** across the Peninsula.

It is also estimated that 31% of women and 18% of men have experienced any Domestic Abuse since the age of 16 years old. This would translate to **almost 214,000 adults** across the Peninsula who have experienced some kind of Domestic Abuse.

¹⁶ www.ons.gov.uk

In 2008 the World Health Organisation (WHO) defined its understanding of **sexual violence** as “any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic someone’s sexuality, using coercion, threats of harm, or physical force, by any person regardless of relationship to the victim, in any setting, including but not limited to home and work”.

Nationally it is estimated that about a third of serious sexual crimes are reported. This translates within the Peninsula to an estimated **2,635 victims of serious sexual assault last year**, of which 16% were men.

The Crime Survey for England and Wales found that 0.4% of men and 2.5% of women aged 16 to 59 had been a victim of a sexual assault in the previous 12 months¹⁷. This equates to around **12,750 adult victims of sexual assault annually across the Peninsula**, of which 13.5% of victims are men.

It is also estimated that 0.5% of females were a victim of the most serious offences of rape or sexual assault by penetration in the last 12 months. This equates to around **2,200 female victims** in the Peninsula. The Survey also found that only 15% of female victims of the most serious sexual offences said that they had reported it to the police.

Given that a significant proportion of victims are children these figures will severely underestimate the number of victims of sexual offences.

Where are we now?

Trends: Domestic Abuse

- Domestic, family and sexual abuse continue to present the **highest overall crime risks** to communities in Devon, Cornwall and the Isles of Scilly;
- **Twelve out of seventeen homicides** during the reporting year were Domestic;
- Our overall aim is to reduce the harm caused by this type of crime, but we are **actively seeking to increase the proportion of crimes which are reported. Increasing reporting** about these types of crimes is **a priority for all partnerships**, resulting in drives to **increase awareness** and **make reporting routes more accessible**;
- This year it is not possible to compare rates of domestic abuse with similar areas nationally. At the last point where comparison was possible, reported incidence of domestic abuse was 21% **higher in Devon and Cornwall** than the average for other similar force areas. The extent to which this represents a different level of risk, or a different willingness to report is unclear.
- Overall there was a rise in both domestic abuse related crimes (19%) and non-crime incidents (8%) reported in 2013/14;
- The **greatest volume offences** are **Domestic Violence** and there was an increase in both Violence With Injury (16%) and Violence Without Injury (26%) compared with last year;

¹⁷ www.gov.uk/sexual-offending-overview-jan-2013

- There was also an increase of 34% compared with last year in **Sexual Offences** including Rape taking place in domestic relationships; this is described in more detail in the Sexual Violence section below;
- **Some technical factors** will have contributed to the rising trend of domestic offences, with the definition of domestic abuse widened to include 16 and 17 year olds and the inclusion of coercive behaviour. There was also a change to Association of Chief Police Officers (ACPO) Domestic Abuse Harassment and Stalking Risk Assessment Model (DASH) Risk Assessment Policy with the recording of disclosed historical offences;
- Under-reporting remains a critical limiting factor to our understanding of the true prevalence of these crimes. It is **not possible to say definitively whether reporting has increased** or whether **there is a real rise in domestic abuse being experienced** in our communities;
- In Cornwall and in Devon the partnerships are reviewing a number of **suicides** which are linked to domestic abuse;
- Both Cornwall and Torbay have identified an increase in the proportion of **domestic abuse first time reports**, whilst in Plymouth there was an increase in the **overall proportion of repeat victims**;
- **Specialist Domestic Abuse Services** across the Peninsula report a **significant increase in the number of referrals** when compared with previous years;
- Around one-fifth of the rise in domestic abuse related crimes relates to **historic offences**, those that occurred a year or more prior to being reported. Across the Peninsula, the majority (93%) of the historical offences being reported are Violent or Sexual Offences. Only 4% of the rise in non-crime incidents is due to historic offences;
- **Reporting rates amongst minority groups remain lower** than the demographic profile would suggest;
- **Reporting rates remain lower in rural places.** This reporting gap is decreasing slightly, but turning to the police for support appears more problematic for people who live in rural communities. There are potential risks linked to this: 44% of domestic homicides in the last three years have taken place in rural areas with low reporting rates of wider domestic abuse¹⁸.
- **Inter-familial violence** where **either or both offender and victim are under the age of 16** is not categorised as domestic abuse, but "other violence".¹⁹ Analysis of this issue is described within [Alcohol, Violence and the Night Time Economy](#)
- Incidents of **Honour Based Violence (HBV)** and **Female Genital Mutilation (FGM)** are very rare but there have been a small number of cases across the Peninsula over the last 12 months in which HBV or FGM were raised as potential risks. This indicates that agencies are becoming more aware of these as potential issues and are looking out for the warning signs.

Trends: Sexual Violence

- Sexual violence reported to the police has **increased across the Peninsula**, and remains **higher than the average** for similar areas elsewhere in the country;
- Nationally, estimated prevalence of sexual assault²⁰ has seen a general downward trend in recent years. In contrast, sexual offences recorded by police

¹⁸ Jenna Thomas (2014) Domestic Related Homicides: An Update, Strategic Analysis Team

¹⁹ Debbie Unwin (2014) "Other" violent crime – violence not categorised as evening night time economy or domestic abuse.

²⁰ Jenna Thomas (2014) Domestic Related Homicides: An Update, Strategic Analysis Team

- forces nationwide have shown a substantial increase in the last year, with rates of increase broadly matching those within the Peninsula;
- Based on national prevalence estimates, around **81% of rapes** and **94% of less serious sexual assaults** are **not reported to the police**. Estimated **reporting rates for male victims are much lower** than for female victims;
 - Although in terms of its impact on victims, sexual violence presents a similar level of risk as domestic abuse, the much lower prevalence means it is assessed as a medium overall risk to communities across the Peninsula;
 - **53% of all sexual offences** were **reported within 7 days** of the offence occurring; over the past year the **volume of early reports has increased slightly**;
 - 15% of reported sexual offences are **Domestic** (345 offences during 2013/14);
 - **Reported sexual offences against children** (aged 16 and under) **rose by 18%** with 1,011 offences recorded;

Historic Sexual Offences²¹

There is evidence of an **increase in historical reports** (particularly offences that occurred a year or more in the past), which may reflect high profile sexual abuse investigations²², but this is a complex area in which to draw inference. It is difficult to establish to what extent increased reporting may reflect more confidence in or awareness of local sexual violence services.

The number of historic offences reported to the police increased from 457 in 2012/13 to 608 in 2013/14, a **rise of 33%** compared to a rise of just 2.7% in historic reports the year before. Early indications for 2014/15 suggest the volume of reports is stabilising, and suggest a similar volume of historic offences will be recorded this year to last year.

In 2013/14, **historic offences accounted for 26% of all offences reported**, whereas in 2014/15 so far historic offences account for only 24%. This may indicate a 'slowing down' in the reporting of historic offences, although there must be caution in interpreting trends when relatively small numbers are involved.

The historic offences which have been reported since April 2011 range from the 1930s through to the present decade. However, **the largest proportion, 37% are offences which occurred in the 2000s**, followed by 18% in the 2010s and 16% in the 1990s.

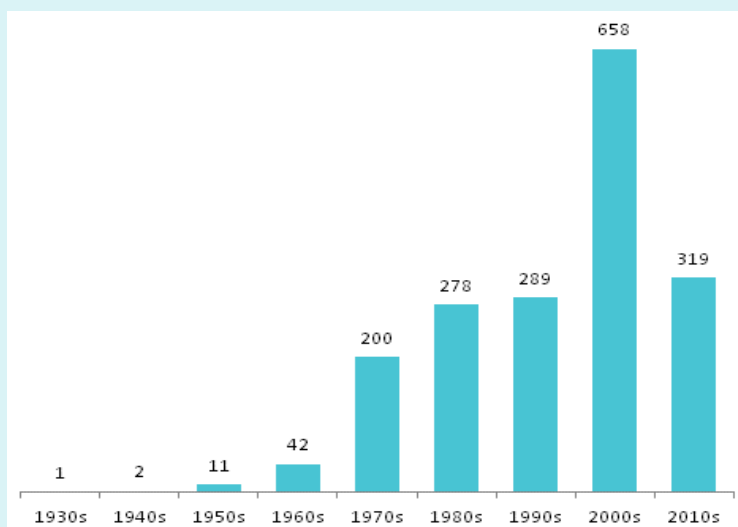
Given that 71% of historic offences have occurred within the last 25 years, and a large proportion of offences involved child victims, it can be inferred that the **profile of victims** reporting historic offences may include a large proportion of people aged between **20 and 40 years**. Victims who are reporting historic offences may require some different types of support.

Proportionally, in 2011/12 and 2012/13, historic offences accounted for 39% and 38% respectively of all **sexual offences against children**. In 2013/14 this rose to 44%. In the first six months of 2014/15, this has decreased to 35%, also indicating that the 'Operation Yewtree effect'²³ may have peaked in 2013/14.

²¹ 'Historic' has been interpreted as meaning any offence which was over one year old at the time of it being reported.

²² Jenna Thomas (2014) Domestic Related Homicides: An Update, Strategic Analysis Team

²³ Operation Yewtree is the investigation into historical sex offences triggered by the Jimmy Savile scandal in 2012.



Since April 2011 no. of offences reported as occurring within each decade

Place: Domestic, Sexual and Family Violence

- The highest reported incidences of domestic abuse and sexual violence are in **Plymouth and Torbay**;
- Plymouth highlights the **vulnerability of young people to sexual violence** in which **alcohol is a factor**; prevention strategies should particularly consider its growing student population;
- All partnership areas report higher rates of **domestic abuse in urban centres** and particular clusters in **areas of deprivation** and social housing. Access to and regular contact with services will have a strong influence on this;
- Police analysis²⁴ into **domestic homicides** indicates that **under-reporting levels** may be higher in more rural parts of the Peninsula and low reporting rates may be masking actual risks;
- These remain **primarily hidden crimes**, with a **high proportion of domestic and sexual offences** taking place in domestic locations 'behind closed doors';
- The **internet** is increasingly an environment through which domestic abuse, sexual abuse and child exploitation are taking place. Whilst agencies and practitioners are increasingly alert to **online grooming by strangers**, it is less clear how well we understand the use of **communication and tracking apps, social media**, and **internet enabled devices** for **people to be victimised or groomed by people known to them, or family members**.

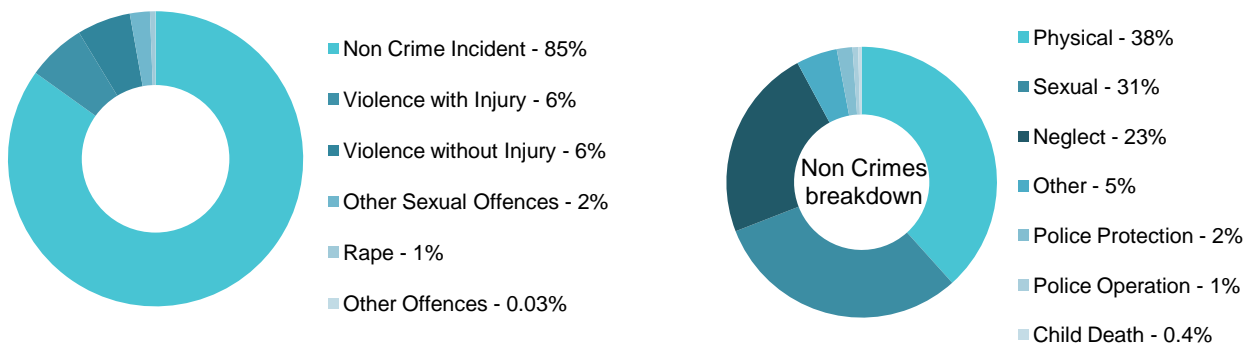
People: Domestic, Sexual and Family Violence

- The profile of victims of domestic abuse and sexual violence has not significantly changed from last year and all partnership areas reiterate the **need for service provision for both men and women**;
- **Young people** are universally identified as at particularly high risk, both as direct victims and from the impacts of experiencing abuse in the family;
- Although the volume of **16-17 year old victims or offenders of domestic abuse** is small, the numbers are increasing in line with the overall rising trend (by 257 compared to last year). The proportion of all victims who are aged 16-17 has remained stable (at 3%);

²⁴ Jenna Thomas (2014) Domestic Related Homicides: An Update, Strategic Analysis Team

- The number of 16-17 year old domestic abuse offenders rose by 87, which is almost treble the numbers seen in 2012/13. The **proportion of 16-17 year old offenders has risen** from 1% to 5% of all offenders;
- Analysis in Cornwall indicates that domestic abuse is a **significant risk for vulnerable adults** and this echoes national research;
- There are indicators across all partnerships of the links between **young runaways** and vulnerability to **child exploitation** and **sexual abuse**;
- **Young people are by far at highest risk of sexual offences** with the greatest risks around 14 and 15 years of age;

Child Abuse and Child Sexual Exploitation



- The Strategic Threat and Risk Assessment Matrix indicates the **threat to children of abuse or exploitation** (measured by reported incidence of Child abuse²⁵ as a proxy) is escalating, **bringing it much closer to Domestic Abuse** as the **greatest causes of harm to our community**. The way this gap is closing suggests that increased identification of the problem is driving a greater volume of reports;
- **Safeguarding children** is the **second highest risk area for the Peninsula**, based on the **high volume of crimes** and incidents and the **harm caused to individuals**, with the impact **sometimes spanning generations**;
- **Multi-agency early intervention** approaches that aim to halt this inter-generational cycle have the potential to contribute to **significant cost savings** for police, child protection and other services providing support. These services are at risk, however, if crisis services are prioritised during funding cuts;
- In Torbay, Plymouth and Cornwall, the proportion of children subject to **Child Protection Plans** is higher than the national average;

Understanding the complexities of harm – Devon MASH²⁶ case study

- Analysis carried out by Devon MASH to examine harm to 0 to 5 year olds highlighted the four 'toxic' risk factors: **Domestic Abuse, Substance Misuse, Mental Health** and **previous history of Sexual Abuse** – as being the most prevalent within MASHed households with under-5s;
- These toxic factors were **more likely to exist in combination** with other toxic risk factors rather than in isolation. Service provision in relation to these toxic risks is mainly via **signposting to outside services** that deal only with a **single issue**. There appears to be a **"disconnect" between Adult and Children's services**, with these services encouraging the division of families.

²⁵ Rape and sexual offences where the victim is under the age of 16, cruelty/neglect to child and child abduction and non-crime Child Protection incidents

²⁶ Fiona Bohan (2013) A picture of harm for 0-5 year olds in Devon: Risk Factor Strategic Analysis. A report for the early years and childcare service.

- National Serious Case Reviews have identified failures on the part of the police and partners to identify **risk amongst children with disabilities** – it is unclear how well positioned we are within the Peninsula to identify or investigate this;
- **Links between families** where there is **inter-generational sexual abuse** has also been identified as a concern by Devon's Multi Agency Safeguarding Hub (MASH);
- **Sexual offences against children in public places**, particularly parks, continue to be a concerning theme. Although many of these offences are consensual between friends or school peers, the level of **violence and aggression in some offences** is worrying. This reflects national concern about the influence of **internet pornography** on young people's attitudes to sex and healthy relationships;
- Providing education that **increases young people's confidence** within relationships and **their ability to recognise and exit unhealthy relationships** will help reduce the risk of harm;
- There is growing national and local attention on **the impact of organised criminality, sexual exploitation/abuse** and the **links to children who go missing repeatedly**, with a number of national reviews and reports highlighting the need for **all agencies to play a stronger role in reducing this risk**.

The Government's definition of Child Sexual Exploitation is:

Sexual exploitation of children and young people under 18 involves **exploitative situations**, contexts and **relationships where the young person** (or third person/s) **receive 'something'** (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) **as a result of them performing, and/or others performing on them, sexual activities**.

Child sexual exploitation **can occur through the use of technology** without the child's immediate recognition; for example being persuaded to post images on the internet/mobile phones without immediate payment or gain.

Violence, coercion and intimidation are common. Involvement in exploitative relationships is characterised by the child's or young person's limited availability of choice, as a result of their **social, economic or emotional vulnerability**.

A common feature of child sexual exploitation is that the child or young person does not recognise the coercive nature of the relationship and **does not see themselves as a victim** of exploitation.

Banardo's have identified three models of child sexual exploitation, which require different partnership prevention approaches:

- **Inappropriate relationships.** Usually involving one offender who has inappropriate power or control over a young person (physical, emotional or financial). One indicator may be a significant age gap. The young person may believe they are in a loving relationship.
 - **'Boyfriend' model of exploitation and peer exploitation.** The perpetrator befriends and grooms a young person into a 'relationship' and then coerces or forces them to have sex with friends or associates. Sometimes this can be associated with gang activity but not always.
 - **Organised/networked sexual exploitation or trafficking.** Young people (often connected) are passed through networks, possibly over geographical distances, between towns and cities where they may be forced /coerced into sexual activity with multiple men. Often this occurs at 'sex parties', and young people who are involved may be used as agents to recruit others into the network. Some of this activity is described as serious organised crime and can involve the organised 'buying and selling' of young people by perpetrators.
- From April 2015, **young people going missing** or who are **identified as at risk of child sexual exploitation** will be eligible for Phase 2 of the [Troubled Families programme](#);
 - Local **Multi-Agency Child Sexual Exploitation** and **Missing Forums** have been established in order to share information, promote multi-agency responsibility for child sexual exploitation and missing children and to provide opportunities for prevention and early intervention, collaboration, identification and response;
 - Developing a local record of child referrals into the **National Referral Mechanism** (NRM – see [Modern Slavery](#)) presents an opportunity to understand the strategic picture;
 - **Stronger multi-agency analysis and research support** would assist with the **early identification** and **prevention of harm**;
 - Whilst **Local Children's Safeguarding Boards** lead on this issue, in future there should be clear read across between the Peninsula Strategic Assessment, Force Strategic Assessment, and the Joint Strategic Needs Assessment about the risk of child sexual exploitation;

Safeguarding vulnerable adults

- **Vulnerable adults** can be at **high risk from a range of abusive behaviours** but can also be amongst the **hardest to reach**, in terms of identifying and reporting abuse. Protecting them requires co-ordinated partnership approaches;
- Our understanding of the risk to vulnerable adults in our community has increased, and the STRA now indicates this is fourth **highest amongst our crime and community safety priorities**. However, identifying **which adults are vulnerable, and when**, requires much stronger multi-agency analysis;
- The extension of **multi-agency safeguarding hubs** to **incorporate adult safeguarding** and **enhancing processes to identify vulnerability**, for both **victims and offenders**, will provide an opportunity to develop a much stronger overview of harm within the Peninsula;
- There have been two serious case reviews in Cornwall linked to vulnerable adults, both of which have highlighted the need for **ViST²⁷** in their action plans.

²⁷ ViST stands for vulnerability screening tool – an aide memoire to assist officers in better identifying vulnerable people and recognising they are in need of some level of support

What have we achieved this year?

Our aims and objectives to tackle Domestic, Family and Sexual Abuse were set in the original PSA:

Aim:	To reduce the risk of serious harm and provide appropriate responses to safeguard individuals and their families from violence and abuse
Include as Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To provide equal access and service provision to all victims of domestic abuse and sexual violence, regardless of age, gender, or background. 2. To increase victim confidence and provide easier ways to report abuse. 3. To provide a continuum of support from early identification, crisis intervention and support to independent living through integrated specialist services. 4. To provide services that work with perpetrators. 5. To challenge attitudes and behaviours which foster domestic abuse and sexual violence and educate the next generation to break the cycle. 6. To undertake comprehensive reviews of domestic homicides and take fast and positive action to implement change based on the findings. 7. To build better understanding of the experience of abuse in minority groups; increase confidence in reporting and address specific support needs.

- There are challenges linked to structures, and information flow, but overall the **current configuration of domestic abuse and sexual violence services puts us in a strong position** to meet the objectives set out in the PSA 2012/13;
- **Domestic Abuse and Sexual Violence Reduction Strategies** are in place across the Peninsula, and established domestic abuse strategic groups are broadening their remit to include sexual violence;
- **Strong specialist community services** are in place in all areas, with a good mix of **commissioned and voluntary sector provision**. In some places, new structures need some time to be embedded; building on the strength of the voluntary sector provision. All partnership areas **acknowledge the added value from the voluntary and community sector** to enhance service provision and bring in external funding;
- This includes an established network of **Independent Domestic Violence Advocates** and **Multi-Agency Risk Assessment Conferences (MARAC)**, engaging the support of all relevant partners in ensuring the safety of high risk victims and their families, with the aim of reducing repeat victimisation. In some areas MARAC processes are being enhanced by focussing attendance, and developing induction training for attendees.
- Across the Peninsula partnerships are working closely with **newly established SODAITS²⁸** to achieve the best outcomes for victims;
- In Cornwall and Plymouth thousands of frontline staff and managers are receiving **ACPO DASH²⁹ Risk Assessment** training.
- Services are **successfully reducing risk** and **showing good outcomes** for victims, their families and perpetrators, with increased provision of perpetrator programmes;
- Services have been recently re-commissioned in Devon and Torbay; it will take some time for new data frameworks to become established;

²⁸ Police Sexual Offences & Domestic Abuse Investigation Teams

²⁹ Association of Chief Police Officers' Domestic Abuse Harassment and Stalking risk assessment model

- All partnership areas recognise that **domestic abuse is a common factor in families with complex needs** and have already linked domestic abuse services into local delivery of the national [“Troubled Families” programme](#). From April 2015, young people or adults perpetrating or experiencing domestic abuse are eligible for the [Phase 2 Troubled Families programme](#) if they hit just one further criteria;
- Encompass³⁰ (currently only in Plymouth) is viewed as adding value to existing service provision by ensuring that any child impacted by domestic abuse is supported within the **school environment**;
- Awareness raising campaigns linked to holiday accommodation and regarding coercive behaviour have taken place;
- Each area has a programme designed to strengthen young people’s understanding of safe relationships³¹;
- SEEDs (female survivors group) completed their evaluation of the Specialist Domestic Violence Courts (SDVCs) in Bodmin and Truro, resulting in a number of new work-streams including the development of a service user leaflet, a Magistrates’ development day, and to rectify a gap in support provided for standard risk cases.
- We have three **Sexual Assault Referral Centres (SARCs)** across the Peninsula: Plymouth, Exeter and Truro – each with Independent Sexual Violence Advisors (ISVAs), who provide non-gender specific support to victims, including through the criminal justice process. These services are understood to be having a positive impact on reporting rates and victims’ confidence to report;
- The three SARC Peninsula model ensures that victims do not have to travel for more than 1.5 hours which is in line with national guidance;
- Despite the challenges of surveying clients in this sensitive area, services are seeking **client feedback in** some innovative ways;
- Torbay is in the process of incorporating **e-safeguarding** and the assessment of **online risky behaviours** into The Child’s Journey;
- Free workshops that provide practical **online safety advice** for children and their parents (in order to strengthen their ability to act as positive cyber role models, as well as discuss online safety with young people) are available through services like Virtually Safe in Torbay and Think First in Plymouth, focusing on issues like cyber bullying, staying safer in social networks, consequences of sharing information online, sexting and online reputation;
- Bite size workshops about similar issues have taken place for frontline staff across agencies in Devon;
- All partnerships are committed to improving and protecting pathways for **young people to access support** through SARCs and Plymouth has set up a pathway for children and young people to access acute SARC services (although this involves travel to Exeter);
- Peninsula analyst network (P-CAN) are supporting the development of knowledge products that can be used to help partners see ways they can contribute to preventing exploitation, for example using crime scripts to debrief police investigations.

Challenges for the coming year

- Sustainable, secure and equitable **funding for services** has been highlighted as an issue across the Peninsula. This is a fluid situation requiring regular review;

³⁰ formerly Operation Encompass

³¹ In Plymouth: “Think First”; In Torbay “Virtually Safe”;

- Cuts to non-statutory services which directly or indirectly support victims or help rehabilitate offenders cannot fail to have an impact on both public confidence, and our service delivery;
- Bringing together **multi-agency information and analysis** is identified as a key route to reducing harm and providing early intervention across all areas of vulnerability, featuring within numerous reviews of missed opportunities to prevent serious harm; but provision and capacity to do this proactively varies across the Peninsula. We are likely to need to find innovative ways to do this;
- The volume of referrals to the Independent Domestic Violence Advocacy (IDVA) Service has increased and in Cornwall caseloads of 180 clients **exceeds CAADA levels of safety of 120 by 50%**. Funding for IDVAs is at risk;
- In addition, due to changes in legislation the IDVA Service is also required to provide responses to the Domestic Violence Disclosure Scheme (**Claire's Law**) and **Domestic Violence Protection Orders and Notices** which require additional resources;
- As agencies get better at identifying vulnerability to exploitation or abuse referral volumes are likely to continue to grow, with prevalence rates suggesting **significant space for demand to expand**;
- Increased demand against a backdrop of cuts in budgets and resources will put an additional strain on services. The risks are a **reduction in the quality of service** delivered and potential **missed opportunities to provide early intervention** with families perceived as presenting lower risks of harm, allowing problems to escalate;
- Partnerships are working closely with Devon and Cornwall Police to assist in the delivery of **HMIC's ten recommendations** following their inspection published earlier this year, highlighting inconsistent services for victims;³²
- The **Specialist Domestic Violence Courts** (SDVCs) continue to record high brought to justice outcomes which evidences the benefit of specialist courts. We have seen the number of domestic abuse crimes increase but with **declining arrest and detection rates**. We anticipate continued improvement, however, as a result of the **establishment and training of SODAITs**;
- **Twelve Domestic Homicide Reviews** have taken place/are underway within the Peninsula. **Capacity to undertake further reviews and maintain quality standards** remains a significant concern for all CSPs;
- **Implementing the recommendations** of all peninsula DHRs and national lessons learnt also presents a challenge;
- Changes in the **commissioning of Victims' Services** and approaches to Restorative Justice could have impacts for victims. In particular, standard risk Domestic Abuse cases are currently referred into Victim Support. This service is **scheduled to be decommissioned** at the end of the year;
- The future of SARCs is yet to be determined – **NHS England holds lead responsibility** for commissioning all SARCs from 1 April 2015;
- The future of **domestic abuse programmes for convicted perpetrators** is one of the areas of uncertainty under [Transforming Rehabilitation](#). Partnerships are likely to need to work closely with the new **Community Rehabilitation Company** to explore perpetrator programmes, including the potential to adapt to non statutory perpetrators and possibly self-referral. Currently the scope and scale of future provision in this area is unclear and engagement with the CRC structure is at a very early stage;
- Social media and smart phone technology offer **alternative routes for positive engagement**, particularly with young people and those who might otherwise be excluded from regular contact with others. One of the darker sides of social

³² [Devon and Cornwall Police's approach to tackling domestic abuse \(HMIC, March 2014\)](#)

media, however, is the increased **risks of cyber-stalking, harassment, and control between adults**, and particular risks of **on-line grooming, sexual exploitation and inappropriate communications** for young people;

- Whilst education is in place for the highest risk group (young people), a significant number of crimes **involving social media take place between adults** and routes to educate and protect them are less clear;
- A rise in domestic abuse is identified as one of the potential impacts of the **economic downturn and austerity measures**, as vulnerable families struggle with emotional pressures associated with pressures on family finances, unemployment, reduced household income and increased debt;
- When introduced, it is currently planned that Universal Credit³³ is paid monthly and to the "head of the household". Both these factors could potentially place **pressure on household budgeting and reinforce financial abuse**. This limits opportunities for engagement with services and access to early intervention for victims of domestic abuse and increases the risk of serious harm;
- Increased demand on housing stock by the population as a whole will reduce capacity for move-on accommodation for domestic abuse victims. This could place additional pressure on refuge accommodation for victims and their families.
- Changes in legislation from April 2014 for benefit claims for **European Economic Area Nationals** has presented issues for EEA women fleeing domestic abuse. Since 1st April EEA nationals who are jobseekers can claim Job Seekers Allowance but are not entitled to benefits such as Housing Benefit or Income Support unless they can evidence to have been habitually resident in the UK for a period of five years. The implication for **no access to Housing Benefit** is the cost associated to accessing refuge provision or alternative accommodation and identifying a funding stream locally which will afford these women safety.

³³ Universal Credit is not likely to be introduced until at least April 2015.

QUICK FACTS – ALL VIOLENCE AGAINST THE PERSON	
Current figures refer to the 12 month period ending 31 March 2014 and reflect the new crime groups introduced by the Office for National Statistics	
Levels of crime	20,592 crimes / 12.3 crimes per 1,000 resident population
National comparison	27% higher than the average for our 'most similar family' of forces (9.7) Nationally, 11.2 crimes per 1,000 population, ONS
Annual change	Increased by 1,102 crimes / 5.7% compared with 2012/13
General trend	
Seasonality	<p>Some summer bias, further peak at Christmas</p>
Breakdown of crime types	<ul style="list-style-type: none"> Domestic Abuse 35% NTE Violence with Injury 14% NTE Violence without Injury 6% Other Violence with Injury 21% Other Violence without Injury 23%
Crime rates by CSP area	<p>Highest – Torbay: 2,484 crimes / 18.9 per 1,000 population Lowest – Isles of Scilly: 11 crimes / 4.9 per 1,000 population</p>
People and places	<ul style="list-style-type: none"> People <ul style="list-style-type: none"> Young males (18 to 24 years) Day time involving under 18s Complex profile for other daytime and evening violence Alcohol problems and mental health Place <ul style="list-style-type: none"> Urban centres Strongly linked to night time economy Serious violence concentrated in few areas (Plymouth)

QUICK FACTS – NIGHT TIME ECONOMY VIOLENCE*

Current figures refer to the 12 month period ending 31 March 2014 and reflect the new crime groups introduced by the Office for National Statistics

Levels of crime	4,053 crimes / 2.4 crimes per 1,000 resident population
Annual change	Decreased by 397 crimes / -8.9% compared with 2012/13
General trend	<p>The line graph displays the 12-month rolling trend for two categories of violence. The y-axis represents the number of crimes, ranging from 0 to 3500. The x-axis shows months from March 2012 to March 2014. The blue line, representing 'Violence With Injury', starts at approximately 3400 in March 2012 and shows a steady decline to about 2900 by March 2014. The red line, representing 'Violence Without Injury', starts at approximately 1100 in March 2012 and remains relatively stable, ending at about 1200 in March 2014.</p>
Seasonality	<p>The bar chart illustrates the monthly percentage change in violence. The y-axis ranges from -20% to 30%. The x-axis lists the months from January to December. Most months show a decrease or a small increase. Notable peaks occur in August (approx. 15%) and December (approx. 26%).</p>
Breakdown of crime types	<p>The donut chart breaks down the types of violence. The categories and their percentages are: ABH (54%), Common Assault (27%), Wounding/GBH (14%), Assault on Police Officer (3%), Harassment without Violence (1%), and Other (1%).</p>
Crime rates by CSP area	<p>The bar chart shows the ENTE Violence per 1000 population for different CSP areas. The values are: Plymouth (3.9), Torbay (3.7), Cornwall (2.1), Devon (1.9), and Isles of Scilly (0). A red horizontal line indicates the Peninsula average at 2.4.</p>
	<p>*Night time economy violence measured through a proxy which includes: assaults occurring in the street/ public houses/ nightclubs/ takeaways between 21:00 and 04:59 throughout the week and excluding domestic related violence.</p>

Alcohol, violence & the night time economy

Trends: Alcohol

- **Problem use of alcohol**, measured by the risk associated with an estimated **83,000 higher risk drinkers** in our resident population, continues to present a **high risk to communities** across the Peninsula;
- Whilst **important to the local economy**, all partnership areas highlight that alcohol has **significant negative impacts on the wellbeing** of their local area, including hospital admissions and worklessness linked to alcohol. As the chart³⁴ shows, performance compared with the England average is **significantly worse** across most indicators in **Plymouth and Torbay**. Sub-Devon county indicators also highlight **Exeter** for alcohol-related crime, hospital admissions and binge drinking;
- There is a higher proportion of employment in bars within the Peninsula than the national average; highlighting the **importance of the licensed trade** as employers and its role in tackling the impacts of alcohol on our communities. It is also estimated that there are **267,000 binge drinkers** across the Peninsula;

Alcohol indicators	Cornwall & Isles of Scilly	Devon	Plymouth	Torbay	Compared with England average
Alcohol-specific mortality males				H	Significantly Higher
Alcohol-specific mortality females				H	
Mortality from chronic liver disease males	L			H	H
Mortality from chronic liver disease females					Not significant
Alcohol-attributable mortality males					
Alcohol-attributable mortality females					
Alcohol-specific hospital admissions under 18	H		H	H	Significantly Lower
Alcohol-specific hospital admissions males		L		H	
Alcohol-specific hospital admissions females	H		H	H	L
Alcohol-attributable crime	L	L	H	H	
Alcohol-attributable violence	L	L	H	H	
Alcohol-attributable sexual offences			H		
Binge drinking (synthetic estimate)			H		
Employees in bars - % of all employees	H	H	H	H	

- In 2013/14 there were **17,966 crimes recorded in which alcohol was flagged as being a relevant factor**. The rates for these **vary across the Peninsula** and are **much higher in Torbay and Plymouth** (15.5 and 16.3 alcohol-related crimes per 1,000 population) than in Devon and Cornwall (8.5 and 9.9 alcohol-related crimes per 1,000 population);
- **Just below half of the alcohol-related crimes were Violence with or without Injury** (47%). Other alcohol-related crimes included **Public Order** (9%), **Criminal Damage** (8%) and **Shoplifting** (8%);
- **Not all alcohol-related violence happens within the night time economy**; it is also identified as a factor in **domestic violence**, and in **violence between adults happening in the daytime**, and **happening at home**;
- On average, **62% of violent offences** each month during this reporting cycle had alcohol identified as a contributing factor (ranging from 55% to 79%). This drops to an average of **53% of all violence** when domestic abuse is excluded;

³⁴ [Local Alcohol Profiles for England](#) (Public Health England, 2013)

- The identification of **alcohol** as a contributing factor has been more robustly recorded within crime data since January 2013; however audits suggest that this marker is missed in about 23% of crime records in which it could be applied.

Trends: Violence

- Our violent crime rate remains **above the average** for our most similar group of police forces nationally;
- **Violence With Injury levels are relatively stable but less serious violence (without injury) continues to increase;**
- **Violence Without Injury** increased by 7% (636 offences) in 2013/14. Eighty-four percent of these crimes are **low level common assault**, but the category also includes much rarer **crimes where the risk of harm can rapidly escalate**, like **stalking** (<1%) and **harassment** (14%);
- Violence associated with the **night time economy**³⁵ has **remained stable or reduced** across all areas;
- The proportion of all **violence reports that are domestic** has increased slightly (from 32% to 35%), whilst the proportion of **violent offences falling within the night time economy**²⁴ **decreased** (from 22% to 20%);
- Continuing improving trends within **night time economy** mean that **the risk of violence, particularly serious violence, in this context is reducing;**
- Other Violence³⁶ – predominantly comprising day time violence and offences that do not take place in a public place – presents a **greater challenge to manage than night time economy violence** due to continued escalation in the number of reported crimes. This harder to define grouping is explored in more detail in the ["Other Violence report"](#);
- Violent crime has **predictable peaks** in the **summer** (apart from in Plymouth) and around **Christmas/New Year**.
- In university towns like Exeter, Plymouth and Falmouth, **Freshers Week** and student activities have been linked with increases in alcohol related harm, nuisance behaviour and violence.

People and place

- All partnership areas confirm that overall **young males continue to be at greatest overall risk of involvement in violence**, particularly violence linked to the night time economy. Our **growing student populations** in Plymouth, Exeter and Falmouth remain highlighted as a key group for prevention initiatives;
- The highest rates of violence continue to be found in **cities and larger towns** across the Peninsula, particularly Plymouth, Exeter, Torquay and Newquay where there is not only a higher density of pubs, clubs and night-life but also an additional **daily influx of people from more rural areas** for work, education and leisure;
- After city centres, **deprived neighbourhoods** tend to have higher rates of violence per head of population;
- We know from offender assessments undertaken by Probation and the Youth Offending Service that **problem use of alcohol is strongly linked to risk of reoffending;**

³⁵ Assaults occurring in the street/public houses/nightclubs/takeaways between 21:00 and 04:59 and excluding domestic related violence.

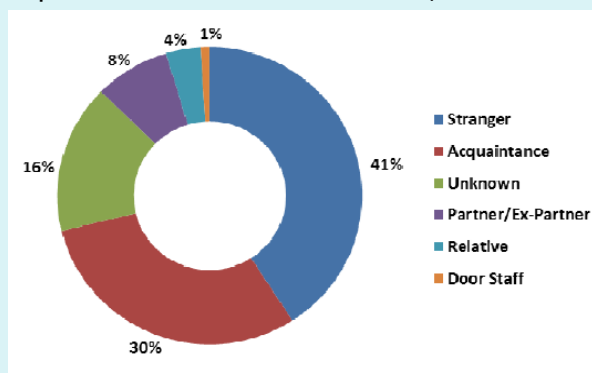
³⁶ Debbie Unwin (2014) "Other" violent crime – violence not categorised as evening night time economy or domestic abuse.

- The **victim/offender** picture for **violence outside of the night time economy** definition is **more complex** and is explored in more detail in the ["Other Violence report"](#);
- Collectively the evidence suggests that targeting **problem drinking in offenders** may bring benefits in reducing the harms of alcohol, for individuals and their families but also for the wider community;
- Problem alcohol use is frequently highlighted as a **barrier** that **prevents services from helping** individuals and their families with other issues, such as finding employment, addressing domestic and family abuse, and gaining support for mental health issues;
- Shared approaches with health partners across the Peninsula highlight a number of other **priority groups** for **targeted alcohol interventions**. These include **parents, people with complex needs** (including mental health problems and learning disabilities), **repeat attendees** to hospitals and presentations in other health settings (for example, GPs) with priority health conditions that evidence shows are most likely to be linked to alcohol, such as hypertension and mental/behavioural disorders.

Alcohol Related Assaults attending hospital³⁷

Analysing assault data collected in Emergency Departments (EDs)³⁸ within the Peninsula (excluding Plymouth³⁹) **reinforces that alcohol-related violence is under-reported** to police; but **reflects the same key messages in terms of people and place** as the crime data.

- **Nearly two thirds of assaults** (64%) were **recorded as alcohol related**;
- Over a third of all **victims were aged between 18 and 24 years** (39%); The majority of victims reporting were **male** (74%);
- Just under 10% of victims reporting to the four EDs were **under 18**, of which **34% reported that the incident was alcohol related**;
- Patterns of time and day clearly highlight the link between **assaults requiring hospital treatment and the night time economy**, with the majority of assaults happening over the weekend and between the hours of 21:00 and 04:59. **93% of assaults occurring in this time period were described as alcohol-related**;
- Nearly half of all attendees said that they had reported the incident to the police already and a further (18%) intended to report the incident. However, where the incident had not been reported already, the majority (82%) did not intend to report it. **Over a third of assaults presenting at the EDs are not reported to the police**;
- **12% of all assaults** recorded within ARID would be classed as **domestic abuse** (where the attacker is a relative or partner/ex-partner) ; At **Torbay ED this proportion increases to 18%**; Of the victims within these categories, **41% had not reported the incident to the police**.



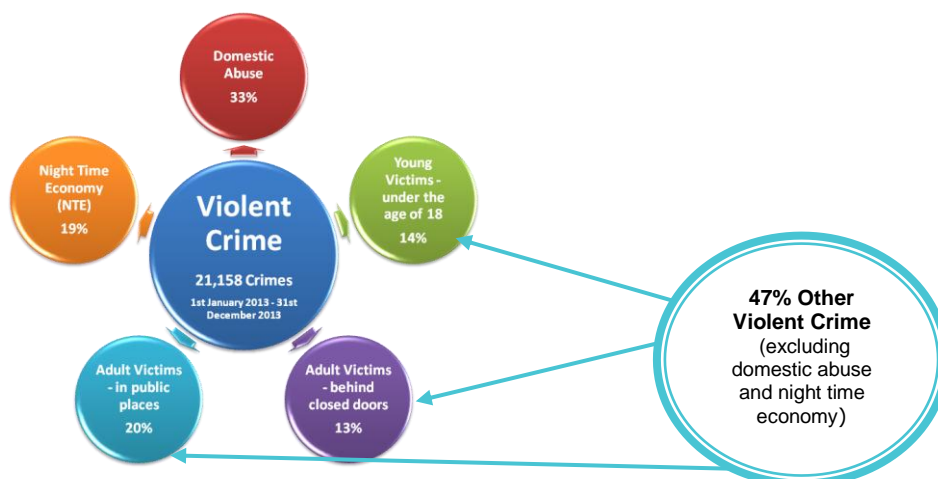
Relationship between offenders and victims

³⁷ Devon and Cornwall Peninsula ARID report April 2013-March 2014, by Simon Viles, Safer Cornwall.

³⁸ ARID is an Assault Related Injuries Database used within four Emergency Departments (EDs) in the peninsula. In 2013/14 it collected data from 712 people who attended an ED as a result of being assaulted.

³⁹ Plymouth continues to develop its emergency department data sharing procedures with data provided directly to analysts within Public Health. The findings of this analysis supports that reported above via ARID with similar demographic and temporal findings, focusing particularly on young males and the evening and night time economy. Analysis has failed to identify new locations of violence with assaults still very much centred on the City Centre and immediately surrounding neighbourhoods

Understanding other violence – not identified as domestic, or within the night time economy⁴⁰



In trying to reduce overall violence, **partnership activity has generally focused on reducing violence within the night time economy** (estimated at the project date as about 19%) whilst **simultaneously trying to reduce harm but increase reporting about domestic abuse** (at the time of the project, this was 33% of the total violence).

The remaining **'other violence'** groups together so many different contexts for crime that **problem solving efforts** to reduce it **may have been happening locally**, but the picture is less clear at Peninsula level.

This analysis builds on the previous Peninsula Strategic Assessment, Force and Local Partnerships Assessments (which began to propose contexts in which 'other violence' was occurring) to give the first Peninsula wide overview of 'other' violence.

Some of the contexts offer easier partnership responses than others. Links between 'other violence' and all four of the Peninsula priorities emerge, with **initiatives contributing to reducing domestic abuse, anti-social behaviour and re-offending required.**

Across all of these contexts:

- Very high volumes of other violent crimes **result in very little or no injury**;
- Offences which **occur within families, relationships, or domestic settings**, but where one party is under the age of 16, are categorised as 'other violence' rather than domestic. This analysis identifies some insight into contexts in which preventing 'other violence' may also interrupt cycles of domestic abuse.
- **Alcohol is confirmed as a clear factor in other violence**, not just within the night time economy category;
- The way we measure crime linked to night time economy businesses/environments may need to be refined to take account of 'spillover' into residential settings.

⁴⁰ Debbie Unwin (2014) "Other" violent crime – violence not categorised as evening night time economy or domestic abuse. This project was undertaken earlier in the year, as preparation for the PSA. It draws on a different reporting period (the calendar year 2013), so **the percentages of overall crime vary slightly** from those quoted **elsewhere in the PSA.**

Adult victims in public places (over 4,000 crimes between January and December 2013 = 20% of all violence):

- This included offences that **look like typical NTE offences**, but occur before 21:00;
- Often involve **similarly aged victims and offenders** (25% were young adults aged 18-25 years, 10% were under 18);
- **Alcohol and to a lesser extent drugs use** do appear to be contributing factors;
- **Two thirds** of those injured enough to **attend Emergency Departments indicate alcohol was involved**;
- **96% resulted in no or slight injuries**. Use of weapons even against those seriously injured is uncommon;
- Offences occur on the **streets** (50%+), **shopping centres** (7%), **hospitals** (5%), **car parks** (3%) **schools** (3%);
- No apparent increase in December, but increases between February and August; Slight increases on Fridays and Saturdays;
- **Neighbour** and **inter-family disputes** feature; data about the relationship between offender and victim could be stronger, but over a third of offences were between relatives, neighbours, or employees;
- In Torbay, analysis using similar groupings identified **that the offender was known to the victim** in just under half of cases;
- Over a third of **offenders were already known to the police**, with two-thirds of these having **pre-existing warning markers for violence**;
- In Cornwall, analysis using similar groupings indicated that **this subset of violent crime was increasing** (we do not yet have trend information Peninsula wide).

'Other violence' against under 18s (nearly 3,000 crimes between January and December 2013 = 14% of all violence):

- **98%** of offences in this category resulted in **no or slight injuries**;
- **Large groups and gangs** don't feature, instead offences are between individual victims and one or two offenders;
- Peaks immediately at the **end of the school day**, on the **route home from school** or **happening at school**. 10% of these are resolved by the school which usually would not result in a crime record being generated, but there are some indications that parents or third parties are in addition seeking police action;
- Young people are most vulnerable to becoming victims at the **start and mid years of secondary school** (with offenders coming from similar year groups);
- School-linked violence was **greatest in the Autumn term**;
- In Cornwall, analysis using similar groupings indicated a **small reduction** in day time /early evening violence outside the home against young people (we do not yet have trend information Peninsula wide);
- In **summer holidays and at weekends** and **evening peaks** – over a third of violence is in the **home**, with the rest in **public spaces**. It seems likely this will increase with cuts in youth provision across the Peninsula;
- Some indications of **parents struggling to control family disputes**, for example between siblings;
- Detailed review of a sample of crime records suggests that **alcohol and drugs are not major drivers of violence** in this category. However, within the very small volume of **16/17 year olds admitted to hospital** following assaults, **over half indicate alcohol** was involved.

Adult victims behind closed doors (nearly 2,600 crimes between January and December 2013 = 13% of all violence):

- **Alcohol and to a lesser extent drug** use do appear to be contributing factors;
- Offences mainly occurred within private dwellings;
- **Where victims were between 18 and 25 years old: offenders were of a similar age**; violence was in the home; it occurred in early and very late evening and rose at weekends – possible **'spillover' from the night time economy** through **pre-loading** before, or returning home after typical licensing hours. This type of violence increased **in December/January and May/July**;
- In Cornwall, analysis using similar groupings indicated that this type of crime was reducing (we do not yet have trend information Peninsula wide);
- **When victims were over 25 years old:** the dynamic changed, over a third of offenders were young people under 18, with most being **between 14 and 15 years old, generating violence against adults** in their home;
- Once the victims and offenders were aged 16, the same behaviour would be classed as domestic abuse. **Developing interventions aimed at under 16s could prevent domestic offences**;
- Over a third of crime records scrutinised indicated **alcohol or drug use**, mainly when violence occurred between adults;
- Some indications of **inter-generational violence** (along with **'underage domestic'** which could indicate **violence between vulnerable adults and carers**) and of **families struggling to control social issues**;
- In Cornwall, analysis using similar groupings indicated that this **type of crime was increasing** (we do not yet have trend information Peninsula wide)

New Psychoactive Substances (NPS)

New Psychoactive Substances is a generic term for the relatively recent phenomenon of **substances produced to mimic the effects of traditional illicit drugs**. NPS is not a perfect term, as some were first synthesised a considerable time ago and are not inherently 'new', just newly available or newly misused. Other expressions to describe NPS, such as 'legal highs', are inaccurate and unhelpful as many NPS have been controlled under the Misuse of Drugs Act 1971, and therefore NPS can refer to both controlled and non-controlled substances;

Notwithstanding these issues, the Home Office's expert review panel defined New Psychoactive Substances as:

'Psychoactive drugs, newly available in the UK, which are not prohibited by the United Nations Drug Conventions but which may pose a public health threat comparable to that posed by substances listed in these conventions.'

- The emergence of new drugs is not in itself a new phenomenon. However, the **speed and scale** at which substances are now emerging distinguishes the current NPS situation from new drugs that have previously emerged;
- NPS have been highlighted as a **continuing emerging threat** in the Peninsula, in line with the current national picture;
- Research on the social harms of NPS use is limited. National research concludes that the **social harms of NPS use are equivalent to those of other**

- recreational/ club drugs**⁴¹. This means at present it is likely that NPS use is not significantly driving crime, anti-social behaviour and other social harms;
- **NPS** could however impact crime and community safety in a range of ways. This includes **anti-social behaviour** and **aggressive and extreme behaviour** whilst under the influence of NPS; **overdoses** and **emergency treatment**; and the need to resource **general harm reduction** and **education**. **Long term health impacts** on users are **currently unknown**;
 - Non-controlled NPS are commonly sold from **headshops** and **'clearnet'**⁴² retailers. Retailers will often mark their products 'not for human consumption' and therefore provide no information about the use or harms of NPS;
 - Incidents linked to NPS are **widely reported in the media** and this has raised their profile. NPS should be considered in the context of illegal drug use (particularly those deemed problematic such as heroin) as these pose a far greater threat to our communities in terms of harm, crime and cost. Between January 2013 to February 2014 there were **two deaths linked to NPS** across the Peninsula, **compared with 55 deaths potentially linked to other controlled substances**;
 - **Alcohol remains assessed as a far greater threat** to our community than either illegal drug use or NPS;
 - The police strategy includes a **bi-annual problem profile** (including data from partners), guidance on dealing with NPS and education for sellers and users. Data collected historically on NPS is patchy and work over the two years since the last problem profile to improve this should help us to better understand the impact of NPS on our communities;
 - 2012 analysis about NPS use in Devon and Cornwall identified:
 - Although traditionally linked to use by young people, NPS are also being seen within the **illicit drug using community of all ages** as part of poly (multiple) drug use;
 - NPS are being seen in the **night time economy**, particularly clubs;
 - Supply routes vary from **peer to peer**, to **"headshops"** and **via the internet**.

The Crime Survey for England and Wales⁴³ has begun to ask questions about people's use within the last year of the legal drugs salvia and nitrous oxide. In 2013/14:

- A **stable proportion** (2% of adults aged 16 to 59) **had taken nitrous oxide** in the last year; this proportion equates to **approximately 20,000 users of nitrous oxide in the Peninsula**;
- A **significant increase** in the proportion (0.5% of adults aged 16 to 59) had **taken salvia** in the last year; this proportion equates to **approximately 4,350 users of salvia in the Peninsula**.

A large proportion of users are **young people**. For young adults, aged 16 to 24:

- A **relatively stable** proportion of 8% had **taken nitrous oxide** in the last year; this equates to **approximately 12,700 young adult users within the Peninsula**;
- A **relatively stable** proportion of nearly 2% had taken salvia in the last year; this equates to **approximately 3,000 young adult users within the Peninsula**.

⁴¹ Advisory Council on the Misuse of Drugs, 2009

⁴² The 'clearnet' refers to websites that are openly available on the internet.

⁴³ www.gov.uk/publications/drug-misuse-findings-from-the-2013-to-2014-csew

Illegal Drug Use and the Night Time Economy

- The **misuse of drugs** is currently assessed as a **medium level threat** to our communities - **much lower than the threat from alcohol**;
- The prevalence of **frequent drug use nationally** has **remained broadly stable** over the last three years. In 2013 to 2014, the Crime Survey for England⁴⁴ and Wales found that 3% of adults aged 16 to 59 were defined as frequent drug users (having taken any illicit drug more than once a month on average in the last year). This equates to **around 27,000 frequent drug users across the Peninsula**;
- **Young adults** were more likely to be frequent drug users than older people. The proportion of young adults aged 16 to 24 classed as frequent drug users (7%) was **more than twice as high** as the proportion of all adults aged 16 to 59 (3%). This gives an **estimation of 11,000 young people who are frequently using drugs in the Peninsula**;
- Levels of use of any illicit drug use were **higher among men** than women and among those who lived in more deprived areas. The frequency of drugs misuse increased with frequency of visits to **nightclubs** and **pubs**; this was particularly true for **class A drugs** and **powder cocaine**;
- This suggests a clear link between **drug use and the night time economy**.

What have we achieved this year?

Our aims and objectives to tackle alcohol, violence and the night time economy are:

Aim	To reduce the harms of alcohol on individuals, their families and the community and reduce the risk of violent crime
Agreed Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To improve opportunities for early identification and intervention with problem alcohol users, including offenders, to enable them to reduce their drinking risk. 2. To reduce the rate of alcohol-related hospital admissions by developing a range of approaches in Emergency Departments and in the community. 3. To reduce alcohol-related crime and work with partners to provide a vibrant, safe night time economy. 4. To understand and address the drivers of violent crime that is not linked to the night time economy; including safeguarding young people from involvement in crime (as victims or offenders). 5. To work collaboratively to identify and address key locations, licensed premises and individuals that represent the greatest risk of harm.

- **Local alcohol strategies**, drawn on evidence from alcohol needs assessments and Joint Strategic Needs Assessments⁴⁵ should provide a sound framework for achieving the alcohol linked objectives identified in the 2012/13 assessment;
- Reducing the harms of alcohol is a shared priority with health across the Peninsula and delivery is supported by **joint commissioning** arrangements through Drug and Alcohol Action Teams and Health and Wellbeing Boards;

⁴⁴ www.gov.uk/publications/drug-misuse-findings-from-the-2013-to-2014-csew

⁴⁵ Needs assessment of health and wellbeing led by local Health and Wellbeing Boards, including evidence from local authorities, health and other partners

- New **recovery-orientated integrated**⁴⁶ **drug and alcohol treatment** services have become operational in Torbay (with extended investment), Cornwall and Devon (although implementation in Devon is at an early stage);
- Both Devon and Cornwall specify stronger roles for their local Drug Intervention Programmes in addressing problem alcohol use in offenders;
- Early identification of alcohol problems and providing information to help people to reduce their drinking risk (or signposting into specialist treatment) are universally recognised as important. Most partnership areas are putting greater emphasis on developing **effective early intervention and prevention** approaches rather than increasing activity related to the night time economy;
- **Intervention and Brief Advice** has been implemented Peninsula wide across a range of health, social care and criminal justice services.
- In Cornwall and Torbay partners are increasingly using **multi-agency data** to identify high attendees at hospital for supportive intervention. Assault Related Injury Data (ARID)⁴⁷ is being used tactically and strategically across Devon, Cornwall and Torbay, with expansions into Minor Injury Units and an amalgamated approach with Plymouth's standalone system planned. In Cornwall, development of **alcohol related death analysis** (in treatment, post treatment and alcohol related suicides) is underway and will commence in 2015;
- Across Geographical Devon (including Plymouth and Torbay) a framework to **identify specific mental health and substance misuse issues on entry to Police Custody suites**, and offering support from that point is in place (liaison and diversion service);
- Plymouth remains focused on sustaining **its proactive policing of the night time economy**, although increasingly this is mainstreamed, with a reduction in dedicated Operation Expound assets;
- Torbay was awarded a **Purple Flag** in 2011, which has twice been reassessed and re-awarded, for the quality of its night time economy. The flag is an accreditation scheme which recognises excellence in the management of town and city centres at night;
- Specific partnership groups focused on improving safety in the **night time economy** and reducing alcohol related violence are well established across the Peninsula. A range of initiatives are being delivered on an ongoing basis in collaboration with local businesses and partners, including proactive policing, multi-agency patrols and voluntary sector provision (street marshalls, taxi marshalls and street pastors), use of enforcement tools (such as Cumulative Impact Zones and Designated Public Place Orders), safer drinking and personal safety campaigns;
- The promotion of **responsible retailing** has been a focus this year, with programmes in Devon, Cornwall, Plymouth, and soon to be in Torbay) to tackle the sale of superstrength/low cost alcohol in targeted areas. This includes **Reducing the Strength** – a voluntary campaign that asks retailers to refrain from stocking and selling low cost, high volume beers and ciders; Substance Misuse and Alcohol Awareness Retail Training; and the expansion of Best Bar None;
- Torbay are improving their **Licensing Forum meetings** and their approach to partnership working, to get improved engagement from the trade;

⁴⁶ Recovery-oriented means that every person has a care plan that is tailored to their individual needs, aspirations and recovery capital. Integrated means that all the relevant partners work together to the same care plan, to maximise the potential to achieve recovery.

⁴⁷ ARID collects information on presentations for assault from Emergency Departments in Royal Cornwall Hospital Trust (RCHT) in Cornwall and Barnstaple, Exeter and Torbay hospitals in Devon, capturing a significant number of assaults that are not reported to the police.

- A recommended focus on developing an understanding of the nature and drivers of violence that is neither domestic nor within the night time economy was introduced in the 2012/13 assessment in response to rising trends. A Peninsula-wide approach to co-develop or pilot initiatives in responding to the [other violence](#) described in this assessment is recommended;
- All Peninsula partnerships demonstrate **evidence-based targeting of people and places that cause the most problems**, from the use of their strategic and other needs assessments to determine partnership priorities to the development of local initiatives in response to analysis of crime and other data and community concerns;
- There is currently **limited evidence of evaluation** of initiatives and campaigns but it is recognised as an area that is starting to improve. Plymouth, for example, has recently commissioned Plymouth University to evaluate the Alcohol Peer Assist Programme, an education programme for young people in schools;
- In Devon, Drug and Alcohol Teams (DAAT) are working with colleagues from a range of organisations including treatment providers, Young People's services, Police, Community Safety and Trading Standards to **monitor the emerging issue of New Psychoactive Substances (NPS)**. The work aims to explore the nature, extent and impact of these substances and to consider ways of working together to develop a coordinated approach;
- Since April 2013 the **Drug Treatment Monitoring System** database has required treatment providers to **collect data of NPS** use from everyone entering substance misuse treatment and it is hoped that this will become available from 2015/2016.

Challenges for the coming year

- The **rising trend for violence**, whether a genuine rise or a reporting issue, is **still a serious concern**; particularly as there is **no clear plan in place to address "Other Violence"** which because it is less likely to be alcohol-related sits outside of the scope of partnerships' Alcohol Strategies, and crosses many different portfolios;
- **Monitoring, evaluation and measuring outcomes** is a key challenge across a number of areas, including local delivery of initiatives and campaigns, alcohol-related crime, the effectiveness of Identification and Brief Advice (training and delivery) and criminal justice interventions. Opportunities to **share best practice** and learning would be **enhanced by a better understanding** of what works and in what contexts;
- Budget cuts mean that many areas across the Peninsula have **withdrawn CCTV coverage** completely, affecting Cornwall and parts of Devon. This reduces opportunities for early intervention and prevention of street violence, thefts and criminal damage;
- There is an ongoing need to **build on existing engagement** with **both the on and the off trade**, but the Police and Crime Commissioner has started a dialogue with supermarket chains with a view to a common regional alcohol retail agreement across the Peninsula;
- The **Police Reform and Social Responsibility Act 2011** provided new tools for local areas to consider using to manage the night time economy. These included a **late night levy** to help cover the cost of policing the late night economy, increasing the flexibility of **early morning alcohol restriction orders** (EMROs) and doubling fines for persistent underage sales. However there are practical difficulties in terms of using some of these powers and Late Night

Levies and early morning alcohol restriction orders are yet to be used, with no current plans to use in the Peninsula.⁴⁸

- We may not have yet seen the full impacts of the **prolonged recession and Welfare Reform**. Increases in problem alcohol use and alcohol-related violence are predicted over the longer term, putting additional demand on services to respond against a backdrop of cuts and continued uncertainty in the public sector.
- The Home Office Alcohol Strategy response to consultation was published in July 2014, adapting licensing conditions. As a part of this, below cost alcohol bans were implemented in May 2014;
- **Health are now included as a responsible authority** in terms of licensing applications and reviews, but encouragement is needed to ensure this opportunity is taken. There no licensing objective relating to Health so Health must make representation based on the previous licensing objectives. Without a specific health objective it is difficult to challenge on grounds of health related harm;
- **New Anti-Social Behaviour tools and powers** were implemented in October 2014. This should offer partnerships **more flexibility to address alcohol issues and concerns early**;
- **Communicating effectively with the public** about alcohol related harm beyond the night time economy remains challenging; particularly as trade sponsorship is difficult to access in the current economic climate.

⁴⁸ www.homeoffice.gov.uk/drugs/alcohol/rebalancing-consultation/

QUICK FACTS – POLICE RECORDED ANTI-SOCIAL BEHAVIOUR			
Current figures refer to the 12 month period ending 31 March 2014			
Levels of crime	46,027 incidents / 27.3 incidents per 1,000 resident population		
National comparison	27% lower than the national average Nationally, 37.2 Incidents per 1,000 resident population, HMIC		
Annual change	Reduced by 1,592 incidents / 3.3% compared with 2012/13		
General trend			
Seasonality	<p>Clear seasonal bias with more incidents in the summer months and fewer in the winter.</p>		
Breakdown of incident types			
Incident rates by CSP area	<p>Highest – Plymouth: 10,300 incidents / 39.9 per 1000 residents Lowest – IoS: 11 incidents / 4.9 per 1,000 residents</p>		
People and place	<table border="0"> <tr> <td style="vertical-align: top;"> <p>People</p> <ul style="list-style-type: none"> • Causes high levels of concern amongst residents • Vulnerable and repeat victims • Persistent adult perpetrators, substance misuse and mental health (Torbay) • Neighbourhood disputes </td> <td style="vertical-align: top;"> <p>Place</p> <ul style="list-style-type: none"> • Urban centres • Links to night time economy • Deprived places </td> </tr> </table>	<p>People</p> <ul style="list-style-type: none"> • Causes high levels of concern amongst residents • Vulnerable and repeat victims • Persistent adult perpetrators, substance misuse and mental health (Torbay) • Neighbourhood disputes 	<p>Place</p> <ul style="list-style-type: none"> • Urban centres • Links to night time economy • Deprived places
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Anti-social behaviour

Trends

- Peninsula-wide levels of Anti-Social Behaviour reported to the police are **considerably lower than the national average**, but this is not experienced consistently across the area. In Plymouth and Torbay, rates per thousand are on a par, or slightly higher than the national average. In Devon and Cornwall, rates are much lower;
- The number of incidents reported is **reducing year on year** and is currently lower than half the volume of incidents reported in 2008/09. There are signs that this may be levelling off: the reduction Peninsula wide was only 3.3%, (the lowest percentage reduction in the last 5 years) and in Plymouth the trend is flat (no longer reducing).
- While reports to police of Anti-Social Behaviour have fallen, the **remaining cases are often more complex**, with more victims and perpetrators who have entrenched vulnerability, including **mental health and substance abuse issues**. These cases require additional time and resources to resolve and often involve a number of partners. While this is based locally on anecdotal evidence as this is not routinely recorded in systems, the issue of complexity and overlapping vulnerability are also identified as a growing problem by other parts of the UK;⁴⁹
- There has been **no change in the proportional breakdown of types of Anti Social Behaviour**;
- The majority of anti-social behaviour incidents reported to the police remains **Rowdy/Nuisance Behaviour**. The Strategic Threat & Risk Assessment Matrix indicates this has reduced from a high to a medium risk to our communities. It remains important due to the large but decreasing volume of incidents and the importance placed on tackling it by local communities, partners and nationally;
- Despite the falls in reported incidence, **Anti-Social Behaviour continues to be one of the most commonly cited concerns by residents** and many feel that local issues have worsened rather than improved (a finding echoed in research conducted for the HMIC in 2012⁵⁰);
- There is a predictable **peak in July and August** in all partnership areas, with a number of common factors including tourism, different patterns of social behaviour linked to warmer weather, school holidays and people spending more time outdoors;
- Peak times for Rowdy/Nuisance Behaviour remain in the **late night/early hours of the morning** period linked to the **night time economy**; but the overall picture for Anti-Social Behaviour within the night time economy is improving;
- In a reversal of previous trends, in Cornwall and Plymouth there are indications that Anti-Social Behaviour incidents (in Plymouth, specifically street drinking) are now less concentrated on the weekend, but occurring more regularly throughout the week;
- Two of the largest volume offences (Rowdy Inconsiderate Behaviour and Rowdy Nuisance Neighbours) are stable or decreasing;
- Overall **Street Drinking has increased** with a greater proportion involving rowdy nuisance behaviour;
- Both Cornwall and Torbay note **rises in reports of Rowdy/Nuisance Neighbours** (13% and 3% respectively) although this reduced slightly elsewhere, and presented a stable trend across the Peninsula. Incidents of

⁴⁹ www.londoncouncils.gov.uk/policylobbying

⁵⁰ Her Majesty's Inspectorate of Constabulary (HMIC) Police Response to Anti-Social Behaviour Research; Report for Devon and Cornwall Police (Ipsos MORI, 2012)

Begging and Vagrancy, although making up only a small proportion of incidents reported (2%), have increased by 9% across the Peninsula, with all areas except Cornwall identifying a rise. This may be part of an overall picture of **increasing poverty and homelessness**. Significantly higher numbers of homelessness applications⁵¹ are noted within Plymouth, although volumes appear to have stabilised elsewhere.

Public Order Offences

Public Order offences are a new grouping that was established in recent years as part of a reclassification of crime. Compared with the average for our MSF, the crime rate is high and the **trend is rising**⁵².

- Local Analysis in Torbay and Cornwall has identified that **offences are spread throughout the day and the week**, and in Torbay peaked mid afternoon.
- In Cornwall, **young people** (under the age of 25) are at greatest overall risk of involvement in Public Order Offences with offenders predominantly men. The peak age for victims is less obvious with similar rates of incidents against people aged between 15 and 44; however they are more likely to be female and not related to domestic abuse.
- Under 18s are mostly involved in **daytime offending**.
- The proportion of crimes where offender details are recorded has dropped from around half in 2011/12 to a third during 2013/14.

People and place

- The impact of Anti-Social Behaviour on individuals and communities varies considerably, as does the perception of what constitutes anti-social – lifestyle, perceived vulnerabilities, social inclusion (or exclusion) and the presence of other crime and disorder issues are all contributory factors;
- Some of these differences are reflected in survey responses. For example, the Cornwall Have Your Say survey found that female respondents and people who disclosed a disability or limiting long term illness were more likely to feel **unsafe in their local area**, young people were **more likely to think that Street Drinking was a problem**, whereas 25-34 year olds (more likely to have young children) were more concerned about Noisy Neighbours. In a national survey⁵³, a relatively high proportion of Anti-Social Behaviour victims from our police force area identified themselves as vulnerable due to health or disability;
- Understanding how and when people are most **vulnerable to anti-social behaviour escalating** is a focus area for police and partners. Future assessments are likely to be informed by stronger identification of vulnerability through the **ViST**⁵⁴ and **Victim Risk Assessment (VRA)** tools;
- We are unable to profile either victims or perpetrators of Anti-Social Behaviour from the current data shared with partnerships and this leaves a big **gap in our knowledge**;
- Nationally, repeat callers to the police about Anti-Social Behaviour were slightly more likely to be men than women, and were not, contrary to stereotypes, concentrated in the older age groups;

⁵¹ Local authorities' action under the homelessness provisions of the Housing Acts: financial year 2012/13 (Department for Communities and Local Government)

⁵² See Data on page 21 - [Community Safety Overview](#)

⁵³ Personal, Situational and Incidental Vulnerabilities to ASB Harm: a follow up study; Dr Helen Innes & Prof. Martin Innes, Universities' Police Science Institute, Cardiff University (a report to HMIC, January 2013)

⁵⁴ Vulnerability Screening Tool

- Our demographic includes a larger cohort of **potentially vulnerable people**, particularly those who are older or disabled;
- We do know that issues with **neighbours can be particularly problematic** and distressing; often these are concentrated in **deprived areas**. Plymouth and Torbay identify people in private and social rented sectors as particularly vulnerable to persistent Anti-Social Behaviour;
- In terms of perpetrators, both Cornwall and Torbay report that problematic perpetrators are usually **adults rather than juveniles**. Torbay highlights that issues with vulnerability, including **substance misuse** and **mental health problems** are often factors;
- There are the predictable concentrations of Anti-Social Behaviour in town and city centres and in more deprived wards.

What have we achieved this year?

Our aims and objectives to tackle Anti-Social Behaviour are:

Aim	To ensure effective resolution of ASB, divert perpetrators and identify and support vulnerable individuals in our communities
Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To work with partners and the community to identify local priorities and implement effective sustainable solutions, including cost effective approaches such as mediation and restorative justice. 2. To work with communities to increase confidence that local problems are dealt with effectively, reduce perceptions of ASB and ensure high satisfaction levels among victims. 3. To work with partners to divert young people from ASB, making effective use of existing engagement mechanisms. 4. To identify persistent offenders; make effective use of enforcement tools to protect the community and help offenders change their behaviour. 5. To provide intensive, integrated and early intervention support to “troubled” families through family intervention projects, improving outcomes for parents and children. 6. To identify and protect those that are at greatest risk of harm from ASB, including repeat and vulnerable victims.

- A **Peninsula wide Anti-Social Behaviour Group** has been established as the Strategic Delivery Group for this priority, with much of their work this year focussed on **working together to develop training and guidelines** for dealing with the new powers introduced in October 2014;
- **Effective collaboration and problem solving** involving a range of partners, in the form of well established **Partnership and Locality Tasking groups**, form the backbone of successful responses to locally identified Anti-Social Behaviour issues. There is strong evidence of Anti-Social Behaviour as a shared priority across the statutory, community and business sectors;
- The **structure and working practices** of the Anti-Social Behaviour team in Cornwall has been recognised nationally by the LGA and Home Office Select Committee as a model of good practice. These Anti-Social Behaviour practices and policies have also been adopted by Plymouth CSP;
- There are **similar risk assessment processes in place** across the Peninsula to identify and respond to **repeat and vulnerable victims** and all Anti-Social Behaviour Teams are able to facilitate case conferences for vulnerable victims. Work is underway to ensure that there is a consistent approach to risk assessment and the support provided;

- Plymouth continues to deliver a **specialist vulnerable victims service** and in 2013/14 in excess of 250 vulnerable victims received a service. Plymouth CSP has set a target of increasing this further to 300 in 2014/15;
- Vulnerable and repeat victims are identified by the police using the Victim Risk Assessment⁵⁵ (VRA) tool which has extended from Cornwall to a Peninsula approach, with a protocol awaiting sign off;
- Information on **recurrent vulnerability themes** and **outcomes for victims** receiving specialist support would allow us to make a more informed assessment of how well we are achieving in our aim to safeguard the most vulnerable;
- Torbay Council has appointed a Vulnerability and Complex Needs Officer on secondment from Devon Partnership Trust. This post will work with Community Safety staff to provide advice, guidance, training and contact with health services;
- **Prevention and early intervention work** with young people is diverse. Projects range from universal education around community safety to more targeted interventions in specific problem locations or with young people known to be at risk of offending. Cornwall's project Phoenix⁵⁶ has won awards during 2013/14, including the Silver Award from the Learning Awards 2014. This scheme is currently being independently evaluated;
- **Restorative justice and mediation solutions** are available across the Peninsula and being utilised particularly with low level cases in Torbay, Plymouth and Devon to positive effect. Cornwall is developing their use of these approaches and now has trained mediators in their Anti-Social Behaviour teams; In Plymouth a Restorative Justice Co-ordinator has been recruited on behalf of the Restorative Approaches Forum, and the forum is developing a process for self and other agency referrals to be received via a non-reported crime route.
- **Consultation with communities** about the issues that matter to them and their confidence in and satisfaction with local services remains variable across the Peninsula;
- Torbay has developed a partnership approach to tackling **rogue landlords** and drive up standards of accommodation in the private rented sector. The minority of landlords who have an adverse impact on, or exploit tenants and the wider community are being targeted for prosecution;
- Torbay publishes a **youth services directory**, updated monthly, that ensures that the full range of options available is widely publicised. Youth intervention projects are particularly vulnerable to budget cuts, public sector restructuring and reprioritisation of resources to more front line functions;
- The **three-stage escalation process** is proving to be an effective prevention tool and all partnership areas demonstrate good use of the range of enforcement measures available to tackle anti-social behaviour including Dispersal Orders, premises and crack house closures, Anti-Social Behaviour Orders and Drink Banning Orders;
- In Plymouth, **partnerships with the business sector** to tackle **Anti-Social Behaviour and retail theft** have been developed.

⁵⁵ VRA contains prompts to assess the risk of a particular person becoming a victim of crime

⁵⁶ The **Phoenix** model has been developed to deliver **courses to specific target groups** (offenders, problem drug and alcohol users in recovery, long term unemployed, young people at risk of exclusion and/or offending) and courses are co-delivered with relevant partner agencies. Phoenix for families has now been developed.

Troubled Families

The **National Troubled Families programme** has been in place for approaching three years, and since its introduction partnerships across the Peninsula have supported Local Authorities in its delivery. Whilst projects vary between areas, the common objective is to offer **additional support** to households where there are **multiple and complex needs**;

The current programme involves approximately **4,000 families**, Peninsula-wide, who met at least three of the original criteria: children involved in youth crime or any type of anti-social behaviour, children not attending or excluded from school, or adults receiving an out of work benefit;

It is expected that all areas will have seen at least 75% of these families achieving **sustained positive outcomes** by February 2015;

Phase 2 of the Troubled Families programme extends the criteria, with a much greater community safety and safeguarding focus. It is anticipated that approximately **12,000 families** across the Peninsula will be eligible for the next phase of the programme, which will begin in April 2015;

From April 2015, families must meet at least 2 of the following:

- **Parents or children** involved in **crime or Anti-Social Behaviour** (a much more extensive factor than the previous youth crime or Anti-Social Behaviour)
- Families affected by **domestic violence and abuse**
- **Children who need help** (going Missing/at risk of Child Sexual Exploitation/subject to Child Protection Plan)
- **Parents or children with** a range of **health problems**;
- **Children** who have **not been attending school** regularly;
- **Adults out of work**, at risk of **financial exclusion**, or young people at **risk of worklessness**.

Plymouth are an early-adopter, and will be working to the new criteria from November 2014;

This programme links to, and offers preventative activity towards all of our priority areas, but presents a number of practical challenges in developing shared datasets, analytical capability, and monitoring processes, alongside a massive upscale in resources.

Challenges for the coming year

- The proposals set out in the [Anti-Social Behaviour, Crime and Policing Bill](#) come into effect in October 2014. This requires Community Safety Partnerships to lead on the **Community Trigger** function and coordinate a multi-agency approach to Anti-Social Behaviour;
- The new legislation will give Anti-Social Behaviour teams a **wider range of powers** that can be used in order to **prevent and reduce the escalation of incidents**. The changing legislation will provide **some new opportunities** to tackle Anti-Social Behaviour but there is a possibility there **may be additional costs** as we develop the **ability to use the new powers effectively**;

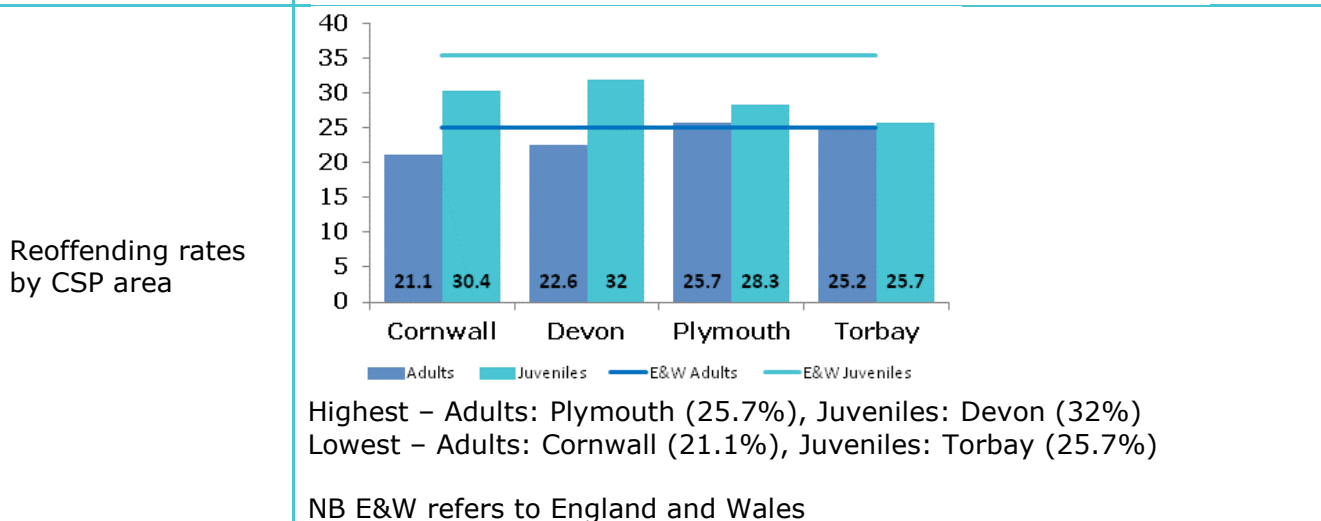
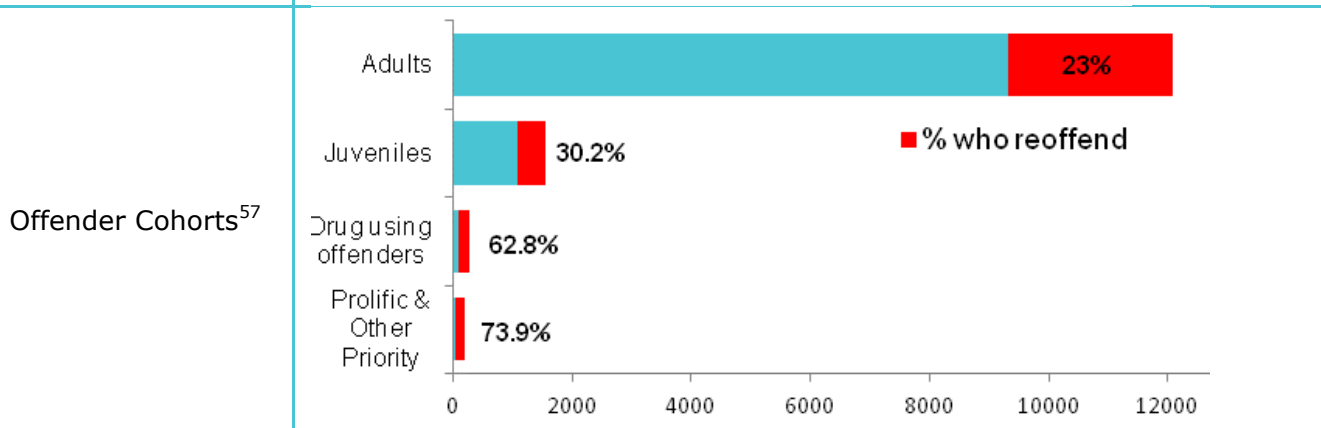
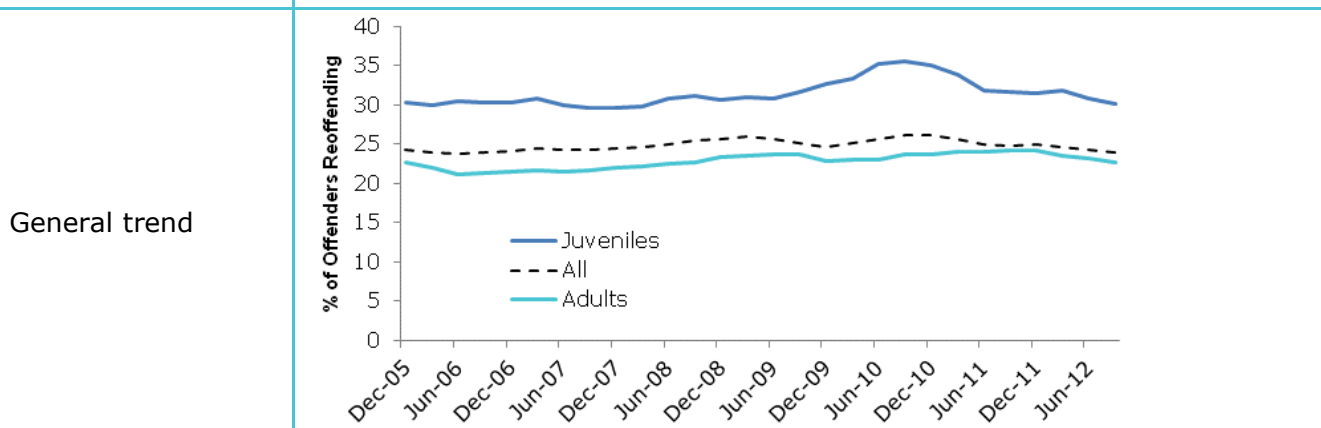
These new powers are described below:

- A **Civil Injunction** aims to stop or prevent individuals engaging in anti-social behaviour quickly, nipping problems in the bud before they escalate;
 - A **Criminal Behaviour Order** can be issued by any criminal court against a person who has been convicted of an offence. This aims to tackle the most persistently anti-social individuals who are also engaged in criminal activity;
 - The **Community Protection Notice** is aimed to stop a person, business or organisation committing Anti-Social Behaviour which spoils the community's quality of life;
 - The **Public Spaces Protection Order (PSPO)** is designed to stop individuals or groups committing Anti-Social Behaviour in a public space;
 - A **New Closure Order** allows the police or council to quickly close premises which are being used, or likely to be used, to commit nuisance or disorder;
 - The **Police Power to Disperse** can require a person committing or likely to commit Anti-Social Behaviour, crime or disorder to leave an area for up to 48 hours;
 - **Community Triggers** give victims and communities the right to request a review of their case and bring agencies together to take a joined up, problem-solving approach to find a solution.
- There are budget proposals across the Peninsula to **reduce or cease services** that could impact on the level and response to Anti-Social Behaviour; Mapping of service provision that could provide additional and/or specialist support, clear referral pathways and enhanced joint working could help to reduce this risk;
 - Changes to police recording of Anti-Social Behaviour over recent years may be masking **emerging trends** that could inform targeting of resources. **Additional data from partners** could assist in building a more accurate picture but capacity to analyse it is problematic for all partnerships except Cornwall;
 - Evidence of **evaluation and measuring outcomes is patchy** across all partnership areas, making it difficult to identify best practice. Community-based approaches to tackling Anti-Social Behaviour could be transferrable to other areas and present opportunities to share learning if we understand what works and in what contexts;
 - **Restorative justice and mediation** to resolve community issues are not used consistently across the Peninsula and this is a further area that may **benefit from a shared learning approach**. There is increased investment in this area, with approaches being developed within each partnership. Restorative Justice Working, based in Cornwall, will each receive £15,000 to raise awareness and increase understanding of restorative justice.
 - Measures of **public perceptions and victim satisfaction** vary and are **not currently comparable** across the Peninsula. Surveys are resource intensive and costly and in many areas have been cut back.

QUICK FACTS – REOFFENDING

All offenders cautioned, convicted or released from custody in the 12 month period ending September 2012, measured over the following 12 months

Reoffending rate	Total cohort 13,651 23.8% of offenders reoffended within 12 months 3,255 reoffenders, 8,730 offences (2.7 offences per reoffender)
National comparison	1.2 percentage points lower than the England and Wales average (25%)
Annual change	Reduced by 1.0 percentage points / 4% compared with previous year



⁵⁷ Data for 'drug using offenders' and 'prolific and other priority' is only updated once a year. This data refers to the 12 month period ending December 2011.

Reoffending

Transforming Rehabilitation is a reform programme that is **changing the way offenders are managed in the community to bring down reoffending rates while continuing to protect the public.**

The key aspects of the reforms are:

- Opening up the market to a diverse range of **new rehabilitation providers** to get the best out of the public, voluntary and private sectors and giving them the flexibility to do what works;
- **Only paying** providers in full **for real reductions in reoffending**;
- Giving **statutory supervision** and rehabilitation in the community **to every offender released from custody**, including 50,000 of the most prolific group of offenders (those sentenced to less than 12 months in custody);
- Establishing a **nationwide 'through the prison gate' resettlement** service to give most offenders continuity of support from custody into the community; a network of [resettlement prisons](#) will ensure that most offenders continue to be supported by the same provider as they move from custody into the community;
- Creating a **new public sector National Probation Service** that will work predominantly with the most high-risk offenders;
- Forming 21 new Community Rehabilitation Companies (CRCs) to turn around the lives of medium and low-risk offenders.⁵⁸

Over the course of 2013/14 **Transforming Rehabilitation** has started to significantly alter the delivery landscape for reducing reoffending within the Peninsula. Devon and Cornwall Probation Trust has been split into two distinct functions: the National Probation Service (NPS) and a public/private Community Rehabilitation Company (CRC). The CRC retains some of the Probation Trust staff.

The **CRC contract package** area **includes Dorset** alongside the Peninsula. In the long term, there are opportunities to work with a greater number of partners, including CSPs within Dorset, but in the short term this presents some challenges. **Data sharing arrangements** have become more complex and there is **considerable staff churn.**

As a result, at this time of greatest change, our **assessments of re-offending risk**, the **volumes within existing and newly extended cohorts**, and the **potential impact of different payment incentives** are less clear than we would like them to be. This is particularly concerning as CSPs are likely to face **new demands for the provision of rehabilitation services** and **scale and scope** are unclear. The CSP Chairs are keen to commission more detailed analysis of re-offending risks during the coming year.

Trends

- The latest figures from the [Ministry of Justice](#) **indicate improvements across the Peninsula over the last 12 months**; with **rates falling in line with or dropping below the national average**;
- The **proportions of adults and young people** that reoffend have **continued to drop** over the last 12 months and the volume of identified re-offences has

⁵⁸ <http://www.justice.gov.uk/transforming-rehabilitation>

also decreased; yet nationally it is reported that the current cohorts are comprised of offenders whose characteristics mean they are more likely to re-offend;

Measure	Adults	Change last 12 months		
Total offenders	12,097	↓	-1572	-11.5%
Reoffenders	2,786	↓	-456	-14%
% who reoffend	23%	↓	-0.7pp	-3%
Reoffences	7,598	↓	-1408	-15.6%
Reoffences per reoffender	2.7	↓	-0.1	-3.6%

Measure	Young offenders	Change last 12 months		
Total offenders	1,554	↓	-635	-29%
Reoffenders	469	↓	-226	-32.5%
% who reoffend	30.2%	↓	-1.5pp	-4.7%
Reoffences	1,132	↓	-712	-38.6%
Reoffences per reoffender	2.4	↓	-0.24	-9%

- **Young people are more likely to reoffend** than adults but **youth offending accounts for only 13%** of re-offences committed. Youth offending cohorts have **dropped** steadily over the last couple of years but local services report that these **smaller cohorts have increasingly complex needs**;
- Although the data is older, the **highest rates of reoffending** remain estimated to be amongst **drug using and Prolific and Other Priority offenders**; there is significant crossover between these cohorts and they account for somewhere between 5% and 9% of re-offenders and re-offences collectively;
- National data indicates that **offenders committing acquisitive crimes** and **serving short term prison sentences** are also more likely to reoffend, hence the extension of supervision to include prisoners serving less than a year. Risk to communities of acquisitive crime is low and **levels of acquisitive crime continued to reduce** in 2013/14;

People and Place

- Offenders are amongst the **most socially excluded** in society and often have **complex and deep-rooted** health and social problems, such as substance misuse, mental health, homelessness and debt, family and financial problems. Understanding and addressing these underlying issues in a co-ordinated way plays a key role in reducing crime in the long term and breaking the cycle of offending behaviour from one generation to the next.
- Information on the profile and needs of offenders is drawn from the assessments undertaken by Probation (for those under their supervision, described as statutory offenders) and local Youth Offending Service/Teams (YOTs). **In the past, 80% of the adult cohort** included in the national measures of reoffending were **non-statutory offenders** and this included offenders released from prison after sentences of less than 12 months, one of the higher risk groups in terms of likelihood to reoffend. We need to develop a **greater understanding about this group** who will now be supervised by CRCs, to ensure that we have the right services to tackle reoffending effectively.
- Analysis of issues relating to the statutory cohort indicates:
 - **Problems with drugs and/or alcohol remain significant risk factors** in reoffending for both adults and young people. Information about other **health and wellbeing needs is limited**;

- Engaging adult offenders in community drug and alcohol treatment continues to present a challenge, particularly **offenders using drugs other than opiates** (heroin);
- As well as addressing thinking and behaviour, attitudes and lifestyle (factors underlying all offending behaviour), local analysis confirms the importance of addressing **family and relationships**, particularly **domestic abuse**, for both adult and young offenders;
- Offenders **risks relating to financial difficulties** and problems with housing are flagged as factors that **may become increasingly problematic** over the next couple of years;
- There is a high prevalence of **speech and language problems amongst young offenders** and this has been recognised locally as well as nationally;

Youth Reoffending

YOTs in Devon and Cornwall have recently undertaken analysis of reoffending as part of a project initiated by the Youth Justice Board (YJB). The analysis focussed on the 2011/12 cohort (**young people receiving a caution of court disposal** during 2011/12). This cohort was **tracked for 18 months** to see if they had reoffended within 12 months.

For this cohort all four YOTs had **reoffending rates below the national average** and the Peninsula rate was 31.8% compared to the national rate of 35.4%. There were 0.88 offences per offender compared to 1.02 nationally. The project is not fully completed but some of the key initial findings are:

- Though **looked after children**⁵⁹ are a small part of the cohort they were **more likely to offend** than children who had never been looked after. In Torbay more than 50% of looked after children reoffended. In Devon they committed more than four times the number of re-offences per offender; Research in Cornwall shows a young person in care are **more likely to be charged with Violence Against the Person**, Criminal Damage, Theft and Handling and breach offences;
- Devon found that **reoffending increased with age**. Cornwall found the reoffending rate for **10-13 and 14 year olds** were significantly higher than older young people. Torbay found the **highest rate in 10-13** year old cohort, most of whom **received no intervention**;
- Reoffending rates were **high in many areas** where there was **no intervention** e.g. Reprimands, Fines and Discharges. Both Torbay and Cornwall had higher rates of reoffending for younger people which may be linked to this;
- **Males were more likely to offend** initially and **to reoffend**;
- There were some differences between reoffending by qualifying outcome type. In Torbay performance was very good for first tier⁶⁰ with other tiers being higher than the national average. In Devon pre-court reoffending was higher than the national average with first tier, community (typically Youth Rehabilitation Orders) and custody better than the national average. Cornwall performed better than the national average for Community and Custodial orders;
- **Violence, theft and handling** were the main re-offence types in both areas.
- In Cornwall, those who reoffended were **more likely to offend within three months of the initial offence**. In Torbay about half of those who reoffended did so within three months;

⁵⁹ Young people under 18 who are provided with care and accommodation by children's services.

⁶⁰ Young person's first appearance in court - typically a referral order

- Devon found ASSET⁶¹ to be a good indicator of the likelihood of reoffending; Torbay also found that high ASSET scores were more likely to reoffend;
- In terms of seriousness of further reoffending Torbay found that **a third of re-offenders committed a more serious re-offence.**

What have we achieved this year?

Information provided in the four local strategic assessments is very much focused on the **statutory providers**. A more thorough mapping exercise would enable us to better understand what all of the partners, including the voluntary and community sector, contribute across the **“critical pathways”** out of reoffending:

- Accommodation
- Drug and Alcohol Misuse
- Financial Management and Income
- Education, Training and Employment
- Children and Families
- Health
- Attitudes, Thinking and Behaviour
- Women offenders

This will be crucial in understanding how we can best work in partnership with the new Community Rehabilitation Companies.

Our aims and objectives to tackle reoffending are:

Aim	To reduce crime by tackling the underlying causes of offending and reintegrate offenders and their communities
Agreed Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To identify, target and work proactively with the offenders that present the highest risk of harm to their communities. 2. To work with partners to address substance use in offenders, tackling dependency and problem use of drugs and alcohol, improve mental and physical health, aid recovery and reduce the risk of reoffending. 3. To work with partners to provide stable accommodation and opportunities for training and sustainable employment for offenders. 4. To provide a “whole family” approach to tackling reoffending that utilises existing family intervention programmes and addresses issues such as domestic abuse, parenting and breaking the intergenerational cycle of offending. 5. To support young people at risk of or engaged in offending through positive early intervention and divert them from future criminal careers.

- We can evidence good **progress** to some extent towards most of the objectives with the establishment of [TurnAround](#) Integrated Offender Management (IOM) to work with the offenders most likely to reoffend. Both local and national measures indicate that we are successful in reducing reoffending;
- The annual drugs needs assessment and commissioning plan cycle is **well established** across the Peninsula through Drug and Alcohol Action Teams and joint commissioning arrangements with health. Engaging offenders in drug treatment and reducing associated **reoffending is a core element** and this process encompasses local delivery of the **Drugs Intervention Programme**.

⁶¹ Asset is a structured assessment tool used by Youth Offending Teams (YOTs) with young offenders who come into contact with them.

Some information about this process was included in local strategic assessments but strengthening the links and read-across between these two areas is still developing;

- The extent to which partnership areas **share and analyse information around the wider needs of offenders** and evaluate what is in place to address specific areas of risk, appears **highly variable**;
- Youth Offending Services/Teams across the Peninsula demonstrate **better than average success in reducing reoffending** amongst the young people engaged with them, compared with the South West and England averages. Numbers of first time entrants into the Youth Justice System have reduced and use of **custody is comparatively low**, particularly in Cornwall and Devon;
- There is strong evidence of prevention and early intervention with young people being embedded into other work streams, particularly in community based and multi-agency approaches to tackling [Anti-Social Behaviour](#). Continued delivery of prevention work is **particularly vulnerable** to reducing budgets, as resources may be reprioritised to statutory functions.

TurnAround IOM – where are we now?

Based upon national integrated offender management (IOM) good practice, on 1st April 2012, a Peninsula-wide approach was adopted to tackle prolific offending, named TurnAround. The scheme manages a **selected and locally defined cohort** of prolific offenders regardless of whether they are under statutory supervision or not. Often their offending is linked to substance misuse.

TurnAround IOM provides a **local framework for agencies to work together** to ensure that those offenders whose crime causes most concern locally are managed in a co-ordinated way, bringing greater coherence to the local delivery programmes and approaches to tackle serious acquisitive crime and reduce re-offending.

Both the CRC and the NPS are fully committed to continuing the work within the Integrated Offender Management model in order to assist in reducing reoffending.

The team has targeted the most prolific offenders who have been released after serving a **short sentence** and who pose the **highest risk of reoffending**. During 2013/14, the TurnAround IOM teams worked with 707 different offenders across the Peninsula and **48% did not commit any further crimes in that year**.

TurnAround Team Areas	No of crimes	% of crimes	No of offenders NOT reoffending	No of offenders Reoffending	% Reoffending	Av crimes per re-offender
Cornwall	523	30.1%	118	125	51%	4.1
Plymouth	354	20.4%	64	78	54%	4.5
South & West Devon	448	25.8%	71	78	52%	5.7
of which Torbay -	424	24.4%	49	65	57%	6.5
North & East Devon	413	23.8%	84	89	51%	4.6
of which Exeter, East & Mid Devon	304	17.5%	59	68	53%	4.4
& North Devon & Torridge	109	6.3%	25	21	45%	5.1
Peninsula Total	1738	-	337	370	52.3%	4.7

There is **no national benchmark** set for comparative 'good' performance when working with a cohort of prolific offenders, however to have almost 50% of prolific

offenders not offending within a twelve month period intuitively appears to be a **high level of performance** reflecting positive outcomes from the integrated partnership working. National reoffending rates for prolific offenders last year were at 76% so 24% not offending.

Challenges for the coming year

- **Substantial changes to policy, legislation and service delivery structure** (further to **Transforming Rehabilitation** and introduction of [LASPO](#)) present both opportunities and risks and will significantly alter the delivery landscape. Other **changes to commissioning arrangements** are just being established. We will gain a better understanding over the coming year;
- **Data sharing arrangements** with the new CRCs are not yet established, limiting their involvement in this interim assessment;
- There is an **increased focus on offenders with families** within the new Phase 2 [Troubled Families Programme](#);
- Ongoing challenges of austerity and the anticipated impacts of Welfare Reform, including an **increase in financial issues as a driver for crime, reduced employment opportunities and more demand on housing support**;
- Potential increase in **complexity of offender needs** combined with a period of **unprecedented change and uncertainty in terms of how services are delivered**.
- The **critical pathways** out of reoffending cover a **wide range of service areas** and in these times of diminishing budgets and resources, **ensuring that reoffending is considered in all of these different contexts is key to achieving efficiencies** and ultimately better outcomes for offenders;
- Under the new arrangements, offenders subject to any length of custodial sentence will receive **12 months of supervision**, whereas previously this applied to only those serving sentences of 12 months or longer. This will create extra demand on agencies involved in rehabilitation and it is not clear when this is due for implementation or the volumes involved;
- **Reductions in youth offending** are **highly dependent on effective diversion** and intervention schemes. **Preventative work may be under threat due to budget cuts** and reprioritisation of resources to more statutory functions;
- Projects are developing across the Peninsula to improve and increase the range of **restorative justice (RJ) provision**; working together to increase our understanding of **how different approaches are contributing to the reduction of crime** is important in identifying which methods of providing RJ should be extended.

QUICK FACTS – HATE CRIME

Current figures refer to the 12 month period ending 31 March 2014; total incidents include crimes and non-crimes

<p>Level of crime</p>	<p>Total hate incidents: 1,219 / 0.7 per 1000 resident population Racially/religiously aggravated crimes: 621 / 0.37 per 1,000 resident population</p>											
<p>National comparison</p>	<p>Racially/religiously aggravated crime only – 28% above our most similar family of forces (0.29 crimes per 1,000 resident population, ONS)</p>											
<p>Annual change</p>	<p>Increased by 42 incidents / 30% compared with 2012/13 Increased by 86 crimes / 9% compared with 2012/13</p>											
<p>General trend</p>												
<p>Breakdown of incident types</p>	<table border="1" style="margin-left: 20px;"> <tr> <td>Racist</td> <td>71%</td> </tr> <tr> <td>Homophobic</td> <td>14%</td> </tr> <tr> <td>Disablist</td> <td>10%</td> </tr> <tr> <td>Religious/Belief</td> <td>3%</td> </tr> <tr> <td>Transphobic</td> <td>2%</td> </tr> </table>		Racist	71%	Homophobic	14%	Disablist	10%	Religious/Belief	3%	Transphobic	2%
Racist	71%											
Homophobic	14%											
Disablist	10%											
Religious/Belief	3%											
Transphobic	2%											
<p>Incident rates by CSP area</p>	<p>Highest – Torbay – 197 crimes / 1.5 per 1,000 population Lowest – Devon – 391 crimes / 0.5 per 1,000 population and Cornwall – 272 crimes / 0.5 per 1,000 population</p>											
<p>People and place</p>	<p>People</p> <ul style="list-style-type: none"> • High levels of under-reporting, particularly disability hate crime 	<p>Place</p> <ul style="list-style-type: none"> • Disadvantaged communities where tensions may be exacerbated by economic climate • Emerging communities 										

Additional risk: Hate crime & hidden harm

Trends

- Based on the low numbers of incidents reported to the police, hate crime would be assessed as a **low risk issue** across the Peninsula;
- We know that reports of hate crime to the police are not representative of the real experiences of minority groups, nationally as well as locally - the actual number of people affected could be in the thousands;
- All partnership areas show increases in the number of hate crimes and incidents overall reported to the police. Note that the Isles of Scilly have only reported three hate crimes in the last two years, so are not included in the comparisons made here.
- **Racist hate crime** remains the **highest volume** hate crime and has varied the most across the Peninsula, with small increases in Plymouth, Cornwall and Torbay and stability in Devon. In total, an additional 64 racist crimes were identified across the Peninsula;
- **Homophobic hate crime** has increased by 15% (22 offences) with rises everywhere in the Peninsula except Plymouth where levels have remained stable;
- All areas have seen a large proportional rise in **disability hate crime**; Peninsula wide this represents an additional 39 offences;
- The volume of **religious hate crime** is extremely low, with an additional 21 offences this year across the Peninsula;
- The volume of **transphobic offences** decreased slightly, by seven offences Peninsula wide;
- Although **increased reporting** across most of the strands of hate crime suggests that we are moving in the right direction, we cannot discount the possibility that there may be an **increase in actual incidents**;
- There are some worrying **emerging national issues** that may play a part in rising trends. The spike in anti-Islamic attacks following in the wake of the murder of fusilier Lee Rigby last year, the **global issues surrounding ISIS** and the intense negative focus on **immigration** and "**benefits scroungers**" are being cited by national charities as driving up the actual incidence of hate attacks.

People and place

- The majority of current reported hate crime is **racist**. Although the Peninsula has a far lower proportion of ethnic minorities than the national average, the demographic has changed considerably in ways which may not be apparent from national statistics. There are increasing numbers of **overseas students** and both **transient and migrant workers** across the Peninsula. It is currently unclear whether the rise in racist hate crime is reported by established, emerging or transient communities;
- **Under reporting of disability hate crime** has been raised as a significant concern nationally. This currently represents 10% of all our recorded hate crime, and developing our understanding of this area and the linked issue of Mate Crime⁶² is acutely important, particularly identifying where individuals are targeted as a result of **multiple or complex vulnerability**, or which forms of disability are currently most under-reflected within reports;
- **2% of hate crime** is also identified as **domestic abuse**; nationally the level of domestic hate crime is thought to be much higher, especially targeting the **disabled population**;

⁶² <http://www.justice.gov.uk/transforming-rehabilitation>

- Last year, the most frequently reported and identified hate offences against victims were **Public Order Offences** and **Violence Without Injury**. The victim profile showed a notable bias towards **younger males** and Cornwall notes that offenders also fall into this demographic;
- The context of reported hate crime and links to anti-social behaviour, alcohol and the night time economy are currently unclear as is the nature of repeated events or the circumstances which motivate perpetrators;
- Torbay has the highest reported rate of hate incidents (1.5 per 1000 population) and saw the greatest increase compared to last year. Plymouth is comparable (1.4 per 1000 population).

What have we achieved this year?

In the PSA 2012/13 we defined our aims and objectives to tackle the additional risk area of hate crime and hidden harm:

Aim	To work together to better understand and assess the true impact of hate crime and hidden harm in our communities, improve our understanding of issues for vulnerable groups and improve reporting
Agreed Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To improve access to reporting options and promote them effectively. 2. To develop and promote local support and referral pathways for victims. 3. To raise awareness – confirm a zero tolerance message and provide training on when and how to report, both with frontline staff and people in the community who may be victimised or at risk. 4. To increase our understanding of the problem, working with partners from public, private and third sectors to analyse the issue and to improve data collection, integration, and interpretation.

- Devon and Cornwall have **partnership sub-groups** to address hate crime and all partnership areas have some form of strategy in place with similar shared objectives to those identified in the PSA;
- The primary focus is on **building confidence** in local communities to report hate and discrimination, to provide the opportunity for partners to take action and to ensure that the victim can **access the support** that they need;
- **Community third party reporting** options are already established in Plymouth (15 existing sites and more planned in the next 12 months) and five centres in Cornwall have been in place for a full year. In Cornwall, the organisations involved have developed and implemented a **common set of standards**, which includes policy and procedures, ethics, training and information sharing. A new third party reporting system is also being piloted in Devon;
- Launch of the Stop Hate UK 24 hr helpline;
- The police have developed a **pan-Peninsula Third Party Reporting Strategy** which relies on a strong community infrastructure to provide support. **Gaps in support infrastructure**, particularly for black and minority ethnic groups, have been highlighted as a risk to its successful implementation in Cornwall;
- Community safety partnerships delivered a range of activities aimed at raising awareness, including training for staff, public campaigns and targeted work with those who may be most vulnerable to becoming victims of hate crime;

- In Torbay a large number of initiatives have been undertaken to address racist, homophobic and disability hate crime over recent years. In 2013/14 the focus was mainly on **Hate and Mate Crime** – targeting in particular crimes against **disabled people** and **Lesbian, Gay, Bisexual and Transgender** (LGBT) communities. Activities included: attending events such as Disability World Cup Football; running Hate Crime awareness sessions; supporting the “Go To Guys” project – reporting disability hate / mate crime; and regular visits and engagement with local groups such as Learning Disability Partnership Board, Speaking Out for Torbay (SPOT), LGBT Youth Group, and Torbay Mosque;
- Cornwall developed the **“We Say NO To Hate”** campaign, launched in August 2013 with a series of **community pledge events** that were well supported by all partners, elected members and the public. The campaign encourages not only victims to come forward but also witnesses of hate incidents in the wider community;
- The City and Guilds **Train the Trainer programme on disability hate and mate crime**, was supported in both Devon and Cornwall;
- Devon have developed an initial E-learning module on Hate Crime;
- Cornwall anticipates that the implementation of their **Multi-Agency Hate Crime Protocol** developed by the partnership’s hate crime group will contribute to achieving all four objectives. The Protocol commits signatories to working together to put in place policy, procedures, training, and protocols for data collection and sharing that enable a more consistent, proactive, joined-up approach. Having received this commitment from all of the statutory partners in 2013, implementation began in earnest in 2014 with the establishment of the Strategic Hate Crime Scrutiny Working group;
- The Protocol also includes establishing a **multi-agency scrutiny panel to review and monitor** hate incidents and to agree actions to resolve any failings or blockages identified in achieving positive outcomes for victims; this will be led initially by the police. Similar provision has been **re-established in Devon** in the past year, also led by the police.
- The police have established Local Reference Groups led by the local Diverse Communities Teams over the last 12 months and these have enabled:
 - Improved access to local Commanders and stakeholders by key community members
 - Promotion of local support services
 - Awareness raising **within the service and within the community** (via attendees)
 - Increased understanding of hate crime

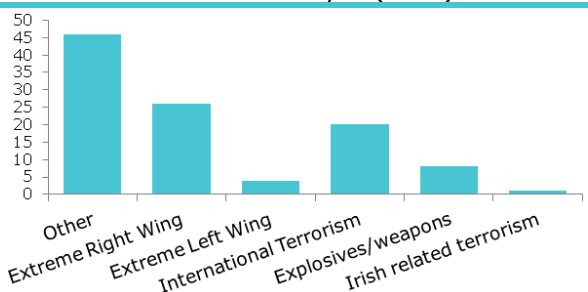
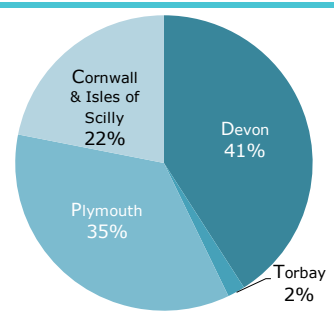
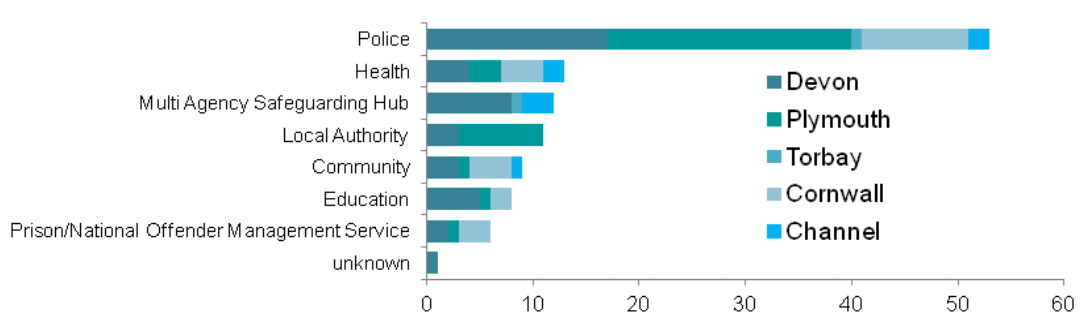
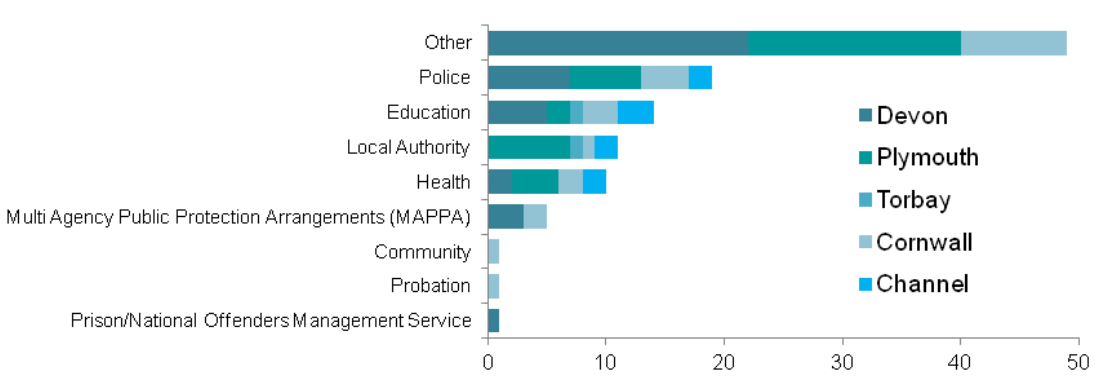
Challenges for the coming year

- We know that there is a **lack of confidence in the community** that public sector agencies will take hate crime seriously **and respond effectively**. The work that has been done so far, to build relationships with the voluntary and community sector and put processes in place to improve response to victims, should provide the foundations on which to build greater confidence but will require **continued focus from all partners** to maintain progress;
- Findings from the pilot to establish Hate Incident Support Centres in Cornwall show that it requires **significant commitment** to implement the minimum standards to ensure that all victims receive the same level of service. Pressure on **capacity in the voluntary and community sector** to provide advocacy and support to victims is a potential risk, particularly in times of reducing financial support from partners;

- Implementing local strategies will have **differing implications for individual partner agencies** depending on their level and type of contact with vulnerable groups and will be dependent on staff resources and training already in place to deal with issues around hate and discrimination and safeguarding.
- **Community tensions** arising from increasing poverty and pressures on vulnerable families, particularly in our most disadvantaged communities, may **create environments where hate crime and discrimination will thrive**. Attitudes may also be exacerbated by negative messages from the press and extreme right wing groups;
- The responsibility for **commissioning the majority of support services for victims** of crime, based on local needs and priorities, has been transferred to **Police and Crime Commissioners** with new commissioning arrangements expected to be in place from October 2014. Local commissioning intentions **place significant emphasis on the role of the voluntary and community infrastructure in providing support**. Although this presents opportunities for this sector, we have already established that there are some **significant risks around capacity and resilience**;
- A new [Code of Practice for Victims of Crime](#) was brought into force in December 2013, setting out the information and services that victims of crime will receive from criminal justice agencies in England and Wales. The **Code includes an enhanced level of service for victims** of the most serious crime, including victims of hate crime and persistently targeted, vulnerable or intimidated victims;
- A new [National Policing Hate Crime Strategy](#) has also just been published, which outlines the police service's commitment to tackling hate crime. To support the implementation of the strategy, the 2005 Hate Crime Manual has been replaced by College of Policing (2014) **Hate Crime Operational Guidance**.
- The Force Strategic Assessment stresses that **developing data and knowledge** products to enable better contextual understanding of hate crime at local levels will be important with changes to the Diverse Communities Team mainstreaming problem solving and community support. **Data collection and information sharing** around hate incidents presents a number of **challenges**, particularly with voluntary and community sector organisations. It is particularly important to **improve the sharing of evaluations** carried out in this area.

QUICK FACTS – PREVENTING VIOLENT EXTREMISM

Current figures describe referrals into the Channel process during the 12 month period ending 31 March 2014

Levels of referrals	113 referrals (with 8 adopted by Channel - adoption rate 6.8%)	
National comparison	Despite varying volumes of referrals across the country, key themes locally mirror the national themes (e.g. Mental Health, Internet/Gaming, Extreme Right Wing)	
Annual change	Referrals increased by 63 (125%) compared with 2012/2013. The number adopted by Channel has decreased by 4 (33%)	
Breakdown of referral themes and CSP area		
Identification of risk: Referrals into the process by agencies:		
Result of assessment process: Referrals out of Channel to other agencies		
People and places	<p>People</p> <ul style="list-style-type: none"> • There are some trends in referrals; although not in those subsequently assessed as vulnerable to radicalisation; • Many referrals feature mental health; • Nearly all referred were men; nearly half were White British; • 40% of those referred were aged 21-40 years, nearly 20% were under 18 	<p>Places</p> <ul style="list-style-type: none"> • Online and remote radicalisation makes those in remote communities vulnerable, with limited access to alternative narratives • Key places include educational establishments and health settings. • Community tension about immigration, deprivation and support for extreme right wing can indicate vulnerability to extremist narratives

Additional risk: Preventing Violent Extremism

- The referral process for statutory and third sector agencies and members of public to refer individuals thought to be vulnerable to radicalisation is known as **Channel**;
- Where concern is raised about an individual, their **risk of radicalisation** is assessed using a **multi agency process**. In most cases this review identifies **vulnerabilities other than radicalisation**, and the individual is signposted to **safeguarding** agencies for support;
- Partnerships across the Peninsula dealt with **113 referrals** over the past year, a huge increase on the previous 12 months;
- Many of these were linked to **extreme right wing activity**, which is driving demographic trend (white, male, British). This masks the fact that radicalisation can occur in a wide range of communities, but also indicates that agencies are alert to **radicalisation across a wide spectrum**, a positive move away from awareness focusing on Islamic extremism;
- A small proportion of referrals (8 people last year) present an **ongoing risk of radicalisation**, and their case is adopted into the **Channel process**. Local Authority led, partnership groups regularly review adopted Channel cases and identify **appropriate safeguarding interventions**;
- Most adopted Channel cases are **complex**, involving many agencies working together to design **unique interventions** and support for a range of **overlapping vulnerabilities**, in order to mitigate both the 'pull' towards radicalisation and the 'push' away from mainstream society.

Trends, people and place

- The **highest volume of referrals continues to come via the Police** (either raised to them by members of the public, or by officers/staff identifying vulnerability themselves);
- **Referrals from other agencies**, particularly Health and the Multi-Agency Safeguarding Hubs are **crucial**: based on this year's data, people identified via these routes are much more likely to be assessed as high risk of radicalisation; and adopted into Channel;
- **Partnerships which have invested in WRAP** (Workshop to Raise Awareness of Prevent) **training** across frontline staff have seen a **greater volume of referrals** than last year, with an increasing proportion originating outside of the police;
- The range of vulnerabilities identified clearly indicates the need for Preventing Violent Extremism to be **closely linked with wider safeguarding teams**, to **local partnerships** including Health and Wellbeing Boards and to drugs and hate crime practitioners across the Peninsula;

Vulnerable communities

- We know from the profile of those who go on to commit or plan extremist activity that vulnerability to radicalisation **exists across a broad social demographic**;
- Across the Peninsula, the majority of referrals are white British nationals, with the most prevalent Peninsula-wide theme being radicalisation **towards Extreme Right Wing (XRW)** causes;
- Although most extreme right wing activity within the Peninsula is comparatively low key, even just a few individuals or small groups can have a significant impact on community tension;

- Extreme Right Wing radicalisers **create narratives** linking austerity measures and **deprivation** to **immigration**; there may be increased vulnerability to both community tension and radicalisation in deprived communities with migrant populations;
- In the run up to a general election, these issues are likely to become more prominent. Legitimate support for parties taking a hard line on immigration and European engagement, and lawful protest activity may be hijacked by extreme right wing narratives;
- Narratives reflecting international extremist threats such as the Syrian crisis also developing, making **communities containing both XRW sympathisers and people with links to Syria and Iraq vulnerable**;
- Nationally, growing risks to and threat **from British nationals engaged in or returning from overseas struggles** particularly in Syria are becoming more apparent. Government agencies have urged communities to start conversations about **protecting young people from the dangers of travelling to Syria**⁶³, and to let people who genuinely want to help the Syrian cause know how they can do so safely and legally⁶⁴;
- The **internet, new technology and methods of communication** (gaming and fusion devices) continue to feature heavily within Channel referrals and across counter terrorism investigations.

What have we achieved this year?

In the PSA 2012/13 we defined our aims and objectives to tackle the additional risk area of preventing violent extremism:

Aim	To mainstream the delivery of Prevent alongside other safeguarding processes
Agree Objectives (Not in priority order)	<ol style="list-style-type: none"> 1. To develop, or continue to support partnership led strategic delivery structures for Prevent 2. To ensure WRAP training and awareness raising of the Channel (PVE) process amongst practitioners working with vulnerable communities across the Peninsula 3. To encourage the development of internet use and auditing policies amongst partnerships, third and private sector organisations.

- **Prevent partnership boards continue to develop.** Devon and Torbay have established a joint Prevent Strategic Group, and in Cornwall and Plymouth, Prevent groups have become more firmly established. There are challenges across the Peninsula in securing capacity to run, attend, and for services to manage the volume referrals resulting from the Channel process against a backdrop of cuts to services;
- Conferences and events in the past year have continued to embed Prevent as a **partnership-led process**, with Prevent groups reaching out to incorporate different partners with a role to play in mitigating risks relevant to their area;
- At a Peninsula level, this is most clearly identified in **the increased inclusion of partners from education**. Whilst partners from colleges and universities are generally well represented, the age profile of referrals suggests a growing need for **representation across secondary schools and academies**;

⁶³ <http://www.met.police.uk/Syria/booklet.pdf>

⁶⁴ [ACPO Press Release 24/04/14 – Prevent Tragedies: Starting the Conversation on Syria](#)

- A number of WRAP sessions have trained staff from colleges and universities across the Peninsula, and events designed to strengthen their ability to balance risks linked to visiting extremist speakers have also taken place;
- Across the Peninsula partnerships have been **developing and promoting internet use and auditing policies**, raising awareness of the role of the internet in enabling radicalisation of vulnerable people, and in promoting ways to remove inappropriate websites inciting terrorism⁶⁵;
- Devon's Prevent partnership group is developing policies and technical processes in relation to key **triggers** and being able to **audit internet usage**. As part of this, **aide memoire cards** have been developed and distributed to staff. The Prevent partnership in Cornwall has recently **collaborated with all Cornwall Colleges on use of IT systems and audits with referral pathways**;
- 'Torbay's Virtually S@fe project includes reference **to challenging and reporting violent extremist content online**. The project also aims to raise awareness with young people about inappropriate and criminal behaviours and to equip them with the confidence to seek support and report any issues of concern.

Challenges for the coming year

- Preventing Violent Extremism (PVE) and the Channel referral process **are heavily reliant on partnership involvement**. Although structures are now well established to embed PVE, **maintaining momentum** and a **high level of awareness about risk amongst frontline and specialist staff** is crucial; it is highly unlikely that counter terrorism officers will be the first point of contact with vulnerable people;
- With key Prevent partners undergoing **significant budget cuts, redundancies and restructuring** the extent to which the **awareness levels about PVE will be maintained** is unclear. Working with partners to ensure the new, shorter WRAP training forms part of their induction processes, embedding PVE in line with wider safeguarding practices and motivating them to deliver ongoing refreshed internal training is important;
- Whilst there is a clear partnership appetite to deliver **WRAP training** as widely as possible there are current barriers to this. With **budget cuts and subsequent resourcing challenges** there is a particular problem in agencies being able to release relevant staff to be able to complete WRAP training. From October the WRAP sessions will be delivered in one hour, hopefully enabling more staff to be released to attend them;
- In addition national demand for the Home Office 'Train the Trainers' package is currently outstripping supply which has restricted the number of trainers available across the Peninsula. This has been reviewed and a new process should enable more trainers to be available;
- With most Channel referrals still coming via the Police either from members of the public or from the officers/staff own identification of vulnerability, ensuring **the right people within key partnerships are aware and trust the referral process** as an **integral part of the wider safeguarding landscape** is important;
- The **internet and online gaming** continue to be key enablers to those seeking to radicalise vulnerable people: The Peninsula's vast and varied geography and the differences seen in wider urban/rural/coastal crime and disorder profiles are not as relevant in this theme; **vulnerable people can be radicalised anywhere** through these mediums;

⁶⁵ www.gov.uk/report-terrorism

- Some frontline services that engage vulnerable groups have been severely impacted by **cuts to partnership budgets** (for example youth clubs and services for vulnerable adults). This could have a **knock-on impact to the real life social contact** and relationships for a vulnerable person, encouraging more virtual (and often less scrutinised) relationships to be formed; Also there is less likelihood of these vulnerable people being engaged with any services which may identify early signs of radicalisation;
- 24 hour **immediate access to media reporting** of international and national events (some robust but often less accurate) could have an impact on individuals and/or groups, and lead to increased community tension in vulnerable communities. The activities of ISIS have generated intensive immediate social and mainstream media coverage;
- The risk of increase in **Extreme Right Wing** (XRW) activity and its impact on vulnerable communities makes it important to share indicators of community tension across agencies.

Section 4: JOINT PROJECTS

Measuring the impacts of **Welfare Reform** on crime – an update

Scoping Project: Understanding the impact of **Mental Health** on community safety

Scoping Project: Understanding the risk: **Modern Slavery**

Measuring the impacts of Welfare Reform on crime

Key findings

- 1 in 4 people in Torbay and 1 in 5 people in Cornwall of working age will be affected by the changes to welfare at various times over the next five years. We would expect a similar number to be affected in Plymouth and slightly fewer in Devon. For some people, **adapting will be more challenging** and people with mental health, drug and alcohol, domestic abuse or debt issues particularly may need extra support;
 - The welfare reforms are likely to have a **greater impact** on areas with **higher concentrations of benefit claimants**, particularly social housing estates and low income areas. Many of these areas will have been identified previously due to the **strong link between worklessness and poverty**;
 - Probable impacts in these disadvantaged areas include rises in **domestic abuse, problem drug and alcohol use, acquisitive crime** and **illegal lending**;
 - In 2013 a group of 50 areas across the Peninsula were selected in order to monitor the changes over the next few years. These were areas that were estimated to be **most vulnerable** to the changes, based on the level of reliance on benefits. They are already amongst those most vulnerable to becoming victims of crime, or offenders committing crime, or place high service demand on partners.
- **All partnership areas highlight the potentially negative impacts** of various elements of Welfare Reform and austerity changes on addressing our priorities. Overall the changes will result in a significant financial loss to individuals and families across the Peninsula, with associated impacts on communities and services, particularly those that provide support to vulnerable people.
 - Welfare Reform changes are predicted to result in a **loss of £514 million⁶⁶** per year across the 11 Local Authority areas; an average of **£476 per working age adult**.
 - Changes to **Incapacity Benefit will have the greatest financial impact** with an estimate of 34,600 individuals affected and a total of £121 million lost per year (£109 per person). The impacts of changes to Incapacity Benefit will **affect Cornwall and Plymouth most** – these two partnership areas make up 53% of the expected total of individuals affected;
 - Changes to **Child Benefit will have the greatest reach** in terms of households affected. **191,500 households will lose money** as a result of these changes (27% of households across the Peninsula) with an average reduction of £62 per household per year and a total loss of £64 million;
 - Welfare Reform changes are predicted to have a significantly greater effect in Torbay with a predicted loss of **£704 per working age adult** per year (compared with the mean of £441).

⁶⁶ Christina Beatty and Steve Fothergill (2013), '[Hitting the Poorest Places Hardest: the local and regional impact of welfare reform](#),' Sheffield Hallam University.

- The Peninsula Crime Analysts Network undertook a scoping exercise of both local⁶⁷ and national information to establish the likely impacts of Welfare Reform on crime and community safety issues. A summary of the key findings that are most relevant to community safety are presented here.

People

- An estimated **1 in 5 working age people in Cornwall and 1 in 4 in Torbay** will be affected by the changes to welfare at various times over the next five years.⁶⁸ We would expect a similar proportion to be affected in Plymouth and slightly fewer in Devon;
- A smaller number, including some **vulnerable groups, large families** and people who have been **out of work** due to **ill health and disability** may face significant reductions in income due to the **cumulative impact** of the reforms. Many of these groups will require support to adjust to changes in the way their benefits are paid or in seeking work;
- Universal Credit will be paid **directly to the individual household**, whereas in the past rent has often been paid directly to the landlord and other benefits have been paid to the individual. While in the past benefits were paid every week, under the new system this will be **every month**;
- Those who struggle to manage finances, for example people with **mental health, drug and alcohol, domestic abuse or debt issues** may find adapting to monthly benefit payment to the 'head of the household' challenging. This detail of the Universal Credit scheme is being refined, however, following pilot feedback;
- The shared accommodation rate for Housing Benefit was increased to include people up to 35 years old (previously 25). **Offenders, disabled people, people with mental health problems** and **those on low incomes** may find it especially difficult to find and maintain a room in a shared property, as they may be perceived as being more challenging to accommodate;
- This will also necessitate more individuals moving into Houses of Multiple Occupation (HMOs), **increasing demand** on spaces in this housing sector and **presenting additional risks** in terms of assessing their suitability for vulnerable people. This will stall transition from specialist accommodation provision (such as supported housing and refuges) into the community, which in turn will delay placements of vulnerable people in immediate housing need.

Place

- The welfare reforms will impact differently on different places, and are likely to have a **greater impact on areas with higher concentrations of benefit claimants**, particularly social housing estates and low income areas. Many of these areas will have been identified previously due to the **strong link between worklessness and poverty**;
- 130,000 people of working age across the Peninsula are claiming some form of benefit⁶⁹ (May 2014), making up 12.7% of the population, which is above the regional average (11%) and in line with the national average (12.9%). This varies between partnership areas from the **highest in Torbay** (18.4%) to the lowest in Devon (10.2%);

⁶⁷ Including Cornwall Council's nationally recognised comprehensive report [Welfare Reform Research](#)

⁶⁸ 50,000 people claiming DWP benefits (around half of which also claim council tax and/or housing benefit), plus around 12,000 people who claim local authority benefits only.

⁶⁹ Department for Work and Pensions, May 2014

- The changes are planned to be phased in over the next five years and hence we will not see the full impact on crime immediately. For example, existing claimants of benefits and tax credits will gradually be transferred to Universal Credit between April 2014 and March 2018.

Local authorities across the Peninsula are establishing different methods of measuring and monitoring the impacts of Welfare Reform as they unfold:

- Cornwall's **Welfare Reform Dashboard** has been developed to help decision makers view the impacts in a joined up way, enabling them to respond by taking the whole system into consideration, rather than just isolated services. Originally focused on the direct impacts on Council services (such as council tax collection rates and rent arrears), it is now being developed to reflect a wider range of indicators **including crime and health**;
- Devon Strategic Partnership's **Welfare Advisory Group** has produced a comprehensive report looking at the likely impacts of welfare reform on Devon and making some recommendations for all partners to adopt. This is for Devon County area only but it refers to Plymouth and Torbay (due to cross border impacts).

Analysis of crime in Cornwall at small area level against the level of benefits claimants shows **very strong correlation** between the two, particularly for Domestic Abuse. This is likely to be the case across the Peninsula.

The predicted impacts of Welfare Reform on crime include:

- **Increased problems in vulnerable households**, including Domestic Abuse and problems with drugs and / or alcohol – this in turn could lead to an increase in violent crime;
- **Reduced opportunities** for the employment and accommodation of offenders (key issues in terms of rehabilitation) and increased problems with debt and money management due to reduced income and the move to monthly benefits;
- A **rise in acquisitive crime** to replace lost income / inability to manage finances;
- **Rise in demand** for "black market" goods, more door step lending and scams.

In order to monitor the impact on crime over the next few years, the **most vulnerable areas** were identified based on the current dependence on benefits. This prioritisation exercise identified 50 areas across the Peninsula, 20 in Plymouth, 13 in Cornwall, 12 in Torbay and 6 in Devon.

- Across this group of 50 areas, on average a third of people are claiming some kind of benefit;
- Crime rates across these areas in 2012/13 were more than twice the Peninsula average.

To monitor these areas over the next few years, a baseline has been established using the police neighbourhoods that the priority areas fall within.

The following crime types are included:

- All Recorded Crime
- Domestic Abuse
- Serious Acquisitive Crime (Dwelling Burglary, Vehicle Related Thefts and Robbery)
- Other Acquisitive Crime (Other Theft, Non-Dwelling Burglary and Shoplifting)
- Violence Against the Person (With Injury and Without Injury)

Neighbourhood	Priority neighbourhoods	Peninsula	
Population	270,000	1,668,218	
Average dependence on benefits [1]	33%	14%	
Crime type	Crimes	Crime rate	Crime rate
Domestic abuse	9,165	33.9	17.6
Serious Acquisitive crime	2,577	9.5	5.3
Other Acquisitive crime	8,625	31.9	13.9
Violence against the person	7,300	27.0	11.4
Total crime	28,295	104.8	50.6

[1] priority LSOAs only

Observations one year on

- Work in Cornwall from April 2013 showed **Shoplifting and Other Thefts** have increased at a faster rate in the priority neighbourhoods than the average for urban areas and Cornwall overall. The rise is concentrated, however, in only **some of these areas**;
- When looking at the priority neighbourhoods across the Peninsula we can see that there has been mixed performance across all areas. In general there were reductions in Serious Acquisitive Crime whereas there was an overall increase in Other Acquisitive Crime and Violence Against the Person;
- Previous work shows that there is a **statistical link at a small area level** between patterns of change in Shoplifting and Other Thefts and **dependence on benefits. Alcohol and meat were particularly targeted** and there was been an increase in thefts of certain necessity items such as baby products;
- Whilst **Serious Acquisitive Crime has reduced across the priority neighbourhoods** the numbers of **less Serious Acquisitive Crime has increased**, which can mainly be attributed to by Shoplifting. Anecdotal information from IOM managers in Cornwall suggests that prolific priority offenders have switched from Burglary offences to less serious offences as sanctions are more lenient and there is now a demand for necessity items rather than luxury goods;
- In just under half of the priority neighbourhoods the **overall volume of crime has increased significantly**. These areas tend to be those that have seen a substantial increase in the number of Other Acquisitive (predominantly shoplifting) crimes;
- Reports of domestic abuse have continued to increase but as yet there is no strong statistical link with dependence on benefits to confirm that this is the main driver. **First time reports have continued to see a greater rise** in number than repeats (which should be viewed as positive).

Scoping Project: Mental Health

Mental Health **impacts on all our priorities** and has been highlighted as a theme linked to crime and disorder where **little data is routinely robustly recorded**. Where it is used, the term groups together a wide range of symptoms or diagnosis, and may at times be used to describe complex overlapping vulnerabilities which are not rooted in mental health at all.

As a result we do not have a full picture of how different mental health issues **impact on crime or community safety**, or trend information to indicate how this is changing. We know that we need to **work closely** with mental health care providers and patients in order to **sustainably reduce the impact of crime** in our community, and understanding this overlap is an important stage in doing so.

From academic research and qualitative data we can identify some of the areas where mental health issues impact on crime and disorder and vice versa.

In terms of data:

- The Peninsula STRA indicates that **'Vulnerable People'** is an area scoring highly as a threat/risk. Vulnerability is identified in a range of ways; predominantly by call handlers or police officers on first contact with the victim. Mental Health will be an issue for many of these cases;
- **Drugs and alcohol** are both issues across the Peninsula and some areas are significantly worse than the national average for drug misuse and many alcohol indicators. There is a link between mental health and substance misuse problems in many cases;⁷⁰
- All local authority areas in Devon and Cornwall were significantly worse than the national average for **hospital stays for self harm**;
- The involvement of people with mental health issues in crime and disorder – as offenders and as victims – is **a key question for many stakeholders**, and understanding this better will enable us to design more appropriate prevention and rehabilitation services.
- Over the next year stronger data will emerge from the **liaison and diversion service** about offenders' mental health needs, and from **analysis of the ViST**⁷¹ about some types of victims. This is not yet available;
- There are two types of **acute crisis linked to mental health** where we have been trying to improve data availability and analysis over the past year: Suicide and Mental Health Detentions under S136 of the Mental Health Act

Suicide Analysis

- Devon's suicide rate was significantly higher than the national average; Suicide rates for Torbay, Cornwall and Plymouth were above the national average but not significantly so;⁷²
- Police attended 257 deaths from suicide between Jan 2013 – June 2014; an average of 14 suicides a month. Whilst the number each month

⁷⁰ Op cit and www.lape.org.uk

⁷¹ ViST stands for vulnerability screening tool – an aide memoire to assist officers in better identifying vulnerable people and recognising they are in need of some level of support

⁷² <http://www.healthprofiles.info>

fluctuates a lot, statistically the trend is stable;

- Gender and age plays a part in increasing vulnerability; nearly three-quarters of those who died this way were male, and a third were aged 46-55 years old;
- Rates in Devon are highest for people in their 40s and 50s, and relatively low for those in their teens and early 20s.
- Suicides of older people have been examined in detail in Cornwall where the overall rate is highest for males aged 75-84 years. Depressive illnesses, physical illness and bereavement were the most commonly identified risk factors.
- More detailed analysis of suicide is available within local suicide audits and within the Joint Strategic Needs Assessments (JSNAs).

Section 136 (Mental Health Act) detentions within police custody

- Nationally there has been a rise in those detained under the Mental Health Act and numbers are at record levels;⁷³
- The use of **police custody for detentions under Section 136 within the Peninsula is high**, attracting national attention;
- In the 12 months to the end of November 2014, **749 patients** were detained under the mental health act in custody in Devon and Cornwall;
- Although the **overall volume of detentions has declined** slightly over the past three years, **on most days, between one and three patients are detained in police custody** as there **are no alternative places of safety** able to admit them;
- There are more males than females being detained under S136, but **the age profile is the same for both genders**: mental disorders often become apparent in the early 20s, escalate into middle age and then begin to decline in later years;
- It is concerning that there have been **32 patients under the age of 18** in custody over the past 12 months. The youngest person was **12 years old**. An absence of provision for young people to be cared for in health settings has been repeatedly highlighted as a specific concern.

In terms of the issues, these are complex and there is insufficient space to cover them all here. Some of the main issues are:

- People with mental health conditions may be a target for **crime, exploitation and Anti-Social Behaviour**, or their condition may make them **more vulnerable to the impact of these events**. They are more likely to be victims of crime;⁷⁴
- Being a **victim of crime can lead to mental health problems** – emotional and mental health problems were reported by most victims of serious sexual assaults and by almost half of women experiencing domestic abuse;⁷⁵
- People with mental health problems **causing issues or harm to others**. Mental health problems may be a factor in behaviour that causes **Anti-Social**

⁷³ <http://www.cqc.org.uk/>

⁷⁴ <http://www.mind.org.uk/>

⁷⁵ Op cit and <http://www.ons.gov.uk/>

Behaviour to others. These cases can be complex, as conditions may or may not be diagnosed, in terms of determining capacity and a suitable outcome and can be time consuming to resolve;⁷⁶

- Mental Health has been identified as an issue in **Domestic Abuse Homicides**⁷⁷ and is one of the **'toxic four' indicators of future harm** within MASH households. Frequently mental health issues feature within **serious case reviews**;
- High rates of **mental disorders among people in prison**. Reoffending is high among those who have been in custody.⁷⁸ Mental health issues are identified as a barrier to effective rehabilitation, or to accessing services for other vulnerabilities;
- Link between **mental health and dual diagnosis** along with alcohol and drug problems. Both alcohol and drugs are recognised risks in terms of reoffending and can be factors in terms of risk of causing serious harm by offenders;⁷⁹
- Many organisations within partnerships have **higher risks of mental health crisis within their workforce**, as a result of their workforce demographic, the type of work we do, or the impact of difficult choices in service provision on dedicated members of our team.

What we are doing about it

- The Devon Clinical Commissioning Group, on behalf of Devon and Cornwall Police, commissioned a one year **Street Triage** pilot scheme. This was aimed at reducing the numbers of people detained under Section 136 of the Mental Health Act. It also aimed to ensure that people with mental health problems are referred to appropriate services and to reduce the amount of police time spent dealing with incidents involving people suspected of having a mental health issue.
- Initial evaluation is promising: reductions in the use of S136 detention orders under the Mental Health Act 1983; identifying people in need who were not previously known to services; enabling people to access services; intervening earlier than ever before, preventing full relapse; promoting joint planning and risk management; reducing risk and self-harm; promoting engagement through collaborative intervention; closing the gap between front line services; and enhancing experiences and promoting recovery;
- In 2012, in line with Lord Bradley's report (Department of Health 2009) and his recommendations for improving treatment of people with mental health problems and learning disabilities in the criminal justice system in England and Wales, NHS Devon commissioned a **Liaison and Diversion pilot service**, across Devon, Torbay and Plymouth. The scheme aimed to provide a means of early identifying, assessment and signposting people presenting in either custody and/or the courts, who may have a mental health problem and/or a learning disability;
- The service was also commissioned to demonstrate the means of reducing offending and delivering mental health training for criminal justice staff, to increase understanding, raise awareness and to drive up integration and collaboration between professional organisations;

⁷⁶ <http://www.londoncouncils.gov.uk/>

⁷⁷ [mental-illness-and-domestic-homicide-a-populationbased-descriptive-study](http://www.londoncouncils.gov.uk/mental-illness-and-domestic-homicide-a-populationbased-descriptive-study)

⁷⁸ <http://www.rcpsych.ac.uk>

⁷⁹ Op cit and www.centreformentalhealth.org.uk

- In view of the recent independent review of national progress to date, the Centre for Mental Health has published 'The Bradley Report five years on' which evidences the health related benefits of schemes such as Liaison and Division;
- Torbay Council has appointed a **Vulnerability and Complex Needs Officer** on secondment from Devon Partnership Trust. This post will work with Community Safety staff to provide advice, guidance, training and contact with health services;
- Both Torbay CSP and South Devon & Dartmoor CSP have organised training for front line practitioners on **Mental Health Awareness**;
- A Vulnerability Forum has been established in Torbay and is chaired by police to deal with cases that do not meet the adult safeguarding threshold;
- There is a partnership Peninsula wide **mental health forum** in place, which has been working alongside Health towards improving place of safety provision in the Peninsula.

What the future holds

- This is likely to remain an issue high on the local and national public and political agenda;
- Influencing spend in other organisations, particularly health, will require the development of a **stronger evidence base**. Further **multi-agency analysis** should be undertaken by CSPs and police to increase understanding of the issue before the full update of the PSA in 2015;
- Work is already underway that should lead to increased awareness of mental health issues, better trained staff and better pathways and contacts between agencies. **Increased joint working** is required between partners to ensure effective action is taken including development of services and in taking early interventions;
- Greater understanding of **how mental health impacts on criminal or anti-social behaviour** is needed, and to enable this, a multi-agency approach is required to improve data capture. This can support the **early identification of any mental health needs** but also needs to sit alongside an effective referral process to mental health services. Recording of mental health and vulnerability is not routine or consistent in many systems and consideration of how to effectively record among CSPs and partners should be considered.

Scoping Project: Modern Slavery

Modern Slavery is a form of **hidden harm** in which **vulnerable people are controlled and used as a commodity, for others' gain**. The term encompasses **slavery, human trafficking, forced labour, sexual exploitation** (including child sexual exploitation) and **domestic servitude**. The offence is not just a criminal activity, but also a **significant breach of humanity**.

High profile arrests of offenders and **rescues of victims** (including some within the Peninsula), **proposed new legislation** and **new data which helps us start to scope risk within our community** identify this as an emerging issue for the Peninsula. Understanding the risk from modern slavery will support work across all of our Peninsula priorities:

- A number of people are encouraged into all forms of slavery through **domestic relationships**, most commonly through people they believe initially to be **their partners**;
- **Sexual exploitation** includes forced involvement in **prostitution, pornography** and the **escort trade**; some of which is linked to the **night time economy**;
- **Child sexual exploitation**; with risks to children online and through abusive relationships apparent across the peninsula;
- **Violence** and the **threat of violence** occurs across all forms of exploitation;
- **Alcohol and drugs dependency** are often **used as controlling mechanisms**; or exploiters target those who are already **vulnerable through addiction**;
- **Anti-social behaviour** can be a visible symptom of many sorts of hidden exploitation;
- **Offenders** who are struggling to find employment are **actively targeted** for some forms of exploitation, as are those who are **vulnerable through homelessness**;
- **Some offenders**, particularly of **low level volume crime** like shoplifting and pick-pocketing, **are victims of criminal exploitation**.

The **National Referral Mechanism (NRM)** offers agencies a route to access support services for those thought to be victims of modern slavery and also presents the first opportunity to scope the threat within the south west region (including the Peninsula, Avon and Somerset and Gloucestershire). During the reporting year, **156 potential victim** referrals to the NRM were made from the south west. Of these:

- 84 people were sexually exploited (including CSE)
- 43 people were exploited for labour
- 14 people were exploited by involvement in criminal activity
- 11 people were subject to multiple forms of exploitation
- 1 person was made a victim of domestic servitude

The victim profile supports the **move away from traditional views of human trafficking** involving border crossings. Some victims were bought from overseas under pretence, but the two most common nationalities for victims identified within the south west were **British and Romanian**.

Whilst **sexual exploitation** is the most prevalent type of exploitation currently identified, multi-agency safeguarding forums exist to help mitigate this. **Labour exploitation** –enslaving people to work for little or no money, often controlling their movements, accommodation, and access to documentation such as passports, bank cards - is currently assessed as the **greatest unmitigated exploitation threat** within the Peninsula. The **local intelligence picture** and the **demographic of employment and migration** (with a high volume of seasonal, informal labour, in sectors affected by labour exploitation) within the Peninsula suggest there are risks to our community. While the greatest threats are to the victims of exploitation, labour exploitation also adversely affects the local and national economy.

Modern slavery is currently estimated to be the **second most profitable illicit trade worldwide**, with the International Labour Organisation estimating that labour exploitation alone is worth \$150bn per year. **Unlike other commodities, victims can be used more than once** and are **manipulated by offenders to protect them from prosecution**.

Nationally, labour exploitation has been identified within the paving and tarmac industry, agriculture, construction, the food industry, factories, restaurants and the hospitality industry, car washes, nail bars and maritime – both in fishing fleets and within commercial shipping.

There is potential for all of these industries within the Peninsula to be **exploiting people** and **under-cutting legitimate employers** who pay their workers. Raising awareness of **indicators of exploitation** and the **use of the NRM** amongst frontline workers, developing **stronger partnerships** across agencies and with the **business community** and raising consumers' awareness locally of the **human price** of 'cheap' black-market goods and services are part of the contribution CSPs could make to breaking the cycle of exploitation.

The **Draft Modern Slavery Bill** is anticipated to be enacted during 2015 and is the first of its kind within Europe. It:

- **Consolidates and simplifies existing offences** into one act;
- Toughens the **maximum sentence available to life imprisonment**;
- Grants new powers to the courts to **restrict travel** and to **force reparation** or the **transfer of assets to victims**;
- Closes gaps in the law to enable **police and border force to act where slavery is suspected on board vessels at sea**;
- Creates a **statutory defence for victims so they are not treated as criminals** by the justice system;
- Provides statutory guidance on **victim identification and services**, extending special measures at court;
- Creates a power for **child advocates** to support child victims;
- Creates a role for an **Anti-Slavery Commissioner** to work alongside the existing Victim and Children Commissioners;
- Creates a **statutory duty** for specified public bodies (e.g police, local authorities, Home Office) to notify the National Crime Agency of potential victims of slavery, through the National Referral Mechanism (NRM). Previously it has only been statutory to make referrals about children.

Notes on the data

Where does the data come from?

Where possible, the Peninsula Strategic Assessment uses published data that is familiar to and routinely used by community safety partnerships – such as crime data from Office of National Statistics and the [Local Alcohol Profiles for England](#). Each partnership also has its own data sharing arrangements with local partners and receives a range of complementary data that is used to provide a broader picture of the impact of crime, disorder and substance use on local communities.

Crime and incident data

Data on all crime and incidents reported to the police comes from Devon and Cornwall Police. These are provided in three key formats:

- High level crime figures and comparators with our “[most similar family](#)” of forces/CSPs are taken from the **published performance data on the iQuanta website**. This is a secure access data sharing facility used by police forces and community safety partnerships across England and Wales and is essentially static after the data has been provided by individual police forces;
- Data download from the police crime system to populate the individual partnership and Peninsula [Strategic Threat and Risk Assessment](#) matrices;
- Data download from the police crime system to provide the monthly and annual **Universal Datasets** for each of the partnerships.

In addition, local partnerships receive additional data sets/crime information from the police to assist in understanding specific issues.

All of these data sets are drawn from recorded crime and incident data but are extracted at different points in time and because crime recording is dynamic (for example, after initial recording a crime may subsequently be reclassified as a different type of crime or “no-crime”) the **numbers may not match** exactly.

Crime recording

The **National Crime Recording Standard** (NCRS) was adopted in England and Wales in April 2002 with the aim of promoting greater consistency in crime recording between police forces, to reflect a more victim-orientated approach and to improve the quality of statistics. The initial effect was to sharply increase the volume of recorded crimes. On the whole the impact of NCRS had settled by the end of 2003/04.

During 2012 a number of changes were made as the police started to make **organisational changes as a result of the financial constraints**. Some of these changes were around existing processes, including **direct criming of incidents** and to **ensure compliance with national standards** around incident and crime conversion. As these have been implemented and reviewed they have had an effect on recorded levels of violence particularly.

Changes in the presentation of crime statistics

Previously there has been a variety of ways that police recorded crime data was presented by national organisations (i.e. Office for National Statistics (ONS), Her Majesty's Inspectorate of Constabulary (HMIC), and the Home Office through the www.police.uk website and iQuanta) – each varying slightly in the way that crime types are categorised together and in the labels used to describe those categories.

After a period of consultation, the ONS changed the way that police recorded crime data is presented, with the aim to facilitate better alignment between the ways that crime data is presented by national organisations, to ensure a clearer, more consistent picture of crime for the public, and to encourage other organisations that use and present crime statistics to adopt the same approach.

Following a period of transition in the first quarter of 2013/14, the Crime & Policing Comparator website (iQuanta) moved to the new ONS groupings when it was updated in July with crime data to March 2013. HMIC adopted the new groupings for its routine monitoring of forces from April 2013.

The www.police.uk website also adopted the new classifications from April 2013 (with March 2013 data). This resulted in some new categories of crime being presented and some changes to the labelling of existing crime categories, including new categories for Bicycle Theft and Theft Against The Person, as well as splitting out Public Disorder and Possession of Weapons into two categories and renaming Violent Crime (all) to Violence and Sexual Offences.

The ONS publishes annual recorded crime statistics for [police forces](#) and [CSPs](#).

The Strategic Threat and Risk Assessment matrix

As part of the development of statutory Community Safety Partnership Plans, Community Safety Partnerships (CSPs) are required to set their priorities based upon the findings from the evidence presented in their local Strategic Assessments.

Prioritisation involves understanding what poses the **greatest threat or risk** to the safety of the community. Some form of threat and risk assessment matrix approach is widely used by police forces and community safety partnerships across the UK.

To support a more cohesive approach to understanding and addressing community safety issues across the Peninsula, the Peninsula Crime Analysts' Network developed a single Strategic Threat and Risk Assessment (STRA) matrix, to be used at both a local and Peninsula level to identify priorities. The new model built on existing matrix-type approaches already in use and was introduced in the 2012/13 PSA.

The model includes extent, impact, trend, organisational harm, impact on vulnerable groups, financial impact and cost drivers, national benchmarking and public concerns. Each element is given a score and the total score determines the overall level of threat and risk.

Where this assessment refers to the level of risk associated with an issue, it refers to this process.

Threat and risk level	Action required
High	Immediate action required / risk avoidance / risk reduction / risk retention
Medium	Review previous controls / incorporate into current plan / risk reduction / risk retention
Low	Limited action / incorporate into long term plan / risk retention

Note: some issues may always score highly due to the very high numbers of crimes and incidents recorded. In this event it may be appropriate to retain the risk.

Consultation with communities

Information about residents' concerns is drawn primarily from responses to local **Have Your Say** consultations. These regular surveys give residents an opportunity to tell local services what matters in their local area and to get involved in finding solutions to specific problems.

Residents can register their views at public meetings, at neighbourhood "surgeries", via the neighbourhood policing website and using postcards and post boxes placed in prominent locations, such as post offices or a village shop.

Notes on measuring trends in reoffending

Measures of adult and youth proven reoffending uses the offender address recorded on the Police National Computer. Where information is missing then the location of police processing is used.

Offenders that may be from another area may be included in local data and in addition, children who are looked after and placed outside of their usual area of residence will be counted in the area where their placement is. These factors could mean that figures do not always accurately reflect the local picture, especially seaside resorts with significant transient populations or areas with a lot of care homes. More information about these figures can be found on the Ministry of Justice website – [Proven Reoffending Quarterly Statistics](#) (published 26 July 2013).

Data issues and knowledge gaps

Whilst every attempt has been made to gather timely, accurate and relevant information to develop this assessment, we acknowledge that there may be gaps in our understanding due to lack of available data, under-reporting or issues with data quality.

- The majority of the analysis of patterns and trends is based on data recorded by the police. We know that, where an issue is known to be significantly under-reported, this only presents part of the picture. This specifically applies to:
 - Experience of hate crime or incidents
 - Domestic abuse and sexual violence
 - Child Sexual Exploitation and Modern Slavery
 - Anti-social behaviour
 - Low level personal thefts, shoplifting and criminal damage
 - There is limited information available from police recorded crime and incidents data on victims with protected characteristics – this includes specifically the

Black, Asian and Minority Ethnic community (particularly migrant workers and Gypsy, Irish Traveller and Roma communities), the lesbian, gay, bisexual and transgender community, vulnerable adults and people with mental health problems

Glossary

ACPO	Association of Chief Police Officers
Acquisitive crime	Crime grouping including burglary, vehicle offences and other types of thefts. Serious acquisitive crime refers only to dwelling burglary, robbery, thefts of and from vehicles
ARID	Assault Related Injuries Database (in hospital emergency departments)
ASB	Anti-Social Behaviour
ASSET	A structured assessment tool used by Youth Offending Teams with young offenders who come into contact with them
BAME	Black, Asian and other Minority Ethnic (groups)
CAADA	Co-ordinated Action Against Domestic Abuse
CHANNEL	The referral process for statutory and third sector agencies and members of public to refer individuals thought to be vulnerable to radicalisation.
CPP	Child Protection Plan
CRCs	Community Rehabilitation Companies
Crime rate	This is the number of crimes per 1,000 population (or households for dwelling burglary). Used to compare geographical areas of different population sizes.
CSE	Child Sexual Exploitation
CSEW	Crime Survey for England and Wales
CSP	Community Safety Partnership. Statutory partnership between Council, Police, Fire, Health and Probation to tackle crime and disorder issues
DA	Domestic Abuse
DASH	Domestic Abuse Stalking and Harassment Risk Assessment Model
DCLG	Department for Communities and Local Government
ED	Emergency Department (frequently still referred to as Accident and Emergency or A&E)
EEA	European Economic Area Nationals
FGM	Female Genital Mutilation
Hate incident/crime	Any incident where the victim or anyone witnessing the incident feels that they were targeted because of their disability, race, religion, gender identity or sexual orientation. If the behaviour constitutes a criminal offence, it becomes a hate crime.
HBV	Honour Based Violence
HMIC	Her Majesty's Inspectorate of Constabulary
HMOs	Houses of Multiple Occupation
IBA	Identification and Brief Advice for alcohol problems
IDVA	Independent Domestic Violence Advocate or Advocacy (Service)
IOM	Integrated Offender Management. See TurnAround.
ISVA	Independent Sexual Violence Advisors
KSI	Killed or Seriously Injured (used to describe serious road traffic collisions)
LASPO	Legal Aid, Sentencing and Punishment of Offenders Act 2012
LGBT	Lesbian. Gay. Bisexual and Transgender
LSOA	Lower Super Output Area. Statistical geography containing around 1500 people.
MARAC	Multi-Agency Risk Assessment Conference; high risk domestic abuse cases.
MASH	Multi-Agency Safeguarding Hub (currently only in Devon)

MSF	Most Similar Family. Grouping of police forces or CSPs that are closest in terms of characteristics such as population structure. Used by the Home Office, police forces and CSPs to compare performance.
Non-crime incident	An incident recorded by the police that does not constitute a criminal offence. Recorded for risk assessment and intelligence purposes particularly in domestic abuse, hate crime and incidents involving children or vulnerable adults.
NPS	New Psychoactive Substances
NRM	National Referral Mechanism
NTE	Night Time Economy
ONS	Office for National Statistics
P-Can	Peninsula Crime Analyst Network
Phoenix	Phoenix courses, delivered by a specialist cross-functional community safety team, use mental and physical challenges in an environment of teamwork and discipline to raise self esteem and confidence, develop communication, teamwork and leadership skills, build trust in others and promote equal opportunities.
PPO	Prolific and Other Priority Offender
PSA	Peninsula Strategic Assessment
PSPO	Public Spaces Protection Order
PVE	Preventing Violent Extremism
Recorded crime	Criminal offence recorded by the police
RTC	Road Traffic Collision
SARC	Sexual Assault Referral Centre
SDVC	Specialist Domestic Violence Court
SEEDS	Survivors Empowering and Educating Domestic Abuse Services
SODAITs	Sexual Offences and Domestic Abuse Investigation Teams
STRA	Strategic Threat and Risk Assessment matrix; used to quantify risk and identify priorities.
TurnAround	The delivery name for Integrated Offender Management in Devon and Cornwall; a multi-agency team to tackle those at highest risk of reoffending.
ViST	Vulnerability Screening Tool - an aide memoire to assist officers in better identifying vulnerable people and recognising they are in need of some level of support
VRA	Victim Risk Assessment
WRAP	Workshop to Raise Awareness of Prevent
YOT/YOS	Youth Offending Team / Service

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By email sarah.hopkins@plymouth.gov.uk

Our ref:PCP_COR-th-rm_150112

14 January 2015

Dear Sarah

Police and Crime Plan

I am writing to update you on my intentions for the Police and Crime Plan for 2015/16 and to invite your comments.

The current 2014-2017 Plan, which was published in April 2014, set out six ambitious priorities which were supported by a new approach to delivery through Strategic Boards. The six priorities are:-

- 1. Cutting crime, keeping Devon and Cornwall safe**
- 2. Reducing the harm caused by alcohol related crime**
- 3. Efficiency and long-term financial security**
- 4. An improved criminal justice system**
- 5. High quality, accessible help for victims of crime**
- 6. Greater public involvement in policing**

During the course of the year, I have provided regular updates on the Office of the Police and Crime Commissioner (OPCC) website detailing the work being progressed within this Plan which is being driven through joint delivery boards established between the OPCC and the police service. High level action plans have also been published for these boards to give greater transparency to the work that is being done under the Plan.

I have a legal duty to keep my Police and Crime Plan under regular review to ensure that it continues to prioritise the community safety and policing matters that are the most important to Devon and Cornwall whilst accounting for the renewed financial pressures faced by the police and partners. I have been in discussion with the Chief Constable and my team over the past month on the Police and Crime Plan as part of that review process and I have concluded that a major overhaul of the Plan for 2015-18 is not necessary.

I believe, and the Chief Constable is in agreement, that the existing six priorities remain appropriate and reflect the required policing priorities for the area, subject to a number of minor but important adjustments. These will not materially alter the direction set out in the Plan but are intended to sharpen some areas of text for clarity and to emphasise the importance of action in a few specific areas.

In reaching this view about the six priorities, I have had regard to the findings from the many engagement events and consultation exercises conducted by my office this year and the extensive correspondence bag that comes into my office. These have provided valuable observations from community groups; Town; Parish; District and Unitary councils and of course members of the public. I have also given considerable thought to the recommendations made over the course of the year about Devon and Cornwall Police by Her Majesty's Inspectorate of Constabulary (HMIC), the recommendations made by the Police and Crime Panel and of course the revised Peninsula Strategic Assessment (PSA). Incidentally, I feel it should be the ambition of partners to achieve much better alignment between PSA and the Joint Strategic Needs Assessment (JSNA) that is, to date, the foundation of Health and Wellbeing Board working.

One area for further focus is Safeguarding, and in particular Child Sexual Exploitation (CSE). It is critically important that we take effective action in these and other areas and my (the public's) expectations of the police will be made clear. However action by the police alone is not sufficient and it is vital that all public sector partners combine forces to take action to ensure we protect children from these crimes. I will be looking to all public sector leaders to take responsibility in these areas and to drive progress.

Cyber-crime in all its guises is a very significant threat and, while nationally and regionally we have strengthening counters in place, I am concerned to build our resilience locally. Notes on this are included below.

The nature of crime is changing and while I have put a spotlight on specific threats, lower risk volume crime (e.g. violence without injury) is increasing in frequency. Again, the police cannot solve this alone.

I have been questioned this year as to whether the performance measures in the Plan are sufficiently 'smart'. I remain committed to the framework that was introduced for the current Police and Crime Plan, which moved away from specific performance targets and identified areas for maintenance, improvement and transformation. Performance will continue to be measured in line with this framework and will be managed through the public Performance and Accountability Boards. A number of the performance measures set out in the current Plan were listed as being subject to 'baseline' or 'further investigation' and these will be updated and revised as part of the 2015/16 refresh.



My intentions with regard to adjusting the Police and Crime Plan are set out below and I would welcome your comments. I would be grateful if you could send any comments to opccstrategyandplanning@devonandcornwall.pnn.police.uk by **16 February 2015**.

This specific consultation with key partners and stakeholders will be supplemented by a short period of public consultation.

Yours

Tony Hogg
Police and Crime Commissioner



POLICE AND CRIME COMMISSIONER'S PROPOSALS FOR REFRESH OF THE POLICE AND CRIME PLAN FOR 2015/ 2016

The Police and Crime Commissioner's review of the Police and Crime Plan has considered the following

- a) New or emerging threats and risks to policing, partnership performance and community safety that should be reflected in the Plan
- b) The desire to maintain delivery against the pledges within the current Police and Crime Plan
- c) Progress and developments achieved to date against current objectives in the Plan
- d) Foreseeable national, regional and local finance and policy changes that should be accounted for
- e) The Police and Crime Commissioner's preferences and the findings from consultation activity conducted by the OPCC during 2014
- f) The capacity of the OPCC and Force to undertake a major change to the Plan or to manage a change in direction.

The review concluded that there should be an increased focus of the following areas within the current six priorities¹.

Child Sexual Exploitation (CSE)

1. Failings by public bodies in other parts of the country to prevent CSE or to adequately investigate allegations have generated significant press/ media coverage and public attention in recent months.
2. The Police and Crime Commissioner holds the Chief Constable to account for the response of the police force in this area. To protect children the police service must work effectively with a range of local partners – to ensure that services are joined up and fit for purpose. It is vital that the 'whole system' works effectively and that both the police and partners play their respective parts.

¹ In addition the text will be reviewed and refreshed and brought up to date to ensure the language and actions are appropriate for the next 12-18 months. Some formatting and style changes will also be made.

3. Whilst reporting of historic incidents does take place today, the PCC has recently pledged publically to support the Force to identify and support victims, protect potential victims and prosecute abusers. The OPCC wants to ensure there are more and varied opportunities for victims of historic sexual exploitation to come forward and report crimes committed against them and to provide support for these victims. The Commissioner also wishes to ensure that a suitable historic review has been undertaken where there is concern that previous investigations may have been deficient or new evidence comes to light.
4. Safeguarding and the protection of vulnerable people already features prominently within the Police and Crime Plan and will form the backbone of policing in the future. The current plan requires a specific focus on '*protecting the most vulnerable with a focus on domestic, family and sexual abuse and better awareness and response to so called hidden crimes*'. However, to support the additional work that we require in this area, CSE will be given a greater prominence in the refreshed Plan – providing a steer on activity that is expected of the Force and to acknowledge lessons learned from reviews and inspection reports.
5. The PCC's decision to provide greater prominence to CSE within the Police and Crime Plan for 2015/16 is in line with recommendations made by the Police and Crime Panel in October 2014.
6. It is critical that public authorities with responsibility for public protection commit to a more co-ordinated approach such as to preventing Child Sexual Exploitation.

Sexual Offences

7. The PCC remains concerned about levels of sexual offences within the force area – reported and unreported. This is a highly complex area. It is understood that many victims do not wish to engage with the Criminal Justice System due to the nature of these crimes. Recent national high profile cases may have fuelled an increase in the reporting of historic incidents as people become more willing to speak out. Increased reporting is a positive thing but we cannot and must not assume that rises are solely the result of increased confidence – we need to understand these issues much better. In 2014, the PCC set a clear requirement on the Chief Constable to work to increase reporting of these offences and in light of this the PCC removed sexual offences and domestic violence offences from the police force total crime figures and gave them independent visibility. The PCC needs to see both clear evidence of how the force has been actively encouraging increased reporting and the tracking of underlying trends.



8. It is intended that both of these issues will be given greater prominence in the updated Police and Crime Plan. We recognise that there remain many victims who do not feel able to report but we need to understand more about why this is. The PCC will work with the Chief Constable to ensure the most effective use of surveys and research to understand the reasons for non-reporting so that appropriate action can be taken.

Cyber-crime²

9. Cyber-crime is a growing area of demand and poses an increasing threat to the public. Digital technology is now part of most people's lives yet criminality goes largely unreported. HMIC reported earlier this year that cyber-crime was the newest national crime threat that required a national response. The Police and Crime Panel has also recommended that cyber-crime is given greater focus in the Plan.
10. In June 2014, HMIC reported that only three forces (Derbyshire, Lincolnshire and West Midlands) had developed comprehensive cyber-crime strategies or plans and only a third had considered cyber-crime threats in their Strategic Threat and Risk Assessments. Devon and Cornwall are conducting theirs currently.
11. HMIC went on to report: *"It is now essential that police officers have the capability to deal confidently with the cyber element of crimes as it is fast becoming a dominant method in the perpetration of crime."*
12. The current Police and Crime Plan is largely silent on cyber-crime, although it is of course integral to the obligations within the Strategic Policing Requirement and within Priority 1; Cutting crime, keeping Devon and Cornwall safe.
13. The PCC's intention is to give cyber-crime more prominence in Priority 1 along the lines of:-

The Commissioner expects the Chief Constable to 'Develop the Force's understanding of the nature of the threat posed by cyber-crime and to establish a strategy to address this threat including enhancing the Force's capacity and capability to deal with volume cyber-crimes and by contributing to the national intelligence picture.'

² Cyber-crime is a generic term that covers offences that are dependent on ICT (such as on-line grooming, and computer hacking) or crimes enabled by the speed and reach offered by ICT (such as fraud, theft and buying/ selling scams)

Prevention bias

14. The Force has a good record of preventing crime with historical volume crime figures well below national averages. Her Majesty's Inspectorate of Constabulary's PEEL³ assessment rates Devon and Cornwall Police's crime prevention activity as 'Good' but recommends that steps are taken to embed learning across the organisation.
15. It goes without saying that preventing crime and therefore reducing the number of victims is preferable and better value for money than investigating crime that has occurred. This is particularly the case in times of financial squeeze. As budgets reduce we need to look at ways in which we can transform our service to make the best use of limited resources. The Force has a number of initiatives at different stages of development including trialling a new approach to safeguarding, updating its advice and guidance to the public on how to avoid becoming victims from new types of crime (for example cyber fraud) and is in the early stages of establishing a Prevention Directorate.
16. In order to endorse these developments and lock-in value-for-money approaches across all areas of the Force, the Plan will be adjusted to present a firmer emphasis on preventive work. Such a focus is essential if we are to transform our policing service to secure effective delivery in the face of significant and continuing budgetary cuts. This will be incorporated into Priorities 1, 4, 5 and 6 and be clearly established in the foreword as a key theme throughout the Plan.

A refinement of the Criminal Justice Priority

17. Early work to build relationships with a wide range of partners, establish commissioning and reporting arrangements means the OPCC is well placed to build on this progress in the coming year. The PCC welcomes the commitment of partners to work together to seek improvements to the service provided to the public and victims of crime.
18. The current Plan contains a broad area of work listed under Priority 4: An improved criminal justice system. This covers rehabilitation, the Local Criminal Justice Board, restorative justice, mental health, prolific offenders, out of court disposals and others. Whilst the commitment to this priority remains, the PCC wishes to identify a small number of specific areas that will receive the most attention. In particular, this will include work on transforming summary justice, mental health, restorative justice, witness services and the use of out of court disposals.

³ iPEEL – Interim Police Effectiveness, Efficiency and Legitimacy programme Devon and Cornwall Police report available [here](#)



Local Priorities / Neighbourhood Engagement & Policing

19. As resources are stretched and headcounts reduce, the importance of local activity that brings together partners to address anti-social behaviour, low level crime and community safety issues is becoming increasingly clear. If we are all to continue to enjoy the support and confidence of our communities, it is essential that we listen to their concerns and priorities and take account of them. For example, the PCC continues to receive public concerns regarding traffic violations and parking enforcement and while this may not score highly in terms of risk, threat and harm, it is an issue of significant importance to some communities.

20. The police and their partners must continue to work to understand the community safety matters that impact local neighbourhoods. The PCC will amend the police and Crime Plan to support and reiterate this. The PCC expects that priorities raised by the public affecting their local areas are properly captured by the police, local authorities, Community Safety Partnerships (CSPs) and other partners and are addressed appropriately. This will include input from health partners and the Health and Wellbeing Boards. The PCC also expects that proactive engagement should take place with the public to gather their views in more general terms – to actively seek views not just react to them.

21. As all public sector partners face continued funding cuts, it is vital that community safety remains a priority and that it is adequately resourced within local authorities. It is also essential that there is good visibility of community safety and other services and that they are clearly signposted to aid the public and to avoid the inappropriate diversion of demand to others. The refreshed Police and Crime Plan will reflect both these difficult issues. The PCC fully recognises the funding constraints faced by all parties and wants to work with partners to help explore and develop solutions and to press nationally and in other forums for action.

22. The pressure on neighbourhood policing is growing as priority is given to response and detection. HMIC has expressed concern of the erosion of neighbourhood policing. The PCC has asked the Chief Constable to define neighbourhood policing in terms of function and resourcing in order to better protect this foundation service to the public and source of intelligence.

Strategic Alliance

23. The Devon and Cornwall OPCC and Devon and Cornwall Police have been working closely with counterparts in Dorset to develop proposals for the creation of a Strategic Alliance – a formal agreement to work closely together and share resources whilst retaining individual identities and local public accountability.

24. The 2015/16 Plan requires a greater focus on the Strategic Alliance which will become a more substantial programme of work in the year ahead. This area of the Plan (Priority 3) will be brought up to date to reflect progress and to reference the schedule of work to develop business cases for the Alliance.

**OFFICE OF THE POLICE AND CRIME COMMISSIONER FOR DEVON,
CORNWALL AND THE ISLES OF SCILLY
JANUARY 2015**

A handwritten signature in black ink, appearing to read 'Tony Hogg', written in a cursive style.

**Tony Hogg
Police and Crime Commissioner**

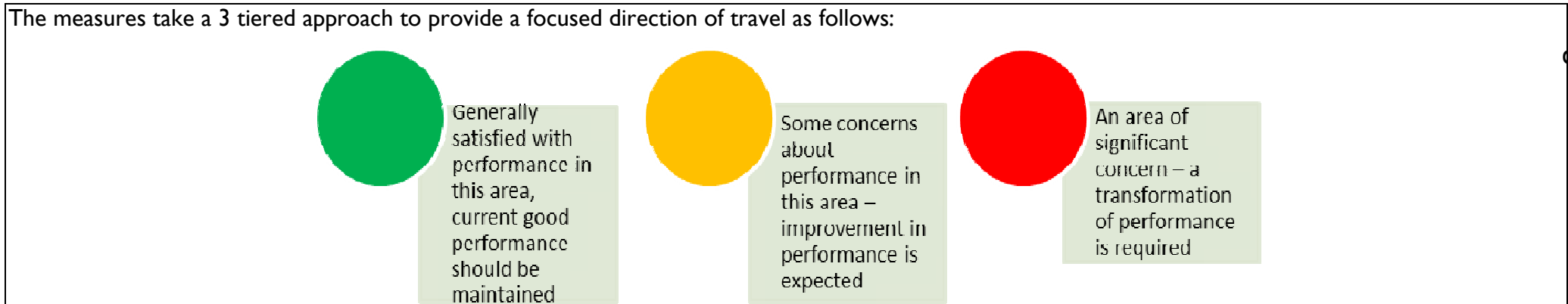
PERFORMANCE REPORT Safer Plymouth Partnership Friday 23 January 2015



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4. Performance on Strategic Assessment Recommendations

To demonstrate how we are performing, we have now adopted the Police and Crime Commissioner’s performance framework as illustrated below:



1. EXCEPTION ITEMS:

KEY RISKS AND PERFORMANCE ISSUES, BY EXCEPTION, INCLUDING ANY HIGHLIGHTED BY CHAIRS OF DELIVERY GROUPS

Closing the gap in overall crime between the 10 neighbourhoods with the highest crime rates and the city average per 1,000 population

SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA: (within 15% of performance measures) - (2014/15 performance measure - "gap of not more than 76.2")

- For the period April to December 2014 we have seen an overall reduction of 0.5% (-72 crimes) in overall crime recorded compared to the same period last year.
- November saw the difference between the gap and target stay the same and we remain just above target and therefore remain amber. At the end of November the gap is 52.20 against a target gap of 50.8.

Reduce Violence with Injury (excl DA)

SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA: (within 15% of performance measure) - (2014/15 performance measure - not more than 1705 crimes)

- For the period April to end of December 2014 we have seen an overall increase of 9% (+122 crimes) in Violence with Injury (excluding DA). This represents a worsening of the position at the end of quarter 2, when we were recording a 7% increase.

Increase Reporting of Domestic Violence (Crimes and Incidents)

SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA: (within 15% of performance measure) - (2014/15 performance measure - record more than 7102 crimes)

- For the period April to December 2014 we have seen an overall reduction of 5% (-248 crimes) in overall crime recorded compared to the same period last year.
- The long term trend for domestic abuse is up, in part due to improved reporting.

Reduce the rate of Anti-Social Behaviour incidents

GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 performance measure of not more than 10,298 Incidents)

- For the period April to end of December we have seen a reduction of 2% (-158) compared to the same period last year.
- Levels of ASB fell in December with 681 incidents recorded compared to 755 in November further strengthening our performance against target.

Reduce Serious Acquisitive Crime – MONITORING ONLY

SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA

- For the period April to end of December we have seen an increase of 2.7% (+40) compared to the same period last year.
- The change to an increase is driven by very low crimes between September and December last year, reductions that we are not recording in 2014.

Increase the number of vulnerable victims of ASB supported by the ASB Victim Champion Service (target 300)

GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 performance measure of 300 vulnerable victims seen)

- At the end of December 271 victims of ASB have been seen by the vulnerable victim service. Therefore we are on target to achieve the annual figure of 300 which would be an increase on the number of victims seen in 2013/14. The satisfaction rate of these vulnerable victims continues at 96%.
- Numbers seen have dropped significantly since July, however the service is due to promote itself again shortly, including a PCSO refresher course.

Satisfaction rate of those who engaged with the ASB Victim Champion Service (measure 90%)

GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 performance measure of 90% satisfaction rate)

- At the end of September satisfaction rate is 96% against a target of 90%.

The number of racist, disablist, homophobic and faith incidents reported

GENERALLY SATISFIED WITH PERFORMANCE

(Plymouth City Council performance measure) At the end of November we are estimated to be on target having recorded 408 incidents, this compares to a figure of 390 for the same period in 2013-14. This means we are on course to exceed the target this year of 610.

The % satisfied with outcome of reported racist, disablist, homophobic, faith & belief incidents

GENERALLY SATISFIED WITH PERFORMANCE

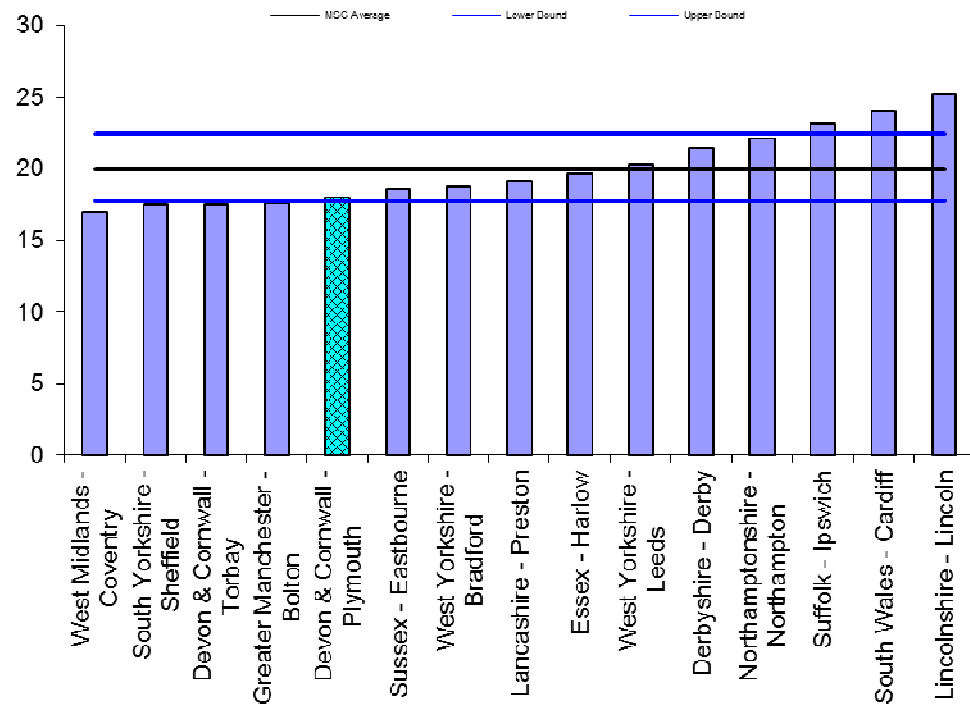
(Plymouth City Council performance measure) At the end of November we are on target with a satisfaction rate of 90%, this compares to a figure of 90% for the same period in 2013/14.

FINANCE & RESOURCES

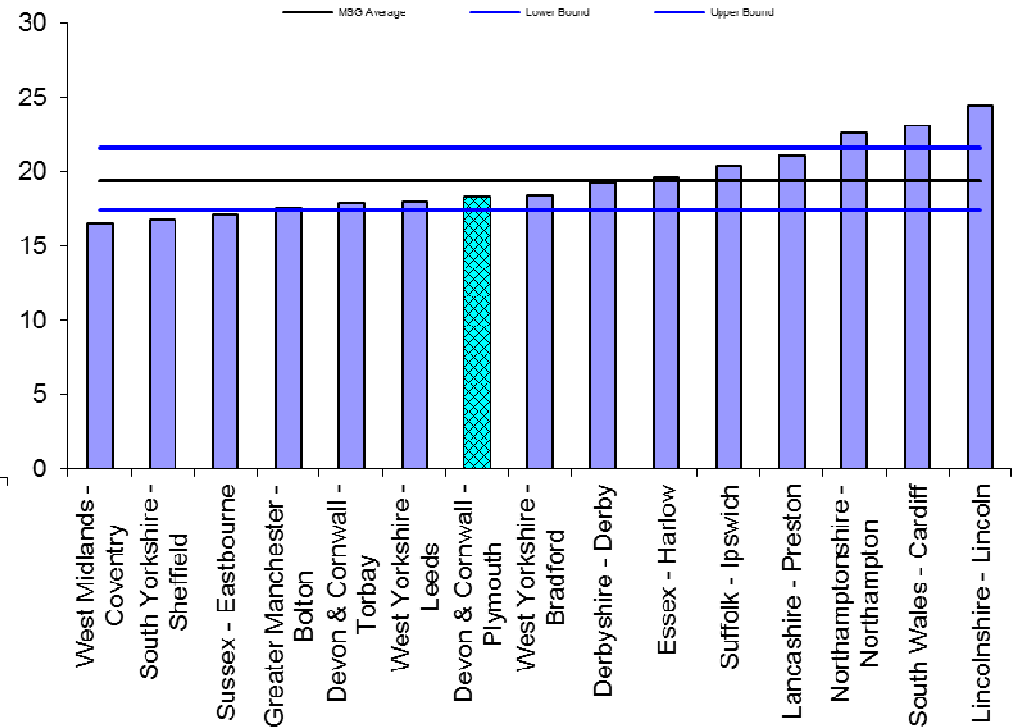
These will be items on the Agenda.

2. CURRENT OVERALL FAMILY GROUP POSITION:

iQuanta Barchart MSG - Crimes per 1000 Residents
All Crime 01 September 14 – 30 November 2014



iQuanta Barchart MSG - Crimes per 1000 Residents
All Crime 01 June 14 – 31 August 2014



The Home Office has recently reviewed it's iQuanta area groupings therefore our most similar family group has changed. Plymouth's position among these new comparator CSP areas has improved. At the end of August Plymouth was placed 7th of 15, this has improved to 5th place at the end of November.

3. PERFORMANCE MEASURES:

Closing the gap in overall crime between city rate and priority neighbourhoods

SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA (within 15% of target) - (2014/15 Target gap of not more than 76.2)

	Annual Data			2014/15 Performance													
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug									
Reduce the Gap between the worst 10 neighbourhoods & city average per 1000* (one month behind)																	
Gap 2014 - 2015			76.3	6.90	13.50	19.60	26.40	32.50	39.30	45.80	52.20						
Target Gap 14/15				6.35	12.7	19.05	25.4	31.75	38.1	44.45	50.8	57.15	63.5	69.85	76.2		
All crime 2013 - 2014 monthly				1458	1672	1628	1707	1712	1561	1533	1490	1501	1453	1483	1710		
All Crime Culmative 2013 - 2014				1458	3130	4758	6465	8177	9738	11271	12761	14262	15715	17198	18908		
All crime 2014 - 2015 monthly	21081	18,713	18,953	1611	1546	1627	1586	1508	1549	1571	1562	1630	0	0	0		
All Crime Culmative 2014 - 2015	21081	18,713	18,953	1611	3157	4784	6370	7878	9427	10998	12560	14190	14190	14190	14190		
% difference in All Crime 13/14 - 14/15				10.49%	0.86%	0.55%	-1.47%	-3.66%	-3.19%	-2.42%	-1.58%	-0.50%	-9.70%	-17.49%	-24.95%		

To reduce Violence with Injury (excluding DA)

SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA (within 15% of target) - (2014/15 Target of not more than 1719 crimes)

	Annual Data			2014/15 Performance													
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug									
Reduce Violence with Injury (Excluding DA)																	
Actual 2013 - 2014			1720	142	163	137	145	140	141	159	139	154	115	141	130		
Actual 2014 - 2015				151	156	167	156	163	135	176	163	175					
Target 14/15				141	304	441	586	726	867	1026	1165	1319	1434	1575	1705		
Cum Actuals 13/14			1720	142	305	442	587	727	868	1027	1166	1320	1435	1576	1706		
Cum Actuals 14/15				151	307	474	630	793	928	1104	1267	1442					
% difference in Actuals				6%	1%	7%	7%	9%	7%	7%	9%	9%					

To Increase Reporting of Domestic Violence. (Crimes and Incidents)

SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA (within 15% of target) - (2014/15 Target gap of more than 7103 crimes)

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Increase Reporting of Domestic Violence. (Crimes and Incidents)																
Actual 2013 - 2014			7103	487	574	585	713	679	573	597	542	640	544	533	635	
Actual 2014 - 2015				542	572	625	662	564	527	519	544	587				
Target 14/15				488	1062	1647	2360	3039	3612	4209	4751	5391	5935	6468	7103	
Cum Actuals 13/14				487	1061	1646	2359	3038	3611	4208	4750	5390	5934	6467	7102	
Cum Actuals 14/15				542	1114	1739	2401	2965	3492	4011	4555	5142				
% difference in Actuals				11%	5%	6%	2%	-2%	-3%	-5%	-4%	-5%	-100%	-100%	-100%	

To reduce the rate of Anti-Social Behaviour incidents

GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 Target of not more than 10,298 Incidents)

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Reduce Anti-social Behaviour incidents																
Actual 2013 - 2014	14342	10291	10299	769	934	967	1134	981	857	897	806	765	698	615	877	
Actual 2014 - 2015				808	882	1023	1056	915	982	850	755	681				
Target 14/15				768	1702	2669	3803	4784	5641	6538	7344	8109	8806	9421	10298	
Cum Actuals 13/14				769	1703	2670	3804	4785	5642	6539	7345	8110	8807	9422	10299	
Cum Actuals 14/15				808	1690	2713	3769	4684	5666	6516	7271	7952				
% difference in Actuals				5%	-1%	2%	-1%	-2%	0%	0%	-1%	-2%	-100%	-100%	-100%	

Increase the number of vulnerable victims of ASB supported by the ASB Victim Champion Service and Satisfaction rate of those who engaged with the ASB Victim Champion Service

GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 performance measure of 300 vulnerable victims seen)

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Increase the number of vulnerable victims of ASB supported by the ASB Victim Champion Service (target 300)																
Actual 2014 - 2015				54	60	38	51	18	21	9	16	4				
Target 14/15				25	50	75	100	125	150	175	200	225	250	275	300	
Cum Actuals 14/15				54	114	152	203	221	242	251	267	271				
Satisfaction rate of those who engaged with the ASB Victim Champion Service																
Actual 2014 - 2015						96%	94%	99%	96%							
Target 14/15				90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	

To reduce Serious Acquisitive Crime

NO PERFORMANCE MEASURE BUT SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA – MONITORING ONLY

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Serious Acquisitive Crime																
Actual 2013 - 2014	2802	2244	1969	190	208	222	146	177	140	132	127	120	168	162	171	
Actual 2014 - 2015				179	155	182	139	162	198	154	170	163				
Cum Actuals 13/14				190	398	620	766	943	1083	1215	1342	1462	1630	1792	1963	
Cum Actuals 14/15				179	334	516	655	817	1015	1169	1339	1502				
% difference in Actuals				-5.8%	-16.1%	-16.8%	-14.5%	-13.4%	-6.3%	-3.8%	-0.2%	2.7%				

The number of racist, disablist, homophobic and faith incidents reported and The % satisfied with outcome of reported racist, disablist, homophobic, faith & belief incidents

GENERALLY SATISFIED WITH PERFORMANCE (2014/15 performance measure of more than 610 Incidents)
GENERALLY SATISFIED WITH PERFORMANCE (90% satisfaction rate)

	Annual Data			2014/15 Performance											
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
The number of racist, disablist, homophobic and faith incidents reported															
Cumulative average 13/14				51	106	144	192	247	300	347	390	444	496	551	603
Cumulative average 14/15		569	603	55	109	152	208	247	292	354	408				
Target required				51	102	152	203	254	305	356	407	457	508	559	610
The % satisfied with outcome of reported racist, disablist, homophobic, faith & belief incidents															
Cumulative average 13/14				88.23%	88.23%	89.12%	89.61%	89.44%	89.45%	89.28%	89.75%	88.82%	88.73%	88.95%	88.86%
Cumulative average 14/15		89%	89%	86%	89%	90%	90%	90%	90%	90%	90%				
Target average				90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%

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4. Performance on Key Strategic Recommendations from the 2013/14 Strategic Assessment

The following are the agreed key strategic recommendations for the Safer Plymouth Partnership for 2013/14:

1. Agree the following as priorities for 2014; Violence with Injury (excluding Domestic Abuse), Domestic Abuse, Anti-Social Behaviour, Hate Crime, Sexual Violence Reducing Re-offending and Serious Acquisitive Crime.	
2. Utilise partnership intelligence to monitor levels of Violence without Injury and Acquisitive crime (including Shoplifting), and respond to the increase in these crime types.	
3. A solution is found to securing/ mainstreaming activities that support the most vulnerable victims of anti-social behaviour i.e. Vulnerable Victims Champion	
4. All 'indicated' partner contributions need to be confirmed/ secured in order to deliver all elements of the enhanced/ increase Domestic Abuse service provision. Failure to do so will negatively impact on the service specification and result in a reduced service.	
5. Funding for continuation of SARC services need to be confirmed/ secured in order to deliver all elements of the current service and to increase the provision for children.	
6. Support and deliver the outcomes in Plymouth from Alcohol Strategy and Commissioning Plan given the impact of alcohol on each of the priorities outlined above.	
7. Continue with a proportionate programme of work to prevent violent extremism.	
8. Support the activities and priorities in the "Early Intervention and Prevention Strategy 2012-2015 For Children, Young People and Families" particularly those interventions that will have a positive effect in preventing and protecting young people from becoming involved in crime and risk-taking behaviour.	
9. Monitor the local impact of Welfare Reform and ensure that partners' plans and interventions are supported. That minimise the impact on individuals and families that may result in/lead to increases in criminal activity, for example serious acquisitive crime, domestic abuse, violent crime and substance misuse.	
10. Maintain the integrated Police/Probation model by retaining the IOM team for prolific re-offenders and establishing a co-located Multi Agency Public Protection Team	
11. Ensure that Safer Plymouth responds to the Police and Crime Commissioner's process for a 'self-assessment' in a way that ensures and maintains the offer to Plymouth for 3-year funding as outlined in the Police and Crime Commissioner's Commissioning Plan. To also maintain a strong relationship with the Police and Crime Commissioner that continues to ensure the prioritisation of Plymouth regionally.	
12. Continue to play an active role in supporting the work of the Devon and Cornwall Police and Crime Panel (currently hosted by Plymouth) and support Plymouth City Council in reaching a decision by March 2014 as to whether to continue to host, and in light of further funding announcements from the Home Office.	

REPORT:
Collaborative Enforcement Pilot –
Overview and Governance
DATE: 23 JANUARY 2015



Purpose of the report:

This report describes the vision and opportunities afforded by 'Collaborative Enforcement' between Devon and Cornwall Police and Plymouth City Council. It sets out the case for, and scope of, a pilot of collaborative enforcement to tackle community wishes to protect their local amenity and environment

The purpose of this report is to provide an overview of the proposed collaborative enforcement pilot that will help establish the degree to which collaborative enforcement could be progressed between Plymouth City Council and Devon and Cornwall Police.

Members of Safer Plymouth are asked to consider and agree the necessary reporting and oversight arrangements.

Introduction

The protection of our local communities and environment is in part determined by the enforcement of legislation by a variety of agencies. Primarily this is the responsibility of the Council and the Police.

The intention of collaborative working is to increase the range of interventions available to the Police, the Council and other agencies that can be used to improve the lives of residents. Collaborative working will increase intelligence and information sharing and could create a readily recognisable Plymouth enforcement presence which is easy to contact, able to respond and has the power to act on issues that cause communities greatest concern. For example, dog fouling, littering, fly posting.

The principle for all resources in scope is '**don't walk by**'. Where an issue is encountered that is a clear community concern, regardless of the agency encountering the issue, action is taken there and then or, where that is not appropriate, an effective means of ensuring a proper remedy is applied.

Effective enforcement, in many cases, is dependent on seeing the offence take place, of simple evidence gathering or an ability to challenge members of the public about their behaviour. Success requires a visible presence on the streets capable of witnessing offences and on officers in uniform who can challenge public behaviour with a broad range of enforcement tools.

These principles of collaborative enforcement are: -

- Don't walking by.
- Shared problems and shared solutions.
- A readily recognisable Plymouth enforcement presence.
- Structured Information gathering and sharing.
- Shared intelligence and analysis
- Joint tasking based on evidence
- Joint priorities
- Coterminal boundaries.

Enforcement can only be successful when it is aligned to programmes of work designed to change public behaviour and public expectations. The pilot will identify where this is necessary and explore how resources and policies can be developed in ways that develops public support and that can generate peer pressure to tackle problems.

Collaborative working will initially comprise D&C Police and the Council but this can be extended to other agencies such as Registered Social Landlords, the Fire Service, the private sector, the voluntary sector and the community.

The Enforcement Pilot

In order to establish a good evidence base and test new ways of working, it is proposed for the pilot to undertake two different but linked projects.

Project 1 Community Based Project

A pilot is to be based in the St Peter and Waterfront neighbourhood in order to understand the benefits and challenges faced by collaborative enforcement across the City. This neighbourhood is located within a single Police sector area. It is proposed that the pilot has different work streams that are likely to run concurrently, each with their own timescales and with interdependencies to other work streams.

Work Stream 1 Problem Profiles

In this phase we will seek to understand the issues affecting our communities. The pilot will seek with the help of different participating organisations and the wider community to: -

- Identify existing information and intelligence systems and any gaps
- Develop systems for gathering, recording and reporting information / intelligence.
- Develop systems /protocols for sharing and analysing information and intelligence within organisational and legal constraints.

This phase will provide opportunities for developing co-operative working principles within the community. Within the transformation programme, the council is developing the information sharing hub (CCO). The new engagement framework and work developing from that, including the critically important C2 pilot, will assist in developing better community intelligence on which to base decisions.

Neighbourhood Watch will also be re-launched and rebranded as “Community Watch”. This will be an integral part of the new collaborative enforcement approach. (Need to check if this has been re launched by now and if the name change is still happening)

Work Stream 2 Solution Analysis

In this phase we will seek to understand what resources we have available to the pilot and what legislative tools we can use and how we can best deploy them. The following issues will be considered:

- Identify staff and budget resources available to the pilot.
- Develop cross warranting and competency procedures and protocols.
- Identify operational needs and resolve differences.
- Identify media strategies, protocols and constraints.
- Alignment of enforcement policies and decision making.
- Identify legal challenges and establish remedies.

Work Stream 3 Solution design

With finite resource at our disposal, all activity needs to be prioritised to areas of greatest need, recognising the scale of the issues affecting our communities and responding appropriately following the objective assessment of where resources are best deployed.

This phase may require: -

- Protocols and mechanisms that can bring other Council Services and resources into scope fast and seamlessly.
- Agreed governance arrangements.
- Prioritisation models
- Defining what success requires.
- Processes for involving the community in the solution design
- Processes for involving partners in the solution design

Work Stream 4 Solution delivery

Solutions will be delivered by the resources in scope for the Pilot but also by partners and the wider community, for example through work that is taking place to educate for the future through ELAFS, (what do we know about this group?)family intervention, or systems leadership on harm caused by alcohol. The new engagement framework and work to develop capacity and capability within communities to help themselves is also critical in this area, enabling communities to respond themselves to problems that they have identified.

Work Stream 5 Assessment of success

The model enables measurement against the original problem profile that has triggered action. This will inform the pilot in terms of the problem. However each phase and each solution within each work stream will be assessed to establish how practical and how expensive that solution is considered to be.

Project 2 Problem based pilot - New ASB powers

Anti-social behaviour (ASB) legislation has been completely reviewed and a new Act came into effect in October 2014. This Act consolidates a variety of powers that cover a range of ASB issues.

This new Act will have shared enforcement responsibility between the Council, Police and the Registered Social Landlords (RSL). This will require establishing systems to deliver the coordinated use of these new powers to control the presence of ASB within our communities.

Many of the work streams necessary to utilise these new powers will also inform improved methods of collaborative working.

These include:

- Data Sharing/protection
- Recording the intelligence/data- a shared database
- Joint tasking of resources
- Maximising and tasking of available resources
- Training and competency requirements

One of the ASB powers available to the Council is a public spaces protection order (PSPO). This is designed to stop individuals or groups committing anti-social behaviour in a public space. The Council can issue a PSPO after consultation with the Police, Police and Crime Commissioner and other relevant bodies.

Duration of the Pilot

The pilot would run initially for up to 12 months with progress reviews being undertaken at 6 months, 9 months and 12 months. In addition update reports will be provided to the Project Manager and the portfolio holder at 6 weekly intervals.

It is important that benefits are realised as soon as possible. Where clear workable benefits are identified during the course of the pilot these will be introduced without waiting for the completion of the pilot.

Risk Analysis / Finance

The Pilot is itself may be at risk if: -

- The identification of community issues and community aspirations leads to demand that that outstrips the capacity of our joint enforcement resources. This may be managed by the joint prioritisation of resource with the local communities concerned.
- Key partners are unable to fully commit to the Pilot or to a sustainable model of collaborative enforcement once the pilot is complete.

Governance of the Pilot

The programme manager will be the Director of Public Health who will use a project board consisting of:

- Police Superintendent
- Head of Public Protection Service
- Community Safety Partnership
- Assistant Director for Street Services
- Legal Services
- Transformation

This team will be established at the earliest opportunity. A key priority for the group will be to establish the necessary work streams and agree project plans to deliver these areas of work. The necessary timelines, milestones and performance indicators will be established as part of these project plans.

A performance framework will be produced and presented to Safer Plymouth for comment.

Role of Safer Plymouth

The membership of Safer Plymouth provides an ideal opportunity for the group to act within a support and challenge role. The knowledge of the membership will be useful in an advisory capacity and some members may wish to be involved within the pilot. There will be a need to prioritise

Regular performance and updates will ensure that the group maintain adequate oversight and challenge of the pilot.

On completion of the pilot Cabinet have requested that Safer Plymouth work with the Your Plymouth Scrutiny Panel and recommend how the pilot could be implemented across the City

Recommendations

Safer Plymouth considers this report

- For the April Safer Plymouth meeting that the Collaborative Enforcement Project manager will produce a reporting framework with timescales and indicators.

- That this reporting framework will be used as the reporting framework for subsequent safer Plymouth meetings.
- That Safer Plymouth nominate a representative to the pilot project board.
- Members consider how they individually or their organisation would wish to be involved within the pilot.

Robin Carton/Andy Netherton

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REPORT:
SAFER PLYMOUTH PRIORITY –
ANTI-SOCIAL BEHAVIOUR
DATE: 23 JANUARY 2015



Introduction

The Safer Plymouth Partnership priorities are to reduce the incidence of ASB in the City and increase the number of vulnerable victims supported by the ASB Victims Champion Service.

CDDG is the lead group in this area and members include Community Safety Partnership, Police, Devon and Somerset Fe Service, Youth Offending Service, Plymouth Community Homes, Anti-Social Behaviour Unit, Victim Support, Plymouth University, Plymouth Argyle amongst others.

Nature of ASB – ASB differs from other types of crime and disorder in that the perception of the victim is crucial. Therefore relatively low level incidents can have a high impact on highly vulnerable people.

CDDG Group meets bi-monthly and takes a holistic, multi-agency approach to ASB reduction, carefully monitoring and analysing reporting data to identify behaviour patterns or 'hotspots', whilst appreciating that 'spikes' can reflect the actions of one individual on one day. If a 'hotspot' is identified, neighbourhood policing teams are informed and action taken. Targets to reduce offending have been largely met over the last 5 years and represent relatively low numbers of offences. The group understands that ASB offenders are not limited to the stereotypical young offender and looks at measures to address all offending behaviours.

Current City provision –

- Specific ASB officers who deal with offenders.
- Dedicated ASB Unit to co-ordinate tackling ASB including crime reduction and co-ordinating mediation
- Extensive multi-agency work between PCC, Police, DSFRS, Public Protection Unit and Environmental Health, social housing providers, voluntary organisations and business community involvement including MAM, CAF, VARF meetings.
- Focus on both targeting offenders and addressing environmental issues to reduce the opportunity for ASB i.e. PCH action on homes left unoccupied.
- Punitive and supportive interventions which including education, housing, health and leisure opportunities which support individuals to avoid re-offending.
- Support by PDAS and Harbour to help people whose experiences of high risk DA or substance abuse are affecting those around them.
- Appreciation of seasonal variances in ASB i.e. tomb stoning in summer, fire issues around Bonfire night and planning to minimise environmental opportunities and maximise safer diversionary options i.e. organised events.
- PCH provide a range of services to tenants including;
 1. a pro-active response to reports of ASB engaging with both victims and perpetrators to unpick the issue and provide appropriate support,
 2. Noise Monitoring Equipment to establish the extent of alleged noise nuisance,

3. ASB out of hours reporting service with reports sent to Housing Officers the next day,
4. Free access to a professional mediator to help establish acceptable behaviours,
5. free access to the Family Intervention Project(FIP) and the Individual Intervention Programme for those requiring more extensive, on-going support.

Prevention –

- DSFRS schemes for young people such as Phoenix and the Firesetters Intervention Scheme to prevent and reduce fire starting,
- Argyle Community Trust's Kicks programme and other intervention programmes aim to reduce crime and ASB, providing positive activities/education for targeted areas and breaking down barriers between young people and police .
- PCH - senior staff meet with other RSLs at the Social Landlords Crime and Nuisance Group to establish best practices, hold estate walkabouts where residents can suggest safety improvements and the Money Tree Fund supports residents and staff to make physical changes to the environment which will help combat ASB.
- Plymouth University works to prevent students from being either victims or perpetrators of ASB.
- PCC Sports Development Unit provide diversionary activities for 14-25 year olds including the Citywide Football Project and Street Games programme. PCC, working with the Youth Service, maximise accessibility to these schemes by making them free or low cost and keeping locations local rather than central. This work is largely targeted in the most deprived areas of the city which tend to have higher levels of ASB.

Reducing public concern –

- CSP organises focus weeks around Plymouth to increase public awareness of ASB reduction work and to encourage public involvement in tackling ASB.
- The 'Have your Say' scheme allows the public to raise concerns about ASB.
- The new Community Trigger tool allows communities to bring to account any agency they feel is failing in their duty to address ASB.

Work with Victims – the Victims Champion project supports those most at risk from ASB due to their vulnerability either face to face or by telephone and has a strong focus on co-ordinating multi-agency support for clients. The service has recently experienced staffing issues and is currently under review. Sarah Hopkins is working with Victim Support Divisional Manager Rhiannon Evans to refocus the service to provide more intense support to the most vulnerable ASB victims in the City, including a review of the target to increase the number of clients supported in 2014/15 to 300. It has been acknowledged that quality support to the most vulnerable is preferable to diluted support to a larger number. Satisfaction rate for those engaging with the project is above target at 96%.

Gaps in provision –

- Restorative Justice (RJ) – this is being discussed at CDDG meetings but not in place at present.
- PCH and DSFRS have identified little support for hoarders; hoarding has significant ASB and public safety aspects and crosses many agency borders.

- CDDG have identified that a Plymouth Vulnerability Forum based on the successful Torbay forum format would encourage effective and efficient multi-agency support for vulnerable clients with complex needs. Such clients are often referred to the Victims Champion Service as a last resort even when there is little ASB occurring and such a forum would help this service concentrate on clients who have real ASB issues.

Challenges -

- Introduction and implementation of the new ASB tools and powers reduces the number available from 16 to 6 bringing opportunities and challenges. ASB Unit is delivering preparatory training for the police to address any confusion.
- Staying open to the variety of overlapping issues that can come under ASB i.e. hoarding, human trafficking.
- CDDG meeting - Unitary authority can lead to a small number of people in senior positions. Input from a variety of sources could avoid any complacency or stagnation in the group. Regular attendance is challenging for all agencies in current economic climate.
- Providing on-going support to highly vulnerable victims of ASB is a resource heavy endeavour and adequate funding is challenging in the current financial climate.

Recommendation:

Members of Safer Plymouth are asked to:

- Note and discuss this report.

Heather Welch
ASB Victim's Champion Project Co-ordinator

11th January 2015

Thanks for information provided by:

Sue Warren – CSP, Andrew Brettle – PCH, Paul Johnson – PCC, Mark Lovell – Plymouth Argyll, Dan Slayer – DSFRS, Sarah Hopkins – CSP, Rhiannon Evans – Victim Support

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Introducing the NOMs Contract Management Team

Devon, Dorset & Cornwall

Our Purpose

- The Rehabilitation Services Directorate (RSD) will manage the delivery of contracted rehabilitation and electronic monitoring services, enabling improved outcomes in public protection and reducing reoffending.
- The RSD will ensure the delivery of quality end to end offender management services through new service integration management systems involving the National Probation Service and Resettlement Prisons and provide assurance that the interfaces between the CRCs and other delivery providers are working.
- The RSD will drive continuous improvement and innovation across the offender services system across England and Wales by building collaborative value-enhancing business to business relationships and providing effective contract management.

Our Approach

Operational Contract Management

Operational contract management and oversight of related interfaces with other providers

To provide day to day assurance on CRC operations.

To monitor the performance of the CRC by reviewing the data provided by PAG and dip testing service quality.

To foster a partnership with the CRC and develop good relationships with key stakeholders

To facilitate dispute resolution and contract change

Commercial Contract Management

To provide commercial advice and assurance of contractual compliance to operational contract managers

To impact assess commercial implications surrounding change

To provide commercial sign off of invoices as part of the overall financial governance regime

Operational Assurance

Provide independent assurance of operational compliance with contract terms through in depth reviews throughout the supply chain

Work with stakeholders to Identify assurance priorities and incorporate them within the quality assurance plans

Implementation of the assurance framework

Operational Assurance of service quality and delivery through in depth reviews

System Wide Development

To ensure that the system as a whole is working effectively for all stakeholders and improve overall long term performance

Develop and monitor new tools to continuously assess overall end-to-end system health

Establish new industry level strategic relationship management forum to encourage investment in system wide improvement opportunities.

Co-ordinate system wide delivery of improvement opportunities making use of cross sector activities and whole system operating model.

Develop new approaches to quality assurance and raising system wide standards.

Our Contact Details

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To Local Authority Chief Executive Officers

18th December 2014

Dear Sir/Madam,

MOJ TRANSFORMING REHABILITATION – ANNOUNCEMENT OF CONTRACT SIGNATURE

The Secretary of State for Justice has today confirmed that contracts have been signed with the new owners for the 21 Community Rehabilitation Companies (CRCs). This announcement marks another significant step towards completing the government's probation reforms.

The complete list of new owners across England and Wales is attached to this letter for your information.

The transfer of ownership of all the CRCs will take place on 1 February 2015, along with the transition to the new service arrangements. We also plan for the provisions of the Offender Rehabilitation Act 2014 to be commenced on this date.

Despite almost £3billion a year investment in prisons and just under £1billion in delivering sentences in the community, overall reoffending rates have barely changed over the last decade. The case for a new approach is clear.

The very highest reoffending rates are among prisoners sentenced to custodial sentences of under 12 months. A staggering **57.6%** of those released in the year to December 2012 went on to reoffend within 12 months. The current system is simply not addressing this problem – many of these prolific offenders, with a host of complex problems, are released on to the streets with £46 in their pockets and little else.

Once the ORA has been enacted, for the first time in recent history, virtually every offender released from custody will receive statutory supervision and rehabilitation in the community. This legislation will extend this statutory supervision and rehabilitation to all 45,000 of the most prolific group of offenders sentenced to less than 12 months in custody.

We are also putting in place an unprecedented nationwide 'through the prison gate' resettlement service. Through The Gate services will commence no later than May 2015 and, once implemented, will mean that most offenders will be given continuous support by one provider from custody into the community.

Our Transforming Rehabilitation reforms are part of a programme across the whole justice system, making it ready to meet the challenges of the future. We are creating a justice system that produces more effective and more efficient services for all – reforming offenders, delivering value for the taxpayer and protecting victims and communities.

Now that contracts have been signed, we will now start facilitating direct engagement between our new owner and key local stakeholders to enable them to set out their vision and plans for introducing new and innovative solutions for rehabilitating offenders.

I am grateful for your continued engagement, and we look forward to working with you over the coming months as the reforms are implemented.

*Yours faithfully,
Andrew Selous*

ANDREW SELOUS

Community Rehabilitation Company	New Owner	New Owner Composition
Northumbria	Sodexo Justice Services in partnership with Nacro	Sodexo Justice Services, a private organisation, in partnership with Nacro, a Charity
Cumbria & Lancashire	Sodexo Justice Services in partnership with Nacro	Sodexo Justice Services, a private organisation, in partnership with Nacro, a Charity
Durham Tees Valley	ARCC	ARCC (Achieving Real Change in Communities Community Interest Company), a Joint Venture involving: <ul style="list-style-type: none"> • Changing Lives in Durham Tees Valley CIC, a Probation Staff CIC • Thirteen (formerly Fabrick Housing Group), a Registered Social Landlord • The Wise Group, a Social Enterprise • Safe in Tees Valley, a Charity • Tees Esk and Wear Valleys NHS Foundation Trust (TEWV), a Public Organisation • The Vardy Foundation, a Charity • Stockton Borough Council, a Public Organisation • Darlington Borough Council, a Public Organisation
Humberside, Lincolnshire & North Yorkshire	Purple Futures	Purple Futures, an Interserve-led partnership formed of: <ul style="list-style-type: none"> • Interserve plc, a private organisation • 3SC, a Social Enterprise • Addaction, a Charity • P3, a Charity • Shelter, a Charity
West Yorkshire	Purple Futures	Purple Futures, an Interserve-led partnership formed of: <ul style="list-style-type: none"> • Interserve plc, a private organisation • 3SC, a Social Enterprise • Addaction, a Charity • P3, a Charity • Shelter, a Charity
Cheshire & Greater Manchester	Purple Futures	Purple Futures, an Interserve-led partnership formed of: <ul style="list-style-type: none"> • Interserve plc, a private organisation • 3SC, a Social Enterprise • Addaction, a Charity • P3, a Charity • Shelter, a Charity
Merseyside	Purple Futures	Purple Futures, an Interserve-led partnership formed of: <ul style="list-style-type: none"> • Interserve plc, a private organisation • 3SC, a Social Enterprise • Addaction, a Charity • P3, a Charity • Shelter, a Charity
South Yorkshire	Sodexo Justice Services in partnership with Nacro	Sodexo Justice Services, a private organisation, in partnership with Nacro, a Charity.

Community Rehabilitation Company	New Owner	New Owner Composition
Staffordshire & West Midlands	The Reducing Reoffending Partnership	The Reducing Reoffending Partnership (RRP – an Equity Joint Venture) brings together the experience, capabilities and values of 3 leading mission driven organisations which are: <ul style="list-style-type: none"> • Ingeus UK, a private organisation; • St Giles Trust, a Charity; and • Crime Reduction Initiatives (CRI) a Charity.
Derbyshire, Leicestershire, Nottinghamshire & Rutland	The Reducing Reoffending Partnership	The Reducing Reoffending Partnership (RRP – an Equity Joint Venture) brings together the experience, capabilities and values of 3 leading mission driven organisations which are: <ul style="list-style-type: none"> • Ingeus UK, a private organisation; • St Giles Trust, a Charity; and • Crime Reduction Initiatives (CRI) a Charity.
Wales	Working Links	Working Links, a public, private and voluntary company, in strategic partnership with Innovation Wessex, a Probation staff mutual.
Warwickshire & West Mercia	EOS Works Ltd	EOS Works Ltd, a private organisation – part of the Staffline Group. Willowdene Rehabilitation Ltd, a social enterprise, will be an integral part of their supply chain.
Bristol, Gloucestershire, Somerset & Wiltshire	Working Links	Working Links, a public, private and voluntary company, in strategic partnership with Innovation Wessex, a Probation staff mutual.
Dorset, Devon & Cornwall	Working Links	Working Links, a public, private and voluntary company, in strategic partnership with Innovation Wessex, a Probation staff mutual.
Hampshire & Isle of Wight	Purple Futures	Purple Futures, an Interserve-led partnership formed of: <ul style="list-style-type: none"> • Interserve plc, a private organisation • 3SC, a Social Enterprise • Addaction, a Charity • P3, a Charity • Shelter, a Charity
Thames Valley	MTCNovo	MTCNovo, a Joint Venture involving: <ul style="list-style-type: none"> • MTC (Management Training Corporation) – a private company • novo a consortium with a number of public, private and third sector shareholders including, but not limited to: <ul style="list-style-type: none"> ○ RISE – a probation staff community interest company ○ A Band of Brothers - a charity ○ The Manchester College (TMC) – a public sector education provider ○ Thames Valley Partnership (TVP) - a charity ○ Amey – a private company
Bedfordshire, Northamptonshire, Cambridgeshire & Hertfordshire	Sodexo Justice Services in partnership with Nacro	Sodexo Justice Services, a private organisation, in partnership with Nacro, a Charity.
Norfolk & Suffolk	Sodexo Justice Services in partnership with Nacro	Sodexo Justice Services, a private organisation, in partnership with Nacro, a Charity.

Community Rehabilitation Company	New Owner	New Owner Composition
Essex	Sodexo Justice Services in partnership with Nacro	Sodexo Justice Services, a private organisation, in partnership with Nacro, a Charity.
London	MTCNovo	MTCNovo, a Joint Venture involving: <ul style="list-style-type: none"> • MTC (Management Training Corporation) – a private company • novo a consortium with a number of public, private and third sector shareholders including, but not limited to: <ul style="list-style-type: none"> ○ RISE – a probation staff community interest company ○ A Band of Brothers - a charity ○ The Manchester College (TMC) – a public sector education provider ○ Thames Valley Partnership (TVP) - a charity ○ Amey – a private company
Kent, Surrey & Sussex	Seetec	Seetec Business Technology Centre, a private limited company

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21 October 2014

Dear LA Chief Executives

TRANSFORMING REHABILITATION: CONTRACT MANAGEMENT FUNCTION

I wanted to write to bring you up to date on the Transformation Rehabilitation Programme (TR). The reforms reached a significant milestone on 1 June in the phased role out of the Transforming Rehabilitation reforms with the stand-up of the National Probation Service (NPS) and 21 Community Rehabilitation Companies (CRCs). These organisations are live and are now supervising offenders within the new structures. MoJ continues to provide dedicated support to embed the new systems and monitor and deal with any new issues that may arise as we work towards reaching steady state.

Once the reforms are fully implemented, each CRC will provide rehabilitative services under contract in its Contract Package Area (CPA) and be owned and run by successful bidders in the present competition. Bids to run CRCs were received at the end of June and we have a healthy competition in all CPAs with over 80 bids received and an average of four bidders in each area. Bids are currently being rigorously assessed and the contract winners for each CRC will be announced by the end of 2014. We will bring into force those provisions of the Offender Rehabilitation Act 2014, which extend post-release supervision to short sentenced prisoners, at the point contracts for successful bidders for CRCs take effect and new providers start delivering rehabilitation services. We plan to do this in line with our commitment to introduce these major reforms by 2015.

The contract management of the services commissioned by the Transforming Rehabilitation Programme will be delivered by a new Rehabilitation Services Contract Management (RSCM) function in the National Offender Management System (NOMS). I will lead the contract management function at NOMS Board level and supported by the MoJ Director for Procurement as well as by three Deputy Directors, each responsible for a geographic area (North, South West and Midlands, South East and London). Contact details for each of the Deputy Directors are attached to this letter.

In advance of contract award, the 21 CRCs are now working to their interim contracts and being managed by interim contract management teams within NOMS. To provide continuity, these teams are being led by the three NOMS Deputy Directors who will lead the future RSCM function following the completion of the competition, and locally by the NOMS senior community managers who previously managed the contracts with the former Probation Trusts.

The function has been developed in line with the MoJ/NOMS response to the cross Government and MoJ Reviews of Contract Management and National Audit Office best practice guidance. It will be responsible for:

- Commissioning and contract management of the CPA contracts in England;
- Setting of NPS Service Level Agreements;
- Engagement with stakeholders at national and local levels

The Target Operating Model (v3) outlines the importance of CRCs working closely with other local partners. Effective engagement and co-commissioning with partners at a national, PCC and local authority level is important to ensure commissioning is responsive to local needs. Through the Programme's local competition teams you may already have met with bidders in your CPA and started to work through how to put these local relationships in place. Many of you also were involved in the stakeholder engagement events in February and March this year ensuring that bidders were able to inform their understanding of key local priorities.

Within the Rehabilitation Services Contract Management function, Senior Contract Managers will be the main interface with other local commissioners. The Director and Deputy Directors will do the same at a national level. Local Authorities will of course continue to have relationships with both local contract managers and our senior contract management team as well as engagement with the programme through the Local Authority Reference Group. This structure will help to ensure that CRCs are planning future commissioning with other commissioners in mind.

The Deputy Director for your area will be happy to meet with you to discuss the contract management function and how they best work collaboratively with you to ensure an effective system for managing offenders, protecting the public and reducing re-offending.

This might be of particular interest to Directors of Housing, Community Safety and local commissioning.

An additional update on key aspects of the reforms is attached for information

IAN POREE
DIRECTOR, REHABILITATION PROGRAMME

Transforming Rehabilitation Update for Local Stakeholders

Overview

On 1 June the 35 Probation Trusts were re-organised into 21 Community Rehabilitation Companies (CRCs) and the new National Probation Service (NPS). Over the last few months, staff in the new organisations have been working hard to embed the new structures and processes. Under the new system, all low and medium risk of harm offenders will now be managed by the CRCs, and all high risk of harm offenders by the NPS

Alongside the operational reorganisation, the Ministry of Justice has also been running a competition to find new owners for the 21 CRCs. Good progress has been made in the competition. We have a strong and diverse market of bidders, with more than 80 bids currently being evaluated. There is healthy competition, with an average of 4 bidders in each of the Contract Package Areas.

We have a mix of bidders from a range of partnerships, including charities experienced in tackling a range of issues affecting offenders, small and large British businesses and experienced multinationals. Mutuals (formed by enterprising groups of staff who worked together in Probation Trusts) are also represented in this cadre, and all of the bidders have experience in working with offenders or across the wider criminal justice system. In addition, almost 1000 organisations have now registered as potential supply chain providers including more than 700 voluntary, community and social enterprise organisations.

We are on track to sign contracts with new owners later this year with new providers taking ownership of CRCs in early 2015.

The contract management of the services commissioned by the Transforming Rehabilitation Programme will be delivered by a new Rehabilitation Services Contract Management (RSCM) function in the National Offender Management System (NOMS). The contract management function will be led by a Director supported by three Deputy Directors each responsible for geographic area (North, South West and Midlands, South East and London). In advance of contract award, the 21 CRCs are now working to their interim contracts and are being contract managed by the NOMS Deputy Directors who will lead the future RSCM function following the completion of the competition. The Deputy Directors and their teams will begin engaging with key stakeholders locally over the coming months to discuss the contract management function and how best we can ensure collaborative working during the interim contract management arrangements, with a particular view to ensuring we establish productive working relationships once new providers come on stream in 2015 to ensure an effective system for managing offenders, protecting the public and reducing re-offending.

Offender Rehabilitation Act 2014

Much of the current sentencing framework for adult offenders is governed by the Criminal Justice Act 2003 (the 2003 Act). The ORA makes a number of changes to the release arrangements set out in the 2003 Act for offenders serving custodial sentences of less than 12 months, and for those serving sentences of between 12 months and 2 years:

- Extension of licence: the ORA extends release on licence for the second half of sentence to offenders serving custodial sentences of more than 1 day but less than 12 months.
- Post-sentence supervision: the ORA creates a new supervision period for all offenders released from custodial sentences of less than 2 years. The purpose of the supervision period is the rehabilitation of offender, and allows for a range of requirements to be imposed on the offender to support them moving away from crime. The supervision period tops up the licence period so that overall, every eligible offender will receive 12 months of supervision in the community after release.
- Young adult offenders: the ORA applies the new supervision period to offenders who are sentenced as juveniles but who are 18 or over at the ordinary point of release from their sentence.
- Breach of post-sentence supervision: creating a new process for Magistrates' Courts to deal with breaches of the supervision period. This is an important new role for Magistrates, and the Act gives them a wide range of sanctions – including up to 14 days in custody but also fines, unpaid work and curfews – that can be applied where a breach is proved.

We will bring these provisions into force at the point that the contracts for successful bidders for CRCs take effect and the new providers start delivering rehabilitation services. We plan to do this in line with our commitment to introduce these major reforms by 2015.

Through the Gate

The reforms will also put in place nationwide rehabilitation services which work “through the gate”, providing continuity of services for offenders in custody and the community. Under these reforms, in most cases the same provider will support induction of an offender into custody, provide them with resettlement services before release, meet them at the prison gates and continue work in the community.

The principals of Through the Gate (TTG):

- Coordination and management of offenders' resettlement needs by the same provider
- A universal screening of need for all prisoners within the first three days on arrival in prison - completed by prison staff using the Basic Custody Screening Tool (BCST)

- Individual resettlement plan for all prisoners, Part 2 of the BCST, completed by Community Rehabilitation Company (CRC)
- Delivery of the plan by the CRC through the sentence
- Finalised plans for resettlement are made with the prisoner in their last twelve weeks in custody
- Support (including for those serving under 12 months) continues into the community
- The same provider responsible for the offender's progress both sides of the gate
- CRCs will be contractually obliged to deliver the following services; accommodation advice, employment retention and brokerage, financial advice and signposting services for sex workers and victims of domestic and sexual violence

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23 December 2014

CONSULTATION ON THE PREVENT DUTY

Dear Colleague,

We are writing to draw your attention to a new statutory Prevent duty set out in the Counter-Terrorism and Security Bill which is currently before Parliament. The purpose of the Prevent duty is to ensure that the bodies serving the public play a full part in work to prevent people from being drawn into terrorism or supporting terrorism. This includes not just violent extremism but also non-violent extremism, which can create an atmosphere conducive to terrorism and can popularise views which terrorists exploit.

The duty requires certain bodies, described as "specified authorities", when exercising their functions, to have due regard to the need to prevent people from being drawn into terrorism. All County, District and Unitary Local Authorities in England are included in the Bill as being subject to this duty. Specified authorities are required to have due regard to the guidance when carrying out the Prevent duty. A draft of that guidance has been published for consultation by the Home Office: <https://www.gov.uk/government/consultations/prevent-duty>.

The guidance sets out the steps that providers in different sectors should take to show leadership, understand the risks in their area, work in partnership with others, and ensure that staff have the knowledge and confidence to identify and support vulnerable individuals. We would encourage you to read the guidance and send any comments you have back to the Home Office by 30 January 2015. Responses to the consultation can be sent to: Preventdutyconsultation@homeoffice.x.gsi.gov.uk.

The Home Office will also be organising a number of consultation events around the country in late January and will be in touch with further details about these events over the next few weeks.

Kind regards,

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OSCT Prevent

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Counter-Terrorism and Security Bill

Top Lines

- The Prime Minister’s Task Force on Tackling Radicalisation and Extremism committed to make delivery of Prevent a legal requirement in those areas of the country where extremism is of the most concern.
- Travellers to and returnees from Syria and Iraq come from a wide geographical spread. It is clear that all local areas need to ensure that, as a minimum, they understand the local threat and judge whether activities underway are sufficient to meet it.
- The Bill will:
 - Create a new duty on certain bodies to have due regard to the need to **prevent people from being drawn into terrorism**. The duty will apply to bodies including local authorities, the police, prisons, providers of probation services, schools, colleges, and universities.
 - Allow the Secretary of State to **issue guidance to those bodies on how the duty should be fulfilled**.
 - Give the Secretary of State power to **direct a body to take certain action**, which would be used to enforce compliance where the Secretary of State is satisfied that the body has failed to discharge the duty. These directions would be enforceable by a court order.
- The detail of how this duty should be fulfilled by each sector will be set out in the guidance. We will consult on the guidance during the passage of the Bill.

Background

- The Prevent strategy is a key part of CONTEST, the Government’s counter-terrorism strategy. It aims to stop people becoming terrorists or supporting terrorism. The strategy aims to respond to the ideological challenge of terrorism and those who promote it, prevent people from being drawn into terrorism, and work with sectors and institutions where there are risks of radicalisation.
- Work includes disrupting extremist speakers, removing material online, intervening to stop people being radicalised, and dissuading people from travelling to Syria and Iraq and intervening when they return.
- The most significant terrorist threat is currently from Al Qai’da-associated groups and from terrorist organisations in Syria and Iraq, including ISIL. Terrorists associated with the ‘extreme right’ also pose a threat.

Key facts

- *Prevent* is delivered locally in areas considered to be at greatest risk. Thirty local authority areas are currently classed as *Prevent* “priority” areas and receive funding from the Home Office for a local co-ordinator. These 30, plus 14 more “supported” areas, are eligible for funding for *Prevent* projects.
- Since early 2012, local projects have reached over 45,000 people and have helped young people and community groups to understand and challenge extremist narratives.
- Over 120,000 frontline staff in the public sector have received training to help them identify the signs of radicalisation, and know how to access support.

Key quotes

“The UK deplores and will fight terrorism of every kind, whether based on Islamist, extreme right-wing or any other extremist ideology. We will not tolerate extremist activity of any sort, which creates an environment for radicalising individuals and could lead them on a pathway towards terrorism.”

***Tackling extremism in the UK, Report from the Prime Minister’s Task Force on Tackling Radicalisation and Extremism
December 2013***



Counter-Terrorism and Security Bill

Why is new legislation needed?

- The Prevent programme relies on the co-operation of many organisations to be effective.
- Currently, such co-operation is not consistent. Our intention is to improve the standard of work on the Prevent programme across the country.
- This is particularly important in areas of the country where terrorism is of the most concern, but it is clear that all areas need, at the minimum, to ensure that they understand the local threat, and come to a judgement as to whether activities currently underway are sufficient to meet it.

Who will the new duty apply to?

- The duty will apply to bodies which have significant interaction with people who could be vulnerable to radicalisation. This ensures that the duty is proportionate.
- These include: local authorities, police forces, some NHS bodies, schools, further and higher education providers, prisons and young offender institutions and providers of probation services.

Why have private providers been included in the list of bodies the new legislation applies to?

- Some private providers supply public functions. For example, in the education sector this includes independent schools, universities and many providers of 16-18 education.

How will the duty be monitored and enforced?

- Monitoring and enforcement primarily will be through existing inspection mechanisms.
- In addition, the Office for Security and Counter-Terrorism (OSCT) in the Home Office will enhance its own monitoring arrangements to assess delivery in priority areas and concerns emerging from other areas.
- In addition, the Bill will give the relevant Secretary of State power to direct a body to take action where they consider the body is failing to fulfil the new duty. This direction would be enforceable through the courts.

Doesn't this restrict freedom of speech?

- The Government will continue to protect the right to freedom of expression. These proposals do not restrict legitimate and lawful comment and debate.

What will the guidance say?

- The guidance will set out the main expectations we have of the main bodies subject to the duty: local authorities, schools, further education institutions, universities, prisons, probation and health. The Home Office is co-ordinating the guidance with relevant government departments contributing based on sector specific knowledge.
- We will consult on the guidance during the passage of the Bill.

What will the Prevent duty mean for bodies in practice? Can you give us examples of what steps they should take?

- Detail will be provided in the guidance. The following examples are illustrative.
- **Local authorities** should ensure that publicly-owned premises are not used to disseminate extremist views.
- **School** frontline staff should understand Prevent, be able to recognise vulnerability to radicalisation, and know where to go to seek further help.
- **Universities** should have policies and procedures in place for the management of events on campus, and the use of all university premises, that apply to all staff, students and visitors.
- **Police** should support individuals vulnerable to radicalisation, for example through the Channel programme, and support partner organisations to deliver Prevent work.
- **Prisons** should offer support to an individual vulnerable to radicalisation or move them away from an individual of concern. Those who are at risk of radicalising others should face the removal of privileges and segregation from others.

What is the purpose of the power for the Secretary of State to issue a direction?

- This power is restricted to the purpose of enforcing the performance of the duty when the Secretary of State is satisfied that the authority has failed to discharge the duty.
- In practice, the Prevent Oversight Board, which is chaired by a Minister and includes representatives from across Government, would decide on all the evidence available whether or not to recommend that the Secretary of State issue a direction.