



Devon and Cornwall Police and Crime Panel

7th July 2023

Community Recovery Activity in Keyham

1. Introduction

This report provides the Police and Crime Panel with an update on the Keyham Recovery work which received additional funding from the Home Office and the Ministry of Justice to support the community on its journey to recovery.

This report will be supported by a presentation from the University of Plymouth on the findings of their independent evaluation of the funded activity being carried out in Keyham.

The report is delivered to the Panel alongside a separate report outlining the actions taken by the Police and Crime Commissioner as part of her duties to hold the Chief Constable to account since the shootings in Plymouth in 2021.

2. Background

On Thursday 12th August 2021 at around 6pm, a critical incident unfolded in the Keyham, Ford and North Prospect area of Plymouth, resulting in the murders of Maxine Davison, Sophie Martyn, Lee Martyn, Stephen Washington and Kate Shepherd, along with two members of the public being seriously injured. Due to the nature of the crime, the time of day and the location, there were a significant number of adults and children who witnessed the events.

Mass shootings in the United Kingdom are incredibly rare, prior to the Keyham critical incident, the last recorded mass shooting in the U.K. took place in June 2010 in the county of Cumbria.

Drawing on experiences from other tragedies and the evidence based on the impacts of trauma, we know that the events of 12th August 2021 will continue to have a profound impact on the community of Keyham for many years. Over the last nearly two years the Keyham Recovery Partnership has worked hard to address the short, medium, and long term needs of the Keyham community.

The timeline below details the strategic decisions and activities that have taken place since 12th August 2021:



Keyham Timeline



3. Initial response

In the immediate seven days following the incident, the Commissioner and staff from the Office of the Police and Crime Commissioner (OPCC) were based within the community engaging with the residents and assessing the community need. As commissioner of services for victims of crime in Devon, Cornwall and the Isles of Scilly the focus as soon as the incident occurred was on ensuring that the right resources were in place so there was support for the victims, witnesses and the community.

As a result of this initial engagement, the Commissioner, working in partnership with Devon and Cornwall Police, Plymouth City Council and Victim Support as our Strategic Delivery Partner, assembled a funding request to the Home Office and Ministry of Justice, outlining the community safety and support needs of the community and a programme of work that sought to:

- **Restore feelings of safety** through a range of initiatives including target hardening, high visibility policing, problem solving approaches and extensive community engagement.
- **Mitigate future and existing harm** through visible policing and safer streets interventions.
- **Advance community action** through investment in empowerment and skills-based engagement, an enhanced youth provision and citizen consultations to lead to sustainable citizen led change.

Funding Award - Home Office:

As previously reported to the Panel, the Home Office awarded additional funding to provide a reassuring additional policing presence in the Keyham neighbourhood. This grant award has been overseen by a Project Manager seconded from the OPCC.

The Keyham Community Policing Team were established in September 2021 and funded by the Home Office until March 2023. The purpose of the KCPT was to provide additional

community policing and community reassurance; a sustained protected neighbourhood policing response for Keyham and the surrounding neighbourhoods. This team was handpicked by virtue of strong community engagement experience and included six Police Officers, managed by a dedicated Sergeant and Inspector¹.

To note, the Keyham policing team were established in September 2021, prior to the Home Office awarding the funding in recognition that they were immediately needed in the community to engage and visibly offer reassurance. The work of the policing team received expert input from policing colleagues including a Specialist Problem Solver, Youth Engagement Lead, Intelligence and Performance & Analysis.

The Chief Constable has agreed to retain the dedicated team, albeit with a small reduction in officer numbers², until Autumn 2023 at the earliest, funded from police core budget.

Funding Award - Ministry of Justice:

As commissioner of victims' services, the OPCC took a leading role in understanding the support need in the community and used its strong contractual relationship with Victim Support to mobilise on the ground support to victims and witnesses within 12 hours of the incident happening. The result of this initial activity informed the funding bid submitted to the Ministry of Justice.

In total £271,922 was awarded to provide the following:

- Extra capacity within the 24/7 Victim Support free telephone support line
- Victim Support presence at the scene in the immediate aftermath
- Two additional Victim Support caseworkers (adults)
- One dedicated Young Devon caseworker (Young People)
- Additional hours of bereavement counselling by Jeremiah's Journey
- Other specialist service provision and support for staff affected
- Co-ordination of service delivery and evaluation of its impact.

This funding was extended to March 2023 to ensure support continued throughout the Inquest period.

Additional funding awarded

In addition to the central government funding, the Commissioner has made a number of funding awards to support the recovery programme:

- £5,000 funding for Keyham Neighbourhood Watch to carry out works under the DaCCWA Feel Safe Scheme in the immediate aftermath of the tragedy.
- The Serious Violence Prevention Programme agreed to fund two further rounds of the Keyham Community Sparks grant scheme at a cost of £50,000 with the aim of supporting further projects in the community.
- The Serious Violence Prevention Programme agreed to fund the continuation of the Independent Academic Evaluation for years two and three at a cost of £25,000 per annum in order to fund a PhD student full-time. The extension of the evaluation

¹ The Inspector and Sergeant were funded from D&C Police core budget.

² 6 Police Officers reducing to 4 Police Officers. The team retains a dedicated Sergeant, with oversight from the Devonport Inspector.

provides a unique opportunity to understand over a longer-term period, as the community recovers, what has worked and fill an evidence gap that exists on UK responses to such instances.

- The Serious Violence Prevention Programme agreed to fund a two-month extension of the Plymouth Together Communications lead (March 2023 – May 2023). The central reason to fund this extension was disbanding this role so soon after the inquest's conclusion would not be helpful for the Keyham community.

4. Learning - University of Plymouth Independent Evaluation

The OPCC and the Plymouth Together partnership have been working with the University of Plymouth who were appointed to undertake an independent evaluation of the funded activity being carried out in Keyham. As part of their evaluation the University independently surveyed the community to understand how they felt a year after the incident and the impact of the funding to date.

The evaluation sought to provide comprehensive answers to the following questions to evidence the impact of the Home Office and Ministry of Justice funded activities. The questions and a summary of their conclusions are as follows:

Has the neighbourhood policing approach in Keyham, including sustained community engagement and consultation, as a restorative and preventative measure taken following the incident helped to restore community trust and confidence?

The research identified that the neighbourhood policing team in Keyham was well funded and well resourced, and that the team understood the principles of neighbourhood policing and its place within a process of recovery for the area. The Keyham Community Policing Team (KCPT) sustained effective engagement and consultation with the local community through application of a 'connectivity plan' and use of a 'tracker' system. The evaluation survey results evidenced positive perceptions of the KCPT by those who had had contact with officers, particularly when they were on patrol and overall suggested that the KCPT had a positive impact in that area.

Have the funded community safety interventions (strengthening the local environment, targeted crime prevention, and assisting the community to reclaim community spaces) in Keyham had any statistically significant impact on crime/anti-social behaviour levels and community feelings of safety, resilience, and recovery?

Crime and ASB levels were low prior to the critical incident and have remained low. It is worth noting that crime rates in the specific Keyham area diminished in the year following the critical incident and thus the funded community safety interventions and KCPT may have prevented crime occurring. However, these results are not statistically significant and represent very small numbers of crime and anti-social behaviour. There is no evidence of displacement of crime and ASB to bordering neighbourhoods. The evaluation survey found that the majority of community members reported feeling safe in their area. Generally, people did not report feelings of unsafety as a consequence of the critical incident, although young people did.

What impact has Victim Support's role and services had upon aiding individuals and the community in Keyham to recover from the trauma they have experienced?

Victim Support's role and services were delivered in the immediate aftermath of the critical incident and throughout the Safer Keyham evaluation period. Victim Support ensured that communities across Plymouth and the wider area were given the opportunity to engage with them to attain support that negated the bounded nature of other service delivery. The evaluation survey found that the community valued Victim Support though they did not broadly access their services. This can be explained in part by community members not perceiving themselves as legitimate 'victims'. A comprehensive outreach programme was delivered by Victim Support to ensure community members were aware of the accessibility of their service, its sustainability, and its wide geographical scope. Professionals noted the importance of Victim Support services in the on-going trauma recovery process.

Which approaches or interventions have demonstrated the greatest evidence-based impact to aid the recovery of the community in Keyham and feelings of safety?

The evaluation survey results indicated that community policing and improvements to public spaces were viewed most positively by respondents in relation to the impact that they had on the community overall. It should be noted that more respondents were aware of these initiatives than of others, and that the changes implemented by them were perhaps the most visible elements of the Safer Keyham recovery programme. Most survey respondents felt that all the funded approaches and interventions were valuable for the area's recovery. Further, as evidenced by the survey results and qualitative interviews, initiatives that had lower levels of awareness and engagement among survey respondents were viewed positively by people who did engage with them, such as those who received home security improvements or personal security devices from the Feel Safe Scheme and those who engaged with Community Sparks Grant funded activities. The evaluation has evidenced how interventions that connected with existing infrastructure were most effective.

Which approaches or interventions (if any) have negatively impacted the recovery of the community in Keyham and feelings of safety?

The research overall found that no specific interventions negatively impacted the recovery of the community in Keyham and feelings of safety. This report has noted a few areas where caution may need to be exercised in the delivery of some activities. While the approach to support and build upon existing infrastructures to deliver interventions evidences good practice, it should be noted that reliance on volunteers can be burdensome for them and conflictual with organisational needs. Further, the reliance on pre-existing structures can serve to reinforce pre-existing inequalities or gaps in provision.

The full report can be accessed via the [Plymouth Together website](#):

The independent insight from the evaluation is invaluable and in particular provides an evidence base on the value and impact of community policing. Recognising that whilst some members of the community may recover in a short space of time, overall community recovery is likely to take a significant period. Whilst police and partners often work in days, weeks, and months sometimes even years the lasting psychological impact of mass trauma incidents may not be resolved for decades in some cases. It is for this reason, through the Devon and Cornwall Serious Violence Prevention Partnership, the Commissioner has agreed additional funding for a full-time PhD student to continue research work for a further two years beyond this initial Year 1 evaluation. The findings above therefore represent the outcome of the first year of a three-year research project.

5. Community Recovery Resource Pack: Learning from Keyham

The response to the events in Keyham, from the community and the wider city of Plymouth and its partners has been inspiring, showing a collective desire to help and support. Whilst we await the long-term evaluation, there are some lessons learnt from the Recovery Programme that can benefit those in emergency and resilience planning and for those who may face similar tragedies. To share our activities and learning, the partnership have produced a Community Recovery Resource Pack, authored by the Project Manager seconded from the OPCC. The purpose of the pack is to have a single document that can be shared nationally for any agency who find themselves in a similar situation to that of Devon and Cornwall Police, the OPCC and Plymouth City Council on 12th August 2021, to aid their response to similar future incidents.

Opening a Public Enquiry Office at Devonport Police Station

Having listened to community feedback and in recognition of the ongoing long-term community recovery, the Commissioner has decided to open a Public Enquiry Office at Devonport police station, geographically the nearest police station to Keyham and where the Keyham Policing Team have been based. Devonport police station does not have an existing public enquiry office in situ but does have an accessible reception area that will be converted. The Devonport front desk will open before the end of 2023.

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