

DEVON CORNWALL ISLES OF SCILLY

Community **Safety** Partnerships

Peninsula Strategic Assessment **2012/13**

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Section 1: Core Messages

Introduction, summary and
aims and objectives

Introduction

A foundation for working together

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 and hence there are differences in the way that they work.

A Strategic Assessment (SA) is a 'snapshot' of crime and community safety produced using factual data. It aids understanding about crime and disorder issues, explores future threats and opportunities, and considers where a CSP can make the most difference. Every year each CSP in Devon, Cornwall and the Isles of Scilly produces its own SA, highlighting the key problems and priorities specific to their area.

This document (the second **Peninsula Strategic Assessment**, or **PSA**) describes crime and community safety issues and identifies priority issues affecting the whole Peninsula. CSPs across the Peninsula will use the PSA alongside local Strategic Assessments to target resources and identify if, where and how approaches and partnership resources can be co-ordinated to deliver more efficient and effective community safety outcomes to benefit residents and visitors within Devon, Cornwall and the Isles of Scilly.

An evidence base for prioritisation

Over 40 crime and disorder issues were assessed using a Strategic Threat and Risk Assessment tool (STRA). The STRA considers each issue in terms of the scale and frequency of impact on communities, whether it is a priority for the public, the cost to agencies and the wider community, and how well the Peninsula performs compared with the rest of the UK. This process highlighted **domestic, family and sexual abuse, alcohol, violence and the night time economy, Anti-Social Behaviour** and **reoffending** as the main risks.

Analysts representing each of the CSPs and the police worked together to build the evidence base contained within **Section 3**, with more detailed information in the **Appendices**. You will find links to the individual CSP SAs on page 64.

Relevant to everyone

The PSA contains information to help focus the activity tackling the priorities identified, clearly sectioned to enable readers to find the most relevant material for their needs.

Section 1 '**Core Messages**' contains a summary of the document, introducing the agreed aims and objectives for future CSP activity. Section 2 '**Setting the Scene**' describes the current national and local contexts, and an overview of all crime within the Peninsula. Section 3 '**Peninsula Priorities**' provides more detailed analysis of each of the priority themes. At the end of the document the **Appendices** contain useful reference tools including the agreed delivery plan, an overview of objectives alongside existing services and projects, more comprehensive analysis of both wider and priority issues, cost drivers and methodology.

Summary

The PSA identifies 4 priorities which most affect communities in Devon, Cornwall and the Isles of Scilly:

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

In addition, a greater understanding of more hidden issues that affect the most vulnerable in our communities is needed in order to safeguard against, and respond to them effectively, increasing people's confidence in services and encouraging more reporting. Two distinct additional risks – **understanding of hate crime and hidden harm** and **preventing violent extremism** are identified in light of this.

The PSA identifies a number of **aims and objectives** for CSPs, contained in a table in **Appendix 1** and discussed in more detail below in relation to each priority. An agreed route for driving activity forward through Strategic Delivery Groups and ongoing analysis are in **Appendix 2**, Next Steps.

The arrival of the **Police and Crime Commissioner** and **Police and Crime Panel** makes it more important than ever before for partnerships to **understand, evidence, and articulate crime and disorder problems**, hence the need to commission ongoing analysis to inform decision making about the priority areas.

More detailed understanding of the causes of crime is also needed in order to mitigate the impacts of **widespread restructuring of services** across public sector bodies, where budget cuts could be – directly or indirectly - contributing to changing crime trends. With a challenging **economic climate** and **welfare reform** likely to increase demand across the priority areas as funding is cut, an analytical focus on these problems is increasingly important.

Overall the Peninsula experiences **10% less crime** than other similar areas in the country, but this gap has narrowed over the past twelve months. Although still the 4th safest place in the country, after year on year reductions for some time, **crime levels within the Peninsula have increased over the past 12 months** across most types of crime, particularly violence, acquisitive crime (such as thefts and dwelling burglary) and domestic abuse. Acquisitive crime and property crime levels remain lower than elsewhere, but **rates of violence and sexual offences are now higher** than in other similar places nationwide. There is no single clear explanation for this.

The cost of crime to victims, businesses, the taxpayer and our communities, is huge. In 2011/12 recorded crime cost an estimated £298 million across the Peninsula; factoring in under-reporting the **real figure could be closer to £882 million**.

Rape and serious sexual assaults have by far the greatest associated costs, making up a third of the total cost estimate but accounting for only 2% of all recorded crime, with the majority of the cost relating to the physical and emotional impact on victims. At the other end of the scale, thefts and shoplifting account for almost a quarter of all recorded crime but only 5% of the estimated total cost.

Family problems are the most significant cost driver in the Peninsula. Family-related issues, such as domestic abuse, sexual violence, youth offending and Anti-Social Behaviour, are estimated to have cost £431.7 million in 2011/12.

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 and Exeter** are cities of significant size but the majority of the Peninsula is described as rural with most of the population resident in **smaller urban clusters, market towns and villages**. In addition to the usual types of crime and disorder problems associated with urban areas anywhere, CSPs face **additional challenges** in providing equal access to services for **widely dispersed communities**.

Higher crime rates frequently co-exist with other social problems that place heavy demands on partner resources. **Deprived areas** experience challenges like higher unemployment, lower incomes and poorer health than other areas. There are high proportions of the community experiencing, or at risk of deprivation and poverty in Plymouth and Torbay, where crime rates are higher than the Peninsula average, but **pockets of significant deprivation** are also present **in more rural and isolated communities** within the rest of Cornwall and Devon.

On average, over 11 million visitors a year outnumber the Peninsula's 1.7 million residents, and **visitor volumes are predicted to rise** over coming years. Crime within the Peninsula follows **a seasonal pattern that is predictable**, but nonetheless places significant pressure during summer months on local communities and partner resources, particularly in **larger coastal towns with thriving night time economies**, like Newquay.

Although the Peninsula has a far lower proportion of ethnic minorities than the national average, the **demographic has changed considerably** over the last decade in ways which may not be apparent from national statistics. There are increasing numbers of foreign students and both transient and migrant workers across the Peninsula.

Although overall unemployment remains below the national average, overdependence on low paid part-time and seasonal work, combined with an older than average population could cause the **social and economic impacts of recession and welfare reform** to have a greater impact on community safety than elsewhere. Housing affordability and availability are also major local issues presenting prevention and safeguarding challenges – enforced cohabitation with either family or strangers could increase risk across the priority crime themes.

Overarching themes

Early intervention and prevention is a key theme in developing effective responses to all of our priorities. The PSA objectives focus on identifying, risk assessing, and **safeguarding** those who are most vulnerable in our communities and improving our understanding of their specific service needs.

Children and young adults are at highest risk of crime, both as direct and indirect victims and as offenders. Young people are most vulnerable to the impacts of family dysfunction, creating problems for the future. The PSA objectives focus on young people through objectives linked to education, challenging attitudes and behaviours, and breaking the inter-generational cycle. These have the **potential to reduce crime and Anti-Social Behaviour over both the short and longer term** and will lay the foundations for safe, strong positive communities in the future. Young adults (aged 18-24) are at the highest

risk of both victimisation and involvement in offending. Within this group, the large volume - over 70,000 - of higher education students within the Peninsula appear to be particularly vulnerable to the issues identified as PSA priorities.

A small proportion of individuals and families in our communities have **multiple and complex problems** and place high demands on services across the board. Within this group, **problematic drug and alcohol users** contribute to crime and community safety issues across the priority areas. **Working in partnership** is often more effective than working as a sole agency when tackling complex problems and underpins many objectives.

Given the challenging economic climate and widespread restructure and change in the public sector, **increased integration** of working either between partner agencies / departments or cross boundaries will be important. **Community engagement and increasing public confidence** underpins all partnership work and involving communities in developing local solutions will become increasingly important. This is recognised as an area which could be improved across the Peninsula.

The PSA highlights the growth of **new technology and social media** as factors that will shape responses to some crime and disorder areas over coming years. They offer clear opportunities to increase engagement, develop alternative reporting routes, challenge inappropriate behaviour and develop new forms of crime prevention. But there are also threats in terms of increasing cyber crime (particularly online exploitation, bullying and harassment) and in whether partnerships have adequate resources (including appropriate legislative tools) to move dynamically in this area.

Peninsula priorities

The main points about each of the priority areas are summarised here, with more detailed analysis contained within **Section 3**. The agreed objectives are at the end of each section, and are also contained in a table in **Appendix 1**, along with an overview of existing services.

Domestic, family and sexual abuse

Domestic, family and sexual abuse has a devastating **impact on individuals, families and communities** and requires a **significant amount of resources** to tackle from all public sector agencies.

Domestic, family and sexual abuse occurs **across society regardless of age, gender, race, sexuality, wealth, and geography**. Abuse is not always violent and may include psychological, physical, sexual, financial, online and emotional abuse.

Whatever form it takes, domestic, family and sexual abuse is rarely a one-off incident, and should instead be seen as a **pattern of abusive and controlling behaviour which tends to escalate over time**.

Associated issues include youth crime and Anti-Social Behaviour, missing persons, mental health breakdown, drug and alcohol problems, wide-ranging health problems, poor education performance and attendance and costs to services involved in supporting vulnerable families and safeguarding children. Many victims and their families experience **multiple problems** that require services to work together effectively to address them.

Trends in reported crime suggest that **these offences are increasing** and this problem is predicted to continue as vulnerable families struggle to cope with additional financial and emotional pressures brought about by the deepening recession, including higher unemployment, welfare reform and changes in support services. The rate of sexual violence and domestic abuse within the Peninsula are higher than the average for similar areas across the country.

Domestic Abuse, Sexual Violence, and exploitation crimes are **by their nature hidden**, rarely recognised as priorities by communities, and under-reported to police. These factors limit our understanding of and ability to tackle the problem.

National prevalence estimates suggest almost two thirds of domestic incidents in the Peninsula go unreported, and that levels of under-reporting for sexual offences are significantly higher. With services stretched to respond to the incidents that were reported and a goal (*Objective 2*) to increase confidence and drive up reporting, **increasing demand for support is likely**.

Highlighted as a problem across the Peninsula, the highest reported incidence rates for domestic abuse last year were in Plymouth and Torbay CSPs - however it is within Torbay and Cornwall that the trend is increasing.

Improving safety for victims of domestic abuse focuses on **reducing repeat victimisation**, underpinned by effective risk assessment through multi-agency processes such as Multi-Agency Risk Assessment Conferences (MARACs). Specialist support and service provision from CSPs and the third sector contribute towards the **continuum of**

support described by *Objective 3* and are detailed in Appendix 1. *Objective 4* provides for **services which work with offenders**, with possible gaps identified where abuse is taking place outside of continuing intimate relationships or without convictions.

The PSA highlights a risk that funding cuts could raise the level at which interventions take place, **leaving individuals vulnerable to escalating risk**, and increasing the long term costs to society.

Domestic abuse is a **high volume crime potentially resulting in serious harm**, and has been a contributing factor in over a third of all murders in the Peninsula over the past decade. Nearly **three quarters of domestic homicides** in the past ten years saw **no previous reported domestic history** between the victim and offender with most occurring in neighbourhoods with the lowest volume of domestic abuse crimes and incidents overall. These are **largely rural areas** potentially indicating an issue of **under-reporting** in more remote areas across the Peninsula. Comprehensive and resource intensive domestic homicide reviews take place with *Objective 6* ensuring changes are promptly made across the whole Peninsula when lessons are learnt from these.

Alcohol is frequently highlighted as a problem within families where domestic abuse takes place. **Women and children** appear most vulnerable to abuse, and national research also indicates **increased risk for vulnerable adults**. **Men are also victims** but are less likely to seek help, and it is unclear if there are additional barriers to reporting for other **minority groups** (hence *Objective 7*). *Objective 1* is to ensure there is equal access and service provision regardless of gender, age, or background.

Women (particularly young women) and children are most vulnerable to sexual violence. Stranger attacks are rare. The vast majority of **offenders are known to the victim**, and some sexual violence is domestic abuse. There are **practical and emotional barriers** to reporting such offences making it important to provide easier ways to report abuse, and to provide a continuum of support from early identification through to independent living (*Objectives 2 and 3*).

Sexual Assault Referral Centres (SARCs) in Plymouth, Exeter and Truro are understood to have had a **positive impact on both reporting rates and victim confidence** (*Objective 2*), but future funding streams for these are under threat. Alongside supporting victims, *Objective 4* highlights the need to **work with sexual offenders**, with sex offender programmes currently focusing on high risk offenders on release from prison, or those that are medium to high risk with a focus on internet offending.

Wider safeguarding issues were raised by 'Hidden in Plain Sight' and the Child Exploitation and Online Protection Service, highlighting **disabled people and young people at risk of sexual exploitation** as particularly vulnerable groups within society. *Objectives 1 and 7* reinforce the need to understand vulnerabilities within, and appropriately support all of our community.

The importance of developing **strong multi-agency safeguarding processes** is apparent with significant volumes of **child abuse** (sexual offences, online abuse and exploitation) and **adult safeguarding incidents** in the last year. In Cornwall, Torbay and Plymouth rates of children subject to Child Protection Plans are higher than the national average.

Devon's **Multi-Agency Safeguarding Hub (MASH)** is identified as best practice nationally and is being considered as a Peninsula-wide approach to information sharing and risk assessment. **Domestic abuse, mental health, substance misuse and past sexual**

abuse have been identified as 4 risk factors which in combination can identify the families likely to become the most referred to the MASH. Alongside awareness raising and education campaigns, initiatives like this are the focus for *Objective 5*, seeking to break the inter-generational cycle of abuse.

Aim:	To reduce the risk of serious harm and provide appropriate responses to safeguard individuals and their families from violence and abuse
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.

Alcohol, violence and the night time economy

Alcohol cuts across all aspects of partnership service delivery and represents a significant cross-cutting theme for other priority areas of criminality. Alcohol is associated with a range of crime but plays a particular factor in violent crime. An **increase in social and health problems associated with alcohol** is one of the anticipated **impacts of the prolonged recession**.

Violent crime has risen by 11% across the Peninsula in the past year, set against a national reduction of 7%. This trend is reflected across most of the Peninsula except Plymouth (where the rate has remained stable) however the city has a rate of alcohol-attributable crime significantly higher than the average for England.

Violent crime is highest in towns and city centres particularly Plymouth, Exeter, Torquay and Newquay which face particular challenges linked to a thriving nightlife. Whilst violence and disorder hotspots are centred on the **night time economy**¹ (NTE) these remain stable. There has been a rise in violence happening outside of this environment during the daytime and we need to understand why this is happening (*Objective 4*).

Police research indicates that a **rise in repeat offending** may be a factor in the increase in violent crime and this has led to a new violent offender risk assessment model being introduced, identifying high and increasing risk individuals. **Young males aged between 18-24** years are most likely to be involved in night time economy violence, both as victims and offenders.

Tools such as the **Assault Related Injuries Database** (ARID – and its equivalent in Plymouth) allow licensing teams and partners to gain a better understanding of **problem licensed premises** or locations across the Peninsula, but the risks associated with non-traditional alcohol supply routes, such as the internet, are less well understood. A number of collaborative partnership, business and third sector initiatives (see [Appendix 1](#)) are in place to help to ensure a **vibrant and safe night time economy** (*Objective 5*). Enforcement tools and new legislation could also be used to support *Objectives 3 and 5*.

The new **Police Reform and Social Responsibility Act 2011** introduces new measures to tackle alcohol problems including introducing a late night levy to help cover the cost of policing the night time economy, widening the use of early morning alcohol restriction orders and doubling fines for persistent underage sales (*Objectives 3 and 5*).

Reducing the rising rate of alcohol-related hospital admissions across the Peninsula is key, particularly for young people under the age of 18 years (*Objective 2*). An estimated **6% of the adult population** across the Peninsula **drink at double the recommended safe levels** and above, with around 18% of the population thought to be **binge drinkers**.

The National Alcohol Strategy emphasises the importance of **early identification and intervention** (for every eight at-risk drinkers who receive advice, one will reduce their drinking to within low-risk levels) however evidence suggests that many people do not seek specialist help until their problem is well established. Education about alcohol is being reviewed with responsible drinking messages due to be delivered within the 'Change4Life' campaign.

¹ Analysis of crime linked to the night time economy focuses on violent crime occurring in a public place (street/highway/road, licensed premises or takeaway food outlet) between 9pm and 5am.

Problem use of **alcohol increases the likelihood of reoffending** with research indicating that alcohol is a specific risk factor linked to the offending behaviour for the majority of offenders. Use of prevention and education tools such as public information campaigns, the use of targeted alcohol workers and the roll out of training packages to help identify and screen individuals at risk of problematic drinking could greatly increase opportunities for early identification and intervention with this cohort (*Objective 5*).

Other opportunities for intervention include the use of the Court ordered Low Intensity Alcohol Programme (LIAP) for low level violent offenders and Alcohol Treatment Requirements for offenders who are dependent drinkers. Despite the use of LIAP, **prevention programmes are not being targeted directly at violent offenders** in any of the CSP areas and are reflected in *Objective 1*.

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.

Anti-Social Behaviour

The 1998 Crime and Disorder Act states that a person is regarded as behaving anti-socially if they have acted "in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household".

The definition is open to interpretation as **behaviour that is deemed anti-social may be very different** from one person to next. Perceptions are influenced by many factors, including a person's worry about personal risk of harm (as well as actual experience), feelings about their local area and other people in their community and the media. The types of incidents reported range from persistent harassment and intimidation to more minor incidents of littering and dog fouling.

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 ongoing reductions in the numbers of incidents reported to the police, Anti-Social Behaviour remains the **primary concern of local residents**. This gap between perceived risk and actual rates of incidence is also replicated nationally, and makes it crucial to work closely with communities to identify their specific concerns and tackle them appropriately (*Objective 1*). Particular priorities commonly identified are vehicle-related

ASB (problem parking, speeding, 'boy racers'), dog fouling, neighbourhood disputes and youth related issues.

There is a strong seasonal pattern, with **more incidents in the summer months** and fewer in the winter – driven by the influx of tourists, school holidays, and lighter evenings. A significant proportion of police recorded Anti-Social Behaviour is reported in the night time hours, however evidence from Cornwall and Devon CSPs indicate that incidents are **more likely to be reported** between **mid-afternoon and early evening**.

Reducing the fear of Anti-Social Behaviour and **increasing confidence** that partnerships will deal with problems effectively when they do occur is *Objective 2*. Partnership and local tasking groups have effective joint working strategies to tackle locally identified issues. This assessment identifies that it is crucial to ensure all sections of the community are engaged alongside partnerships in developing long term solutions.

Anti-Social Behaviour 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. Reports of Anti-Social Behaviour are **highest in our town and city centres (particularly Plymouth and Torbay)** and in **areas described as deprived**. Although street drinking and vagrancy levels are low, they are increasing – in central parts of Plymouth, Truro and Torquay – and this trend is likely to continue.

Proactive town centre and neighbourhood management that considers all aspects of the environment is a key element in reducing crime and disorder and making our towns and cities safer, more attractive and economically productive (*Objective 1*). Sustainable solutions, such as restorative justice and mediation are working well across the Peninsula.

Whilst there is a renewed focus on developing tools and processes to tackle Anti-Social Behaviour, there is a risk that **funding cuts and restructuring** across the public sector may restrict activities which either directly or indirectly reduce Anti-Social Behaviour. Higher unemployment levels, welfare reform and increasing deprivation are likely to increase opportunities for Anti-Social Behaviour to take place, making **diversion schemes**, particularly for young people, even more important (*Objective 3*).

Targeted work with families, such as Family Intervention Projects and local delivery of the Government's new Troubled Families programme, are likely to have a positive local impact on Anti-Social Behaviour (*Objective 5*).

Identifying and protecting those who are most vulnerable to, or are repeat victims of Anti-Social Behaviour is critical (*Objective 6*). Within Plymouth and Cornwall Anti-Social Behaviour teams, and for police across the Peninsula, victim risk assessment tools are in place to assess vulnerability and identify appropriate intervention or support packages.

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.

Reoffending

An estimated **third of all recorded crime across the Peninsula is committed by repeat offenders**. Offenders are amongst the most socially excluded in society often having **complex and deep rooted health and social problems**, such as substance misuse, mental health, homelessness, debt, and family problems.

Youth reoffending is above the national rate and on a rising trend across most areas in the Peninsula, Cornwall being the exception. This should be viewed in the context of a large falls in the number of young offenders and a falling number of reoffenders and reoffences.

Acquisitive crime is the most common type of repeat offending, often driven by problem drug use. This is predicted to become more of an issue as a result of economic challenges and welfare reform. The ease and cost of purchasing prescription and non-prescription drugs via the internet could also contribute to a growing problem.

There are higher than national average rates and ongoing increases in **youth re-offending** across all areas of the Peninsula. Adult reoffending is slightly below the England average across the Peninsula however Plymouth and Torbay have rates higher than the national average. Adult reoffending rates have remained stable over the past 12 months with the exception of Cornwall.

Lifestyle, relationships, and alcohol and drug problems are the most prevalent issues linked to risk of re-offending, all of which affect more than half of offenders; emphasising the importance of holistic, multi-agency, risk based approaches to managing offenders. Links between drug use and offending are most apparent within Plymouth, mainly within acquisitive crime offences. **Acquisitive crime has seen significant increases** not just in the city but across the Peninsula in the past year making it important to understand how drug abuse is driving crime (*Objectives 1 and 2*).

The management of **adult perpetrators** who present the most risk to their communities is delivered through **TurnAround**. Each offender is managed by a single lead professional working as part of a multi agency team coordinating support across all pathways, including accommodation, family support and physical and mental health (*Objective 3*).

Preventative work may be under threat due to budget cuts but recognising the importance of taking a “whole family” approach to tackling reoffending in addressing both causes and impacts is key (*Objective 4*). Research from Cornwall and Torbay highlights **domestic abuse** as a factor in around half of adult offender relationships. Family and personal relationships is one of the most prevalent issues among young offenders, with domestic abuse also being a common contributor to a young offender’s risk of reoffending.

Management of **young offenders** is delivered through **Youth Offending Services/Teams** across the Peninsula providing a co-ordinated response to the needs of young offenders. Work includes strengthening protective factors against further offending (positive relationships, education training and employment and stable accommodation) and providing access to specialist services such as speech and language therapy and treatment for drug and alcohol problems. In addition to interventions aimed at young people either engaged in or at risk of offending there is also a wide range of **youth diversionary activities** including sports, arts, confidence building and life skills delivered across the Peninsula (*Objective 5*).

Significant reductions have been seen across the Peninsula in both the number of young people on youth offending services caseloads and first time entrants into the criminal justice system, with one reason for this likely to be the introduction of the **Youth Restorative Disposal** in 2009. This helps prevent young people entering the criminal justice system by offering a quick and proportionate response in cases of low level offending and allows victims to have a voice in how the offence is resolved.

These reductions in young offenders have generally been accompanied by a **rise in the proportion of those reoffending**. The cohort of young offenders has been falling faster than the number of reoffenders. The implication for services is that young offender **cohorts will be smaller but more complex**.

There has been some debate across the Peninsula about **whether some sentences handed out by the courts are consistent with the aim of reducing reoffending**. The decision not to impose a custodial sentence should be supported by **community-based interventions** that aim to reduce the risks of reoffending.

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.

Additional Risks

Both of the additional risks identified are currently low volume, high impact concerns. It has not been possible to assess the threat they present, as the understanding of both areas is limited. The PSA supports initiatives to increase reporting and develop a clearer picture of both risks.

Understanding of Hate Crime and Hidden Harm

Hate crimes are crimes perceived as motivated by the perpetrator's hostility or prejudice based on a protected characteristic. They have a **detrimental effect on the victim's emotional and mental health** and **significant impacts on the community**.

Both nationally and locally, there are thought to be significant levels of under-reporting, giving an **unclear picture of potential risks within the community** and making it difficult for agencies to take mitigating action. Although **reported hate crime incidents** in the Peninsula have dropped by 17% over the past year. The PSA suggests this is **not representative of the experience of minority communities** and that **further analysis** takes place to increase local understanding of this issue (*Objective 4*), as well as **making reporting easier** and more accessible (*Objective 1*).

The majority of recorded incidents appear **racially motivated**, with a rapid growth of minority populations highlighted by Devon and Plymouth as possible factors. **Mate crime**² has been identified as a particular issue for vulnerable adults.

The Crown Prosecution Service indicate that a high proportion of hate crime prosecutions are dropped as a result of unexpected non-attendance by victims, and this, combined with low reporting rates suggests **greater victim support throughout the process** and increased confidence in the criminal justice system are needed (*Objective 2*).

There is a **strong focus on tackling hate crime** at both central government (the national Hate Crime Strategy was released in March 2012) and local level (hate crime partnership sub-groups exist within Cornwall and Torbay, and a network is being developed in Devon) but **strengthening community infrastructures** is also important (*Objectives 1 and 2*). To drive this partnership activity forward, a much clearer picture of hate crime and other forms of hidden harm affecting minority communities, and their links to Anti-Social Behaviour within the Peninsula needs to be established (*Objectives 3 and 4*).

² Mate crime refers to the situation where a person with learning disabilities is "befriended" for the purposes of coercing them into handing over money or property

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.

Mainstreaming Preventing Violent Extremism

Preventing Violent Extremism (PVE) was reviewed in 2011, refocusing the strategy to **address all forms of extremism**. Nationally, Al Quaida inspired extremists remain the highest threat, but Far Right groups have become increasingly active across the UK in recent years.

Whilst the Peninsula suffers less than many other areas in the country in relation to organised groups of extremists, or overt support for any form of extremism **individuals anywhere could take independent action** with violent consequences, making safeguarding important across all partnerships.

Prevent delivery is partnership led, and is strongest in Plymouth (a Prevent Priority area, where most risk is thought to be held) and in Cornwall. There is an established strategic delivery structure within Torbay, and are being established in Devon.

Incorporating **Channel**, the referral process for raising individuals considered vulnerable to radicalisation alongside other safeguarding processes is crucial, in part through **Workshops to Raise Awareness of Prevent (WRAP)** for practitioners working throughout Partnerships.

Individuals vulnerable to radicalisation are often vulnerable in other ways, and investing partnership resources in processes which support them could also strengthen responses to **safeguarding adults, violence in the home, honour based violence** and **human trafficking**. The **role of the internet**, particularly public internet facilities, in grooming extremists is raised as a specific concern.

Aim	To mainstream the delivery of Prevent alongside other safeguarding processes
Agreed 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.

Driving delivery against priority risks

There are a range of **existing services and activity to help mitigate the priority risks** already undertaken by individual CSPs, (some of which are currently under threat as a result of cuts or restructuring). **Appendix 1** brings together an overview of these alongside a **reference table** containing all of the objectives to help partnerships identify gaps in service delivery, or best practice elsewhere.

Appendix 2 describes the CSPs intended **delivery structures** and ways of **working together to improve performance**, including initiatives which would build on the PSA to **improve understanding of Peninsula-wide crime and community safety issues** in the future.

Section 2: Setting the scene

The national landscape, local context and an overview of community safety

The national landscape

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 and hence there are differences in the way that they work.

Over recent years, changing national priorities, driven by a new government, legislation, and the onset of recession have impacted partnerships and their delivery environment. This evolution is set to continue, with the following **common factors** likely to shape the work of CSPs across the Peninsula in the coming years:

- Introduction of **Police and Crime Commissioner** in November 2012
- A **challenging economic climate** alongside **welfare reform** driving up demand for services against a backdrop of cuts to budgets and resources
- Changes to and development of **Government policy in key areas**
- **Widespread restructuring and change** across the public sector
- Effectiveness and value for money of **services under greater scrutiny**
- 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**

The partnerships are **well placed to meet these challenges**. There are long established evidence-led service planning and delivery processes, ensuring that resources are targeted where they are most needed. There is **active development of new relationships**, such as with the Health and Wellbeing Board and pan-Peninsula work groups, and CSPs have embraced new ways of working together, including joint creation of this document. Across the Peninsula, CSPs show **commitment to sharing best practice**, including ways for improving evaluation of initiatives and working with our communities more effectively.

A challenging economic climate

The impacts of economic decline from the recession are severe and far reaching and present significant challenges in delivering against our priorities effectively.

- **Rises in acquisitive crime, violence, problem drug and alcohol use, domestic abuse and family breakdown** are likely as individuals and families struggle to cope with the financial and emotional pressures of poverty, unemployment and indebtedness.
- **Pressure on public sector funding** with further large cuts required. Reductions in grant funding to councils create a risk that frontline services will be prioritised over preventative work, such as early intervention and diversion schemes.
- **Welfare Reform** is predicted to place additional pressure on already vulnerable families and increase the number of children in poverty. There is a risk that some may increasingly turn to crime. Changes in housing benefit requirements will create particular challenges for CSPs, for example in housing vulnerable people and high risk offenders.

Widespread restructure and change

- **Extensive restructuring across the public sector** presents opportunities for positive change but also presents potential threats to service delivery, agencies and employment locally and to inter-partner support and working relationships.
- Mitigating the impact of ongoing restructuring within the Police, Probation and Council services as they seek to make independent efficiency savings to meet challenging reductions in budget will require a **strong, evidenced and articulated understanding** of our crime and disorder problems.
- **National structures** that partnerships work alongside and within are changing, including the National Treatment Agency, Public Health England and the National Commissioning Board. Regional authorities, such as Government Office for the South West and South West Strategic Health Authority are disbanding.
- The transition of **public health into local Councils**, and the implementation of **local NHS clinician-led commissioning** will change the way in which services are governed and delivered in ways which are currently unclear, but will require new working relationships to be established.

New ways of working within and between CSPs

- The introduction of the **Police and Crime Commissioner** and **Police and Crime Panel** in November 2012 will provide a pan-Peninsula view of need in all areas of community safety. It brings opportunities for recognising and implementing best practice but also potential loss of funding and initiatives locally.
- In future, CSPs may have to compete with other sectors for funding and could be **caught between increased local community empowerment, accountability and demand, and the Peninsula-wide focus** of the Police and Crime Commissioner.
- **Devolution of accountability to local councils**, demands for a reduction of bureaucracy, more transparency and increased efficiency savings are likely to drive service delivery with a strong local focus. Effectiveness and value for money will be under increasing scrutiny.
- **Empowerment of local communities through the Localism Bill**, particularly in relation to community rights, neighbourhood planning, housing and general power of competence. Critical future issues include the "Right to Challenge" and the potential impact on where and how we deliver services.
- **Intensive multi-agency case management**, such as through TurnAround and the Troubled Families programme, will provide opportunities for partners to work together, sharing intelligence and processes and pooling resources to tackle the most problematic families and individuals
- **Changes to and development of Government policy** in a variety of key areas such as health, sentencing, safeguarding, alcohol and Anti-Social Behaviour could provide new tools and powers to tackle community safety issues.

Other opportunities and challenges

- Technological developments provide opportunities for **more efficient and greener working arrangements** across the public sector, including sharing of work space and the creation of virtual teams.
- Social media and smart phone technology offer **alternative routes for positive engagement**, but **also pose increased risks** through cyber-stalking, harassment, unchecked hate campaigns and on-line sexual exploitation.

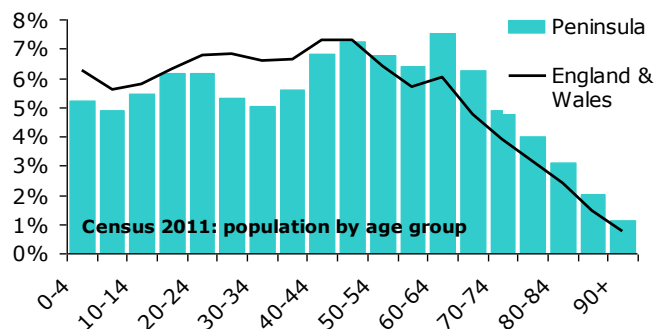
Local context

The Devon and Cornwall Peninsula encompasses over 700 miles of coastline, covers 3,961 square miles and incorporates five upper tier/unitary local authorities - Cornwall, Plymouth City, Devon County, Torbay and the Isles of Scilly – and eight district/city councils – East Devon, Exeter, Mid Devon, North Devon, South Hams, Teignbridge, Torridge, and West Devon.

Within this large geographical area, we have a **population of 1.7 million residents**³ living in 722,300 households.

The population of the Peninsula is **older than the national profile** with more people aged 65 and over (21% compared with 16%) and less people under the age of 25 (28% compared with 31%).

The population significantly increases 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 infrastructures.



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. Whilst the established student population in Exeter (estimated at 22,000) and Plymouth (estimated at 35,000) has grown in size, the student population in Cornwall has seen the most change, more than doubling over the last 7 years to approximately 8,000.

Combined Universities in Cornwall is spread across the county with the main concentration at Falmouth University (3,100). In addition to scale, the demographic is changing, with all of the universities in the Peninsula actively **increasing their international intake**, and a number of private institutions attracting higher numbers of younger foreign students to the area.

Non-white ethnic groups make up an estimated 4.5% of the population in the Peninsula, which is slightly lower than the South West region (5.9%) but **much lower than the average** for England and Wales (12.1%).

Plymouth and Exeter are cities of significant size but the majority of the Peninsula is described as rural with most of the population resident in **smaller urban clusters, market towns and villages**. In addition to the usual types of crime and disorder problems associated with urban areas anywhere, CSPs face **additional challenges** in providing equal access to services for widely dispersed communities.

Generally **unemployment is lower than the national average across the Peninsula**. Just under 55,000 people are estimated to be unemployed, accounting for **5.3% of the working age population**. Approximately half (28,000, 2.7%) are currently claiming Job Seekers Allowance (JSA). This compares with 6.3% and 3.8% respectively for England

³ 2011 Census (first release), population and households for local authorities in England and Wales (Office for National Statistics, 2012)

Wales. 12,500 people (1% of the population) have been claiming for 6 months or more. **Torbay is the exception**, with an estimated 6.7% unemployed, 4.3% claiming JSA and 2.1% longer term claimants.

Of those who are employed there is an **overdependence on low paid jobs, particularly seasonal and part-time work**, and there are 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 coming under greater pressure due to increased living costs, comparatively high unemployment, benefit reassessments and low wages, has a significant impact on families across the Peninsula.

Although Plymouth is our only local authority described nationally as deprived, there are **pockets of significant deprivation right across the Peninsula**. Typically deprived communities experience multiple social and economic issues, such as lower incomes, higher unemployment rates, poorer health and housing conditions and higher rates of crime and disorder. The health and wellbeing of residents in each local authority area presents a mixed picture⁴ (see below) with **health inequalities closely linked with deprivation**.

Indicator	Cornwall	Devon	Plymouth	Torbay
Population in 20% most deprived areas nationally	52,300 people / 10% of the population	36,200 people / 5% of the population	67,300 people / 26% of the population	25,300 people / 19% of the population
Children living in poverty	17,000 / 19% of children under 16	18,400 / 15% of children under 16	10,400 / 23% of children under 16	5,500 / 24% of children under 16
Life expectancy for men and women	↓	↓	↑	→
Increasing and higher risk drinking	→	→	→	→
Drug misuse	↓	↓	↑	↑
Hospital stays for alcohol-related harm	↓	↓	↑	↑
Under 18s alcohol-specific hospital stays	↑	↑	↑	↑
Teenage pregnancy	↓	↓	↑	↑
Adults 'healthy eating' and smoking	→	↓	↑	↑ →
Road injuries and deaths	↓	↓	↓	↓

Comparison with England average

↑ Significantly worse → Not significantly different ↓ Significantly better

⁴ Full health profiles can be viewed and downloaded from [The Network of Public Health Observatories](#)

An overview of community safety

The remainder of this section examines in more detail the evidence base that supports the selection of the four Peninsula priorities. It begins with a glance at community safety before moving onto some quick facts about overall crime levels and trend followed by an over-arching community safety overview. Within this section, you can find a summary of cost drivers for crime and disorder.

This is followed up in Section 3 '**Peninsula Priorities**' which covers in more detail the four priority themes, and to a lesser extent, the two additional risk areas – building knowledge of hate crime and hidden harm and preventing violent extremism.

The evidence base is supported by more detailed appendices, particularly Appendix 5 - **Notes on the Data**, Appendix 3 – **Analysis of patterns and trends**, and Appendix 4 – **Calculating the costs of crime**.

The table below provides a quick glance at all crime and disorder types, describing whether the trend is increasing (↑), decreasing (↓) or stable (→) over the past 12 months. It also highlights how the Peninsula compares to a group of other police and local authority areas similar in geography and demographics to Devon and Cornwall (our Most Similar Family Group).

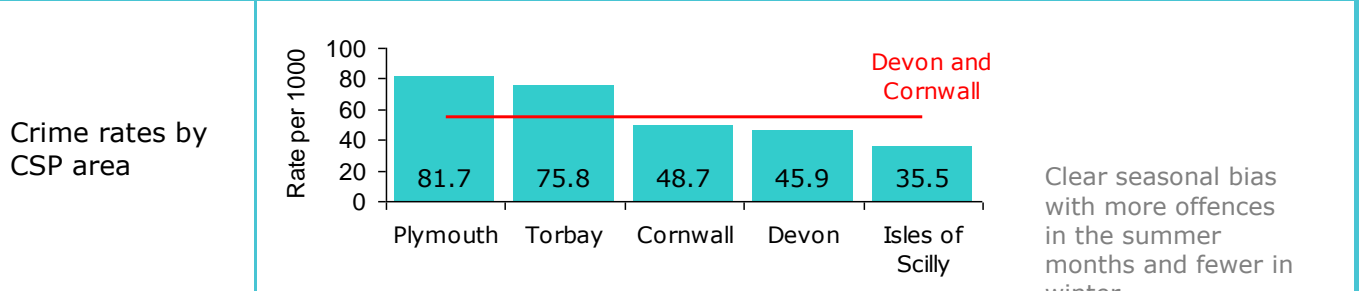
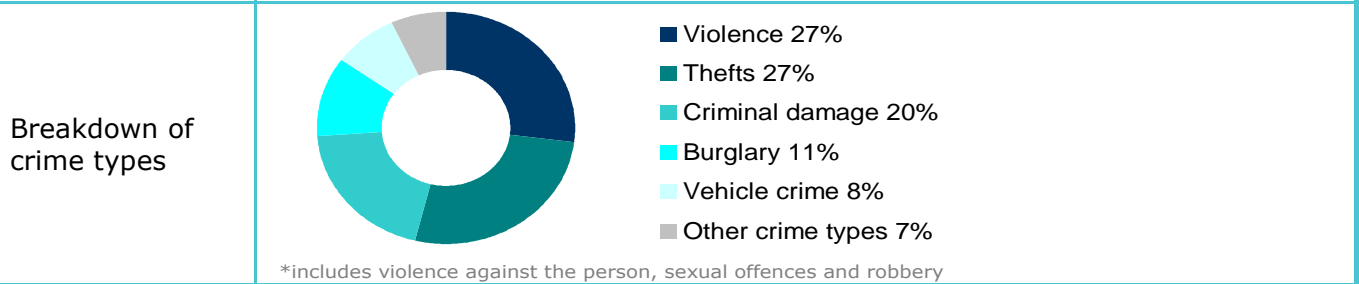
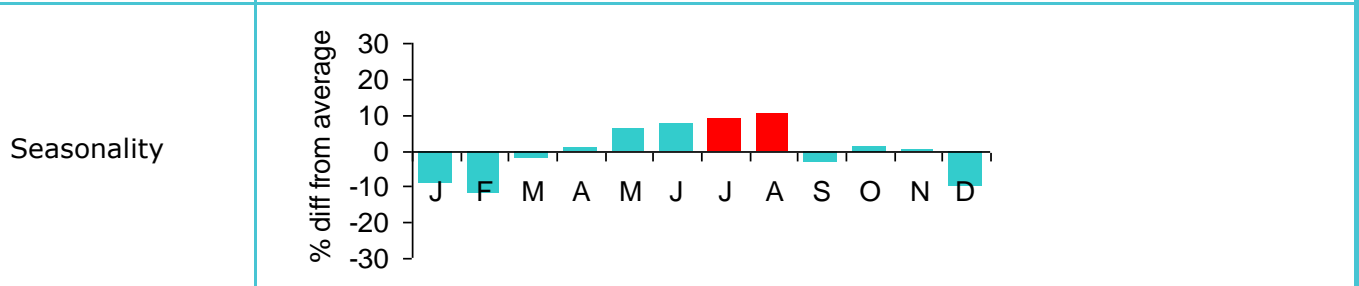
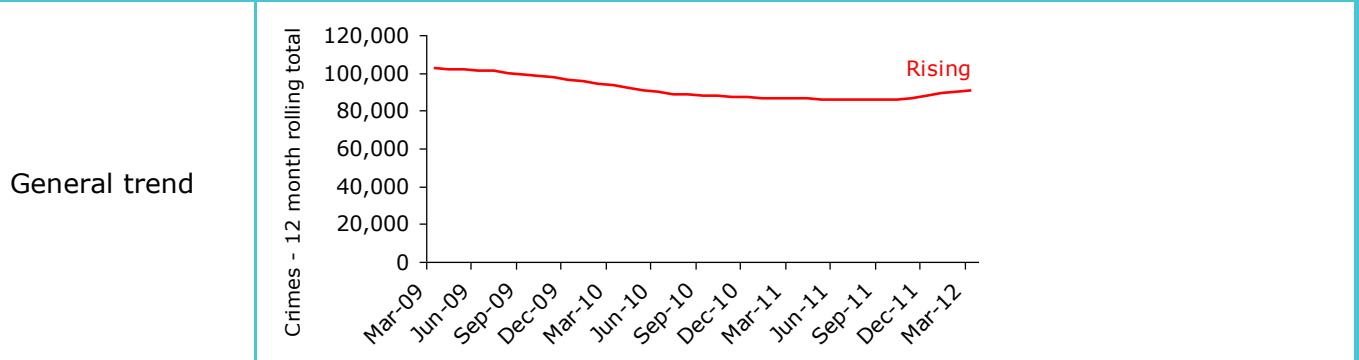
Recorded crimes and incidents	Direction of travel	Number of crimes 2011/12	Change since 2010/11 %	Comparison 'Most Similar Family'	Trend 'Most Similar Family'
All crime	↑	91,809	6%	●	→
Anti-social behaviour	↓	62,721	-25%	no data available	↓
Road traffic casualties (KSI)	→	6,078	-1%	●	↑
Arson	↑	812	19%	●	→
Domestic abuse (total incidents)	→	25,515	2%	●	no data available
Criminal damage	→	18,098	-4%	●	↓
Violence against the person	↑	22,510	10%	●	→
Other theft and handling stolen goods	↑	15,055	8%	●	→
Vehicle crime	→	6,790	1%	●	→
Shoplifting	↑	7,320	14%	●	→
Non-dwelling burglary	↑	5,665	12%	●	→
Drug offences	↓	4,996	-5%	●	→
Dwelling burglary	↑	4,222	20%	●	→
Forgery and fraud	↑	1,777	20%	●	→
Sexual offences	↑	1,899	12%	●	→
Hate crime (total incidents)	↓	974	-16%	●	↓
Robbery	↑	499	21%	●	↓

Source: iQuanta / Devon and Cornwall Police

QUICK FACTS – ALL RECORDED CRIME

Current figures refer to the 12 month period ending 31 March 2012

Level of crime	91,809 crimes / 54.6 crimes per 1000 resident population
National comparison	10% lower than the average for our 'most similar family' of Forces (61.0 crimes per 1000 resident population, iQuanta)
Annual change	Increased by 5,119 crimes / 6% compared with 2010/11



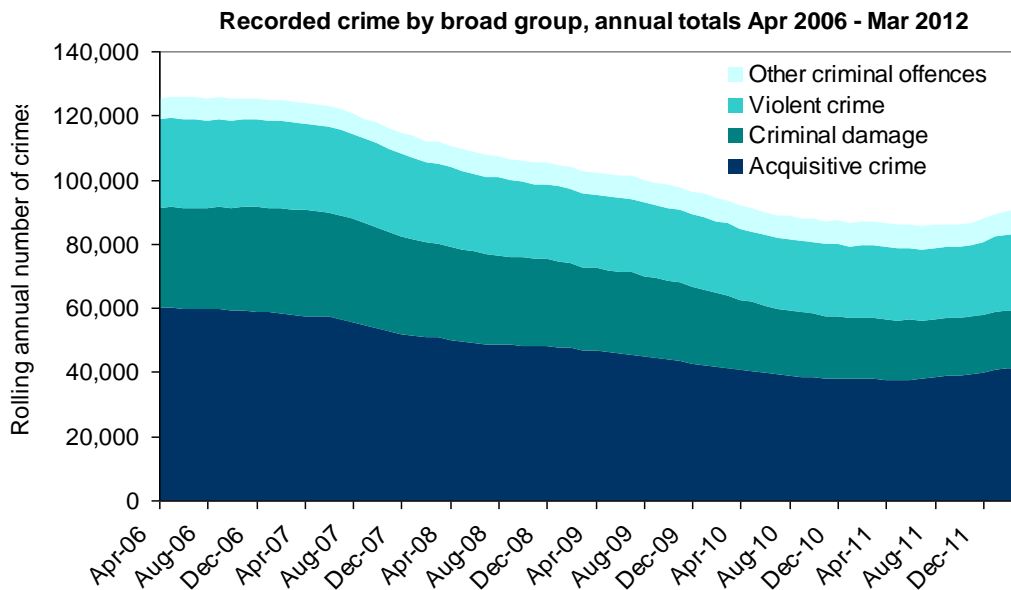
Top 5 hotspots	Cornwall	Newquay Town, Truro City Centre, Penzance Town East, St Austell Town and Camborne West
	Devon	Exeter City Centre, Barnstaple Central, Tiverton Town Centre, Exmouth Town and Exeter St Davids
	Plymouth	City Centre, Stonehouse, Morice Town, Mutley and East End
	Torbay	Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe

Crime trends, people and places

Long term trends

The long term picture of crime across the Peninsula **shows steadily reducing trends across most types of crime** since the National Crime Recording Standard⁵ was introduced. Most aspects of the local picture generally reflect national trends, with some common patterns due to key changes in police recording of crime.

- All recorded crime has reduced by nearly a third since 2005/06, equating to on average 2,800 fewer recorded crimes per month compared with the monthly average seven years previously.



In the last 12 months

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
All crime	91,808	54.6	6%	↑	Below average	→

Having seen year on year reductions in crime across the Peninsula for many years, trends over the last 12 months have shown numbers climb steadily upwards across most types of crime.

- All recorded crime increased by 6%** compared with 2010/11. This is contrary to the relatively stable position (a reduction of 2%) indicated by the average for our most similar family (MSF) group⁶ of partnerships nationally.
- Despite the increase over the last year, the rate of all recorded crime remains **significantly lower than the average** for our most similar family group.
- Rates of all types of acquisitive crime and property crime are low compared with our most similar family, but **violence and sexual offences are comparatively high** (21% and 23% above average respectively).

⁵ Introduced in April 2002, see [Notes on the Data](#) for more information

⁶ Comparative data sourced from iQuanta, see [Notes on the Data](#) for more information

- Whilst it is a fact that continued incremental improvement inevitably becomes harder to achieve, there are a number of other potential contributory factors influencing the shift in crime trends.
- A significant proportion of the rise relates to acquisitive crime and although the general rise anticipated nationally as a result of the economic downturn has not been realised, local evidence suggests⁷ that **we are only now seeing some of the longer term impacts bite**, such as high unemployment (relative to the last ten years) and high levels of bankruptcy. It is reasonable to assume that **these factors may exert greater influence** on crime trends across the Peninsula especially **where the underlying rate of crime is low**.
- This may well continue with **an increase in the number of households in financial difficulty expected**, due to the combination of unemployment, higher bills and benefit reassessments, and increased budget pressures on services providing support to vulnerable families.
- Average rates of crime for similar Force areas⁸ nationally have remained relatively stable, which points to a stronger influence of more local factors. **Local crime rates remain lower than average** but the gap has narrowed.

This year Devon and Cornwall Police have undergone a complete change in delivery structure, which has included a range of policy and procedural changes relating to the way that crime is reported, recorded and handled. At the same time other public sector agencies, such as Probation, Health and Local Authorities, are also seeing significant restructuring and change. Unpicking the combined impact of these changes from trends in actual incidence of crime is problematic for this time period.

Seasonality

Crime across the Peninsula is seasonal with an average of 8% more offences occurring during the summer months, and fewer offences in the winter.

- **July and August** are the peak months with **thefts, vehicle crime, violence and Anti-Social Behaviour** show the strongest seasonal bias. Over the last 3 years criminal damage has also developed a more pronounced summer peak.
- This pattern is influenced by the **influx of tourists** into popular holiday spots, the **school holidays and lighter nights**, meaning that more people are out and about in their communities and for longer, both potential offenders and those who are affected by their behaviour.
- **Newquay sees the most extreme effect across the Peninsula** with average monthly crime levels in the Newquay network area rising by 41% between June and August. Other areas affected significantly, seeing crime levels rising by 20% or over during July and/or August, are **Teignbridge East, East Devon, South Hams, Penzance and St Ives**.
- Seasonal rises of this sort are predictable and thus can be planned for in terms of additional resources, but they place **significant pressure on local communities** and partner resources.

⁷ Understanding Cornwall presents key messages for Cornwall, drawing on a wide range of evidence, needs and strategic assessments - <http://www.cornwall.gov.uk/default.aspx?page=24160>

⁸ Comparative data sourced from iQuanta, see **Notes on the Data** for more information

Focus on People

The CSP strategic assessments collectively identify the following high risk groups:

- **Young people, both children and young adults**, are most affected by crime, both as direct and indirect victims and as offenders. They are perceived by some as causing the most problems in their communities, which can increase the tensions between different sectors of the community and cause problems for services in trying to engage young people effectively. Young people are especially vulnerable to the impacts of family dysfunction, such as domestic abuse, sexual assault and rape, drug and alcohol use, offending of parents or within the family environment.
- **Individual and families with complex needs** – the needs of individuals and families are frequently complex and cut across a range of service areas, emphasising the importance of effective multi-agency approaches to addressing crime, disorder and substance use. Programmes such as Troubled Families and Integrated Offender Management focus on those that cause the most harm.
- **Problem drug and alcohol users** – substance use is a consistent feature in persistent criminality and breakdown in families, cutting across all four of our priority areas.
- **Vulnerable victims** – the need to put more effective measures in place to identify those who are **most vulnerable in our communities** cuts across several priority areas. This extends to building knowledge and understanding of the **specific service needs of minority groups**. This includes specifically (but not exclusively) the black and minority ethnic community, the lesbian, gay, bisexual and transgender community, people with disabilities and with mental health problems.

Focus on Place

Places are prioritised for action in different ways across the Peninsula but there are some common themes.

- There is a **significant gap between disadvantaged and less disadvantaged areas** with deprived areas experiencing much higher rates of crime and Anti-Social Behaviour. There is evidence to suggest that the **gap has widened over the last three years**.
- Local and national research also highlights **increased risk of dwelling fires and road traffic collisions**, both as drivers and pedestrians, and **significant health inequalities** such as higher levels of obesity, alcohol problems, physical inactivity, unhealthy diet, smoking and poor blood pressure control.
- Crime levels should be seen in the context that **deprived areas are located within our larger town and city centres**, however, and thus the level of risk is influenced by the usual factors associated with urban areas.
- **Crime is strongly clustered in our largest urban centres** and this is influenced by a range of factors, including concentrations of shops, car parks and public spaces, the evening and night time economy and a regular influx of transient population (people coming in for work, education, leisure and tourism).

The urban versus rural debate

- **Risks of crime and disorder in small towns and rural areas are substantially lower** across the board. Although every area across the Peninsula has a **dedicated neighbourhood police team**, the need for partnerships to focus limited resources on the highest risk areas means that urban centres may be prioritised over their more rural neighbours.
- The **impact of crime may be felt more strongly** in small close-knit communities, however, and their more isolated nature and **perceived lack of dedicated service provision** also means that residents may feel more vulnerable.
- Generally the main issues in small towns and rural communities are **similar to that elsewhere but on a smaller scale**, but others may be more common, such as metal and agricultural machinery thefts and fly-tipping. Some issues, such as **domestic abuse and drug and alcohol problems, may be more hidden** due to both the close-knit nature of communities and limited access to services.
- The Citizens Advice Bureau in Cornwall highlight **small holders and self-employed farmers** as particularly vulnerable to financial hardship in the current economic climate, compounded by poor access to services and local support networks.

Calculating the costs of crime

- Across the Peninsula the cost of recorded crime is estimated at £298 million in 2011/12. Factoring in under-reporting, the **real cost could be nearer £882 million**. Just over half of the total cost estimate relates to the physical and emotional impact on direct victims (51%).
- **Rape and serious sexual assaults have by far the greatest associated costs**, making up a third of the total cost estimate but accounting for only 2% of all recorded crime, with the majority of the cost relating to the physical and emotional impact on victims.
- At the other end of the scale, thefts and shoplifting account for almost a quarter of all recorded crime but only 5% of the estimated total cost. Serious acquisitive crime accounted for a further 11% of the total cost (£95.8 million), with around half relating to dwelling burglary.

The concept of cost drivers comes from the field of Business Accounting and is any activity that causes a cost to be incurred. This can be a difficult concept to apply to crime and disorder as this relies on identifying what causes crime and disorder, which is a complex and contentious issue.

- It has been possible to calculate cost driver estimates across a number of areas - family, alcohol and the night time economy, drugs, deprivation, reoffending and vehicles (see Appendix 3a Cost Drivers). This highlights that **family problems are the most significant cost driver** across the Peninsula, with associated costs coming in at estimated £431.7 million in 2011/12.
- There are other significant cost drivers where it has not been possible to calculate associated costs: tourism, mental health, housing and the local economy.

Section 3: Peninsula priorities

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

Domestic, family and sexual abuse

Domestic, family and sexual abuse has a **devastating impact** on individuals, families and communities and requires a **significant amount of resources** to tackle from all public sector agencies.

Domestic, family and sexual abuse occurs **across society, regardless of age, gender, race, sexuality, wealth, and geography**. Abuse is not always violent and may include psychological, physical, sexual, financial, on-line and emotional abuse.

Whatever form it takes, domestic, family and sexual abuse is rarely a one-off incident, and should instead be seen as a **pattern of abusive and controlling behaviour** and it tends to **escalate over time**. Crimes are by their nature hidden and this is a key limiting factor in our understanding of the problems in our communities.

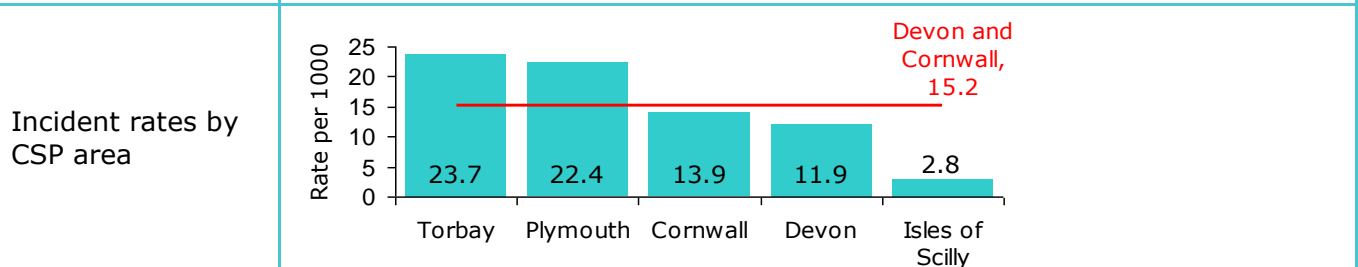
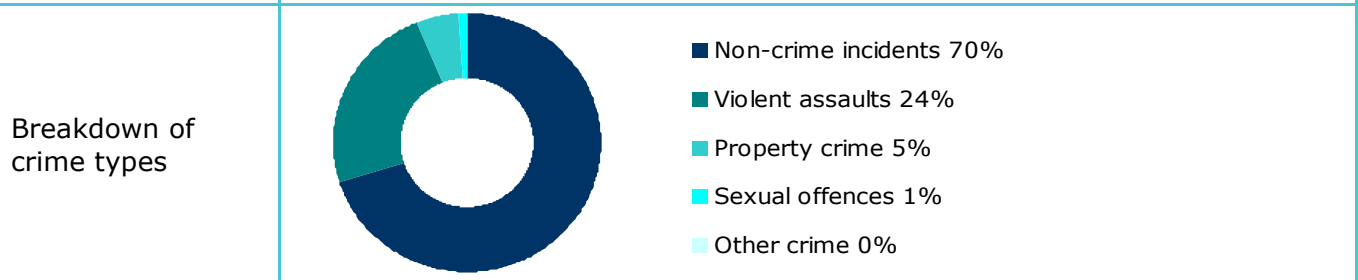
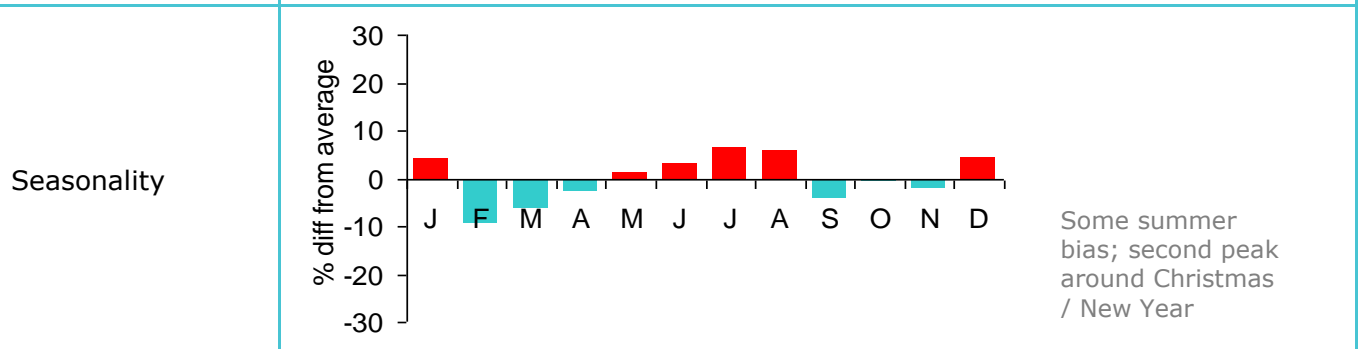
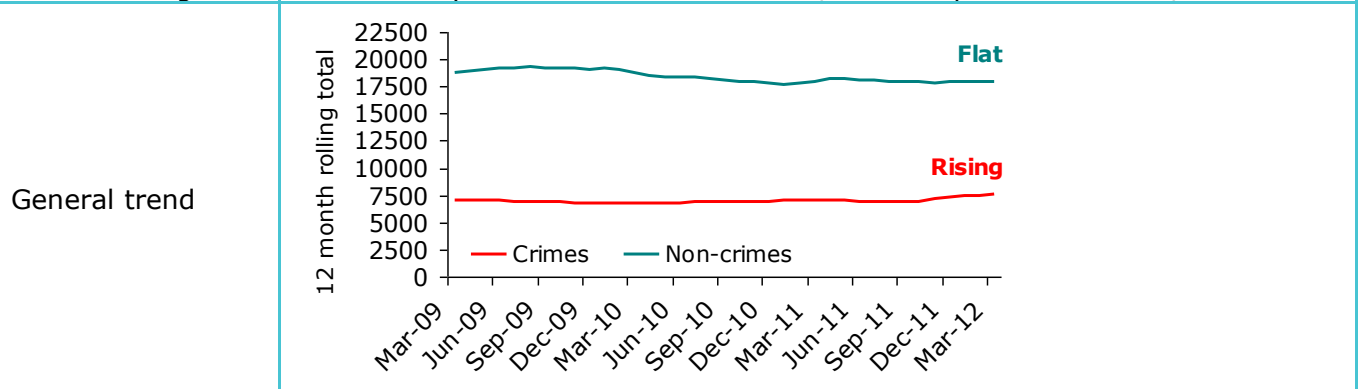
Trends in reported crime suggest that **these problems are increasing** and this is predicted to continue as vulnerable families struggle to cope with the additional financial and emotional pressures brought about by the deepening recession, including higher unemployment, reductions in benefits and changes in the services that provide support.

Associated issues include **youth crime and Anti-Social Behaviour, missing persons, mental health breakdown, drug and alcohol problems** and costs to services involved in **supporting vulnerable families and safeguarding children**. Many victims and their families experience multiple problems that require services to work together effectively to address them.

QUICK FACTS – DOMESTIC ABUSE

Current figures refer to the 12 month period ending 31 March 2012.

Level of crime	25,515 crimes and incidents / 15.2 per 1000 resident population
National comparison	Estimated to be above the average for our 'most similar family' of Police Forces (last available measure, 12.8 per 1000, iQuanta June 2011)
Annual change	Increased by 600 crimes and incidents / 2% compared with 2010/11



Top hotspots

Cornwall	Redruth North, Liskeard South, Camborne West, Truro City Centre and Newquay Town
Devon	Exeter City Centre, Barnstaple Central, Tiverton Town Centre, Wonford and Barnstaple Forches
Plymouth	Morice Town, Stonehouse, Plymouth City Centre, Devonport and Barne Barton
Torbay	Torre & Upton, Torquay Town Centre, Roundham-with-Hyde, Hele and Ellacombe

Domestic abuse

What the evidence says

The ACPO⁹ definition of domestic abuse is defined as patterns and incidents of threatening behaviour, violence or abuse (psychological, physical, sexual, financial and emotional) between adults who are or have been intimate partners or are family members,¹⁰ regardless of gender.

- Domestic abuse rarely appears as a public concern, although it is high on partners' agendas. It is a high volume issue with **potential to result in significant harm**. It has been a motivating factor in 35% of murders¹¹ in the Peninsula in the last decade.
- 25,515 incidents were reported to police in 2011/12, a small rise of 2% compared with last year. **Trends are rising in Torbay and Cornwall**, but flat in Devon and Plymouth. Recorded incidence of domestic abuse across the Peninsula is estimated to be **higher than the average for similar areas elsewhere in the country**¹².
- **Under-reporting is a critical limiting factor** to our understanding of domestic abuse. Based on the findings of the main British Crime Survey¹³ we can estimate that there were **65,400 incidents** across the Peninsula in 2011/12 with **31,500 victims**, of which **13,900 were repeat victims**. However, this may still be an underestimate.¹⁴
- **Women and children are most likely to be victims of abuse**. National research indicates that **vulnerable adults are also at higher risk of victimisation** and also less likely to report. This could mean mistreatment by a family member, friend or carer, as well as a partner.
- **Men are also victims and are less likely to seek help**. Police recorded incident data for the Peninsula does, however, show a higher proportion of male victims than the national average of 11-14%¹⁵ which could indicate a higher level of male victimisation locally and/or a better than average reporting rate.
- There may also be **significant barriers to reporting for victims from other minority groups**, such as from the Lesbian, Gay, Bisexual and Transgender community and from Black and Minority Ethnic groups. Consideration should be given as to how we can **build our knowledge and understanding** of their specific support needs.
- **Alcohol is highlighted frequently as a problem** in families where there is domestic abuse, and can increase the risk of repeat victimisation and inhibit effective engagement with services.

- 4 out of 5 incidents involve a female victim; young women (under 25) are most at risk
- In 37% of incidents a child is recorded as resident in the home where the abuse took place.

⁹ Association of Chief Police Officers. The ACPO definition excludes incidents or crimes where the offender or victim is less than 18 years of age. In July 2008 Devon and Cornwall amended the definition in use in crime recording locally to include victims aged 16 and 17 years

¹⁰ Including parents, grandparents, sons, daughters, siblings, direct relatives, in-laws or step families

¹¹ Jonathan Borrett (Devon and Cornwall Police, 2011), taken from part of the Major Crime Review which examined domestic homicide over the last 10 years across the Devon and Cornwall Peninsula

¹² The most recent comparative measure is for the period July 2010 to June 2012, iQuanta

¹³ **Crime in England and Wales 2010/11** (Home Office, July 2011)

¹⁴ **Analysis of the 2010/11 British Crime Survey intimate personal violence** split-sample_experiment (Home Office, July 2011) indicates a prevalence of around 55,800 victims of abuse annually.

¹⁵ Strategic Evaluation of the DASH Risk Assessment Model (Devon and Cornwall Police, 2011)

- Prevalence of police recorded incidents is higher in the **more urban areas** of the Peninsula and **particularly in deprived areas**. Access to and regular contact with services may be a factor in this.
- Police analysis revealed that in around 70% of domestic homicides and attempted murders over the last 10 years there was **no previous reported history of domestic abuse** between the offender and victim. In addition three quarters of these serious offences occurred in neighbourhoods that saw the **lowest level of domestic abuse crimes** and incidents overall, **located in largely rural areas** – indicating under-reporting levels may be higher in rural parts of the Peninsula.

Repeat victimisation

- **Multi-Agency Risk Assessment Conferences (MARAC)** engage the support of all relevant partners in ensuring the safety of high risk victims and their families, with the aim of reducing the risk of repeat victimisation. 2,095 high risk cases were discussed at MARAC across the Peninsula in 2011/12, an increase of 12% compared with 2010/11.
- **28% of cases experienced a further incident** (violence or threat of violence) within the 12 months following referral to MARAC. This is at the lower end of the expected level for established MARACs¹⁶, which is in the range of 28 to 40%, but there is significant variation across the Peninsula – from 16% in Mid and East Devon to 38% in Cornwall.
- A review of a sample of repeat cases in Cornwall highlighted that **repeat incidents tend to be lower risk** and that improved confidence in services to report subsequent incidents irrespective of their nature is also a key factor.
- Plymouth report a low repeat rate of 22% and believe that their policy to operate 2 MARACs per month (instead of 1) may be having a positive impact.
- Devon's repeat rate is also at 22% and Devon's Insights outcome data for MARAC performance in 2011/12 shows that more than half (54%) of clients leaving the service reported a total cessation of all abuse.

What are we doing about it?

Improving the safety of victims of domestic abuse and their families focuses on reducing repeat victimisation – by increasing opportunities for early intervention, breaking the cycle of abuse and supporting victims through the criminal justice system and helping them to move forward in their lives free of abuse.

Local strategies to tackle domestic abuse and sexual violence echo the principles underpinning the Government's Strategy 'Call to End Violence Against Women and Girls' and across the Peninsula these principles have been widened to include male victims of abuse.

Prevention and education

¹⁶ Guidance on MARAC, including the definition of repeats and statistics at a national level, can be found on the [CAADA website](#) (Co-ordinated Action Against Domestic Abuse)

Award-winning awareness raising campaigns (Is this love?) have been developed and delivered in partnership across the Peninsula, **education programmes** about healthy relationships are being delivered in schools and there is a range of **awareness development training among professionals** (for example, shared learning workshops for domestic abuse services and drug and alcohol workers in Cornwall).

Risk assessment, response and support to victims of domestic abuse and their families

- Effective risk assessment forms a key theme in peninsula strategies to reduce domestic abuse. The **DASH** (Domestic abuse, stalking and harassment) risk assessment process is used by the police to focus resource on the highest risk cases. The previously discussed **MARACs** are held monthly in Torbay and Devon, twice monthly in Plymouth and six per month in Cornwall (one in each former district authority area).
- **MARACs are successful in keeping high risk women and their families safe** and are also proven to be cost effective. Research by CAADA¹⁷ indicates that for every £1 spent on MARACs, at least £6 of public money can be saved annually on direct costs to agencies such as Police and health.
- **Independent Domestic Violence Advocates** (IDVAs), intrinsic to the effective operation of MARACs and SDVCs, work to ensure the safety of victims and their families through the complex processes that often follow disclosure of domestic abuse. Support is provided to male and female victims.
- **Specialist Domestic Violence Courts** (SDVCs) in Barnstaple, Bodmin, Plymouth, Truro, Torbay and Exeter, with court IDVAs providing victims with support through criminal and civil prosecution processes.
- There are **pockets of specialist support for victims from minority groups** mainly provided by the third sector, such as Broken Rainbow in Cornwall for same sex couples and support through Plymouth and Devon Racial Equality Council for victims from black and minority ethnic groups.
- **Domestic abuse fora for practitioners** and **SEEDS** - Survivors Empowering and Educating Domestic Abuse Services – is also established across the Peninsula and is a means by which survivors have their voices heard by those planning and providing domestic abuse services.

Community Safety Partnerships have the **statutory responsibility to undertake comprehensive Domestic Homicide Reviews** to establish lessons to be learnt for local professionals and organisations who work individually and collectively to safeguard victims of domestic abuse.

- Over the last ten years there have been 115 domestic homicides across the Peninsula, an average of 11 or 12 per year.
- There are **8 Domestic Homicide reviews underway** across the Peninsula currently. As well as identifying failings and service gaps that may need addressing urgently, the process in itself is **resource intensive** and **presents a capacity risk**, particularly if there are further homicides this year.

¹⁷ Co-ordinated Action Against Domestic Abuse (CAADA) provides practical tools, training, guidance, quality assurance, policy and data insight to support professionals and organisations working with domestic abuse victims

Working with perpetrators

Devon and Cornwall Probation Trust provide a number of perpetrator programmes available across the Peninsula.

- **Building Better Relationships programme** (previously called the Integrated Domestic Abuse Perpetrator programme) has shown successful outcomes in altering the behaviour of convicted domestic abuse perpetrators. Long waiting times indicate that capacity may be an issue.
- Probation also deliver the **Making Change programme** in Plymouth for male perpetrators not part of the criminal justice system.

There are also CSP and Third Sector Programmes:

- Started in 2004, Devon's **REPAIR programme** (Resolved to End Abuse in Relationships) is a community perpetrator programme for abusive men, their partners and children and an external evaluation showed successful outcomes for men, women and children.
- In Exeter, RELATE run **Choosing to Change** for partners where there is abuse.

Sexual violence

What the evidence says

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".

Sexual violence is usually depicted as 'stranger rapes', the sort of incidents most often reported by the media. The reality is that **in the majority of cases the perpetrator is known to the victim.**

As for domestic abuse, sexual violence is a hidden crime that can have a devastating impact on the lives of victims. **Driving up reporting** is a key objective.

- National prevalence estimates indicate that 12,300 men and women in Devon and Cornwall are victims of sexual violence in a year, highlighting **significant under-reporting.**
- 1,899 crimes were reported to police in 2011/12, a rise of 10% compared with last year and **the current trend is rising.**
- Recorded incidence of sexual violence across the Peninsula is **higher than the average for similar areas elsewhere** in the country.
- **Women, particularly young women, and children** are most likely to be victims of sexual violence. In the majority of cases, the offender is known to the victim.

What are we doing about it?

Sexual Assault Referral Centres

Recent national publications such as the Stern Review and the Home Office publication Call to End Violence Against Women and Girls: Action Plan have re-enforced the benefits of Sexual Assault Referral Centres (SARCs) in providing improved victim care and satisfaction and enhanced confidence in reporting.

- We have **3 SARCs across the Peninsula**: Plymouth, Exeter and Truro – each supported by Independent Sexual Violence Advisors, who support 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**. This view is supported by evidence from Cornwall, which shows that a higher proportion of victims are reporting their assault **within 7 days**.
- Truro SARC and local paediatric services have worked together to improve provision and support for **young victims and their parents**.
- **Funding has previously been secured for SARCs in the short term** with arrangements varying from one area to another. Future developments are anticipated to include a Peninsula-wide contract co-ordinated by health. The current Peninsula SARC Board has advised that it will not be able to manage funding local SARCs after April 2013 and if these services are to continue some **reassurance about future funding arrangements is required**.

Working with perpetrators

- Probation provide two court-ordered accredited programmes working with sex offenders: the **Sex Offender Treatment Programme** focuses on the highest risk offenders on prison licences and the **Internet Sex Offender Treatment Programme** for medium to high risk offenders with a focus on internet offending.

Vulnerable victims

What the evidence says

While there may be problems in the home there may also be problems for vulnerable children outside the home as indicated by child sexual exploitation cases that have been highlighted both locally¹⁸ and nationally.

People with disabilities and young people at risk of sexual exploitation are highlighted as particular risk groups in the Equality and Human Rights Commission report **Hidden in Plain Sight**¹⁹ and by the Child Exploitation and Online Protection Service, specifically in relation to increased offender use of digital environments.

Safeguarding the vulnerable is a priority issue for Devon and Cornwall.

- There were just under 5,500 child abuse incidents reported to the police in 2011/12. 732 were crimes (sexual offences, exploitation and online abuse) and the number reported **increased by 11%** compared with last year.

¹⁸ Operational Mansfield - police investigation into grooming of underage girls in Torbay in 2011.

¹⁹ The full report is available from the [Equality and Human Rights Commission website](#)

- Thousands of children across the Peninsula are also **indirect victims of domestic abuse every year** – a child is recorded as resident in the home in over a third of domestic abuse incidents.
- Cornwall, Torbay and Plymouth assessments note that **rates of children subject to Child Protection Plans are higher than the national average.**
- Increased risks for children in abusive households including running away from home, poor attainment, involvement in offending and substance use, impact on future behaviours and respect in relationships.
- Reported incidents relating to safeguarding adults continues to see a high volume of cases (over 10,000 incidents in 2011/12); crimes have reduced compared with last year and non-crime incidents increased by 24% (which may reflect more positive early intervention).

What are we doing about it?

Although funding provision for safeguarding children and vulnerable adults is protected to a large extent by statutory requirements and **safeguarding is embedded into local services** across the Peninsula, there are still clear opportunities for improvements, particularly with regard to the implementation of the recommendations made by the Equality and Human Rights Commission.

Devon's **Multi-Agency Safeguarding Hub (MASH)** continues to be hailed nationally as best practice with information sharing between agencies leading to better responses to referrals and improvements in decision making. The MASH uses a holistic family based approach to assessing vulnerability with a series of risk indicators to identify vulnerable children and families and the development of key metrics to measure performance.

The police are currently undertaking an extensive review into the risk assessment of vulnerability across all areas, including vulnerable adults and potential victims of hate crime, with a view to widening the remit of the MASH and progressing a Peninsula-wide model.

What does the future hold?

- Domestic abuse is a key factor for families identified for the **Troubled Families programme** - it is likely that packages of intervention will work around the multi-agency Family Intervention Programme (FIP) model, with all key services engaged. We are unable to say at this point how the programme will impact on existing service provision in terms of resources and targeting.
- Continuing pressures on funding availability and services under increasingly close scrutiny to deliver outcomes and value for money. An increase in **domestic abuse is highlighted as a potential longer term impact of recession**, as vulnerable families struggle to cope with the financial and emotional pressures of unemployment, increased indebtedness and poverty.
- These factors combined will undoubtedly put an additional strain on services and **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.
- **Restructuring** of related support functions within Devon & Cornwall Police and other partner agencies may also place additional pressure on resources.

- **Domestic Homicide Reviews** may identify failings and service gaps that will need addressing as a matter of urgency. The review process in itself is resource intensive and this presents a capacity risk in some areas, particularly if there are further homicides this year.
- **Welfare Reform** is predicted to have a significant impact on vulnerable individuals and families; research to date indicates a rise in the number of families in poverty, reduced availability of suitable accommodation for victims of domestic abuse who are ready to move on from crisis housing and the policy to pay all benefits to a named "head of household" (increasing the risk of financial control and abuse).
- **New communications technology** and social media present alternative routes for positive engagement, particularly with young people and those who may be otherwise excluded from regular social contact. One of the darker sides of social media, however, is the increased risks of cyber-stalking and harassment and the particular threat to young people of online grooming and sexual exploitation.

Alcohol, violence and the night time economy

Alcohol cuts across all aspects of partnership service delivery and represents a significant cross-cutting theme for other priority areas of criminality. Alcohol is associated with a range of crime but plays a particular factor in violent crime; police data indicates that around half of all violent offences are linked to alcohol.

Violent crime is highest in our town and city centres, particularly in areas with a thriving nightlife. Crime and disorder problems at night have not increased but we have seen a rise in violence happening during the day time and we need to understand why this is happening.

Ensuring that our town and city centres are safe and vibrant places to live and work in and visit, at any time of day, is important to the health and wellbeing of residents, visitors and to the local economy.

Problem alcohol use affects all sectors of our community. Crime and acute health needs, such as for alcohol overdose and alcohol-related assault, are more prevalent amongst younger people whereas more entrenched issues, such as hypertensive disease and alcohol dependency, are more common amongst older people.

Problem alcohol use is frequently a barrier that prevents services from helping individuals and their families with other issues, such as reducing reoffending, finding employment and addressing domestic and family abuse.

Price, availability and social attitudes all have an impact on our relationship with alcohol. The current economic climate means that drinkers are choosing to drink more at home and this presents some real challenges about how we influence their behaviour to prevent violent crime.

An **increase in social and health problems associated with alcohol** is one of the anticipated **impacts of the prolonged recession**.

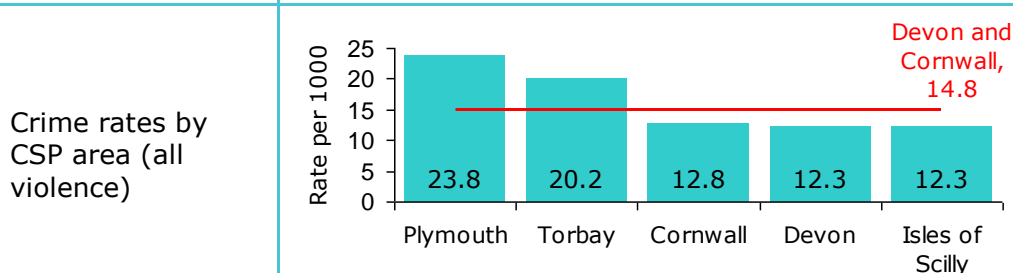
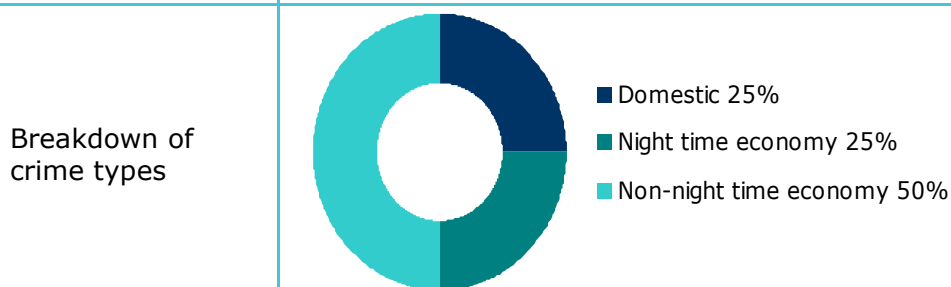
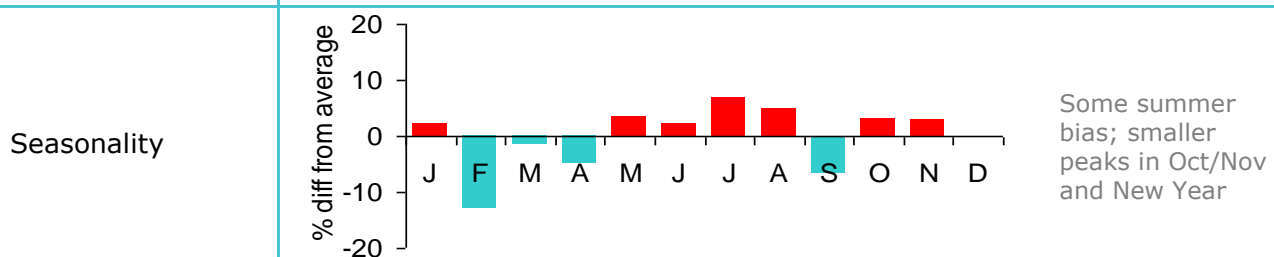
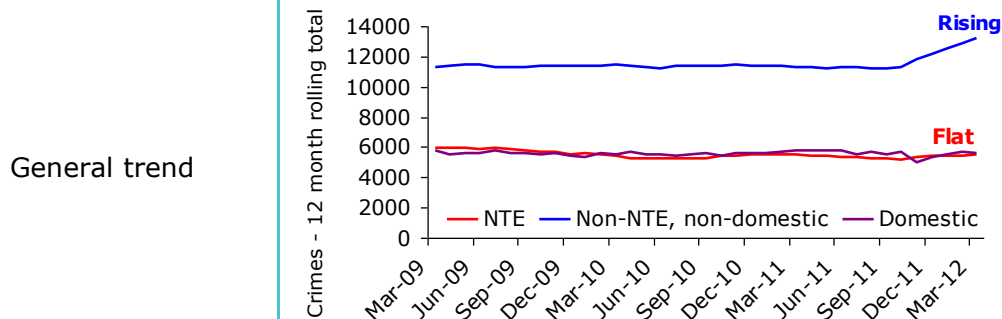
QUICK FACTS – VIOLENT CRIME

Current figures refer to the 12 month period ending 31 March 2012

Level of crime 24,948 crimes / 14.8 crimes per 1000 resident population

National comparison 13% above the average for our 'most similar family' of partnerships (13.6 crimes per 1000 resident population, iQuanta)

Annual change Increased by 2,416 crimes / 11% compared with 2010/11



Top hotspots

Cornwall	Newquay Town, Truro City Centre, Penzance Town Centre, Falmouth Arwenack, Redruth North and Camborne West
Devon	Exeter City Centre, Barnstaple Central Town, Exmouth Town, Newton Abbot Town and Bideford West
Plymouth	City Centre, Stonehouse, Morice Town, East End and Devonport
Torbay	Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe

Violence and the night time economy

The term 'evening and night time economy' refers to leisure-related businesses that are open after normal shopping hours, such as bars, pubs, nightclubs and takeaway food outlets. It is a particular facet of the economy which poses both **major opportunities and challenges**. It generates jobs and has the potential to **add vitality to local cities and towns** and make them safer by increasing activity. It can also be **associated with noise, crime, Anti-Social Behaviour and other community safety problems**. In this assessment, when we refer to the night time economy (or NTE) we mean **the later period from 9pm onwards**.

What the evidence says

- **Violent crime has seen a significant rise of 11% overall in Devon and Cornwall** over the last year whereas Forces across England and Wales reported an overall reduction of around 7% in violence.²⁰ This trend is reflected in all areas across the Peninsula apart from Plymouth, where the trend was comparatively stable.
- The rate of violent crime per 1000 population is now **significantly above the average for similar partnership areas** in the country. Rates of alcohol-attributable crime²² are estimated to be generally lower or in line with the England average, however, with the exception of **Plymouth**, where **all alcohol-attributable crime, violence and sexual offences are significantly higher**.
- Violence with injury increased by 9% but **the greatest rise is in non-injury assaults** (12% or 1,244 crimes). This may be influenced by a range of changes to police recording of crime in the autumn (see **Notes on the Data** for more information), as well as restructuring and change elsewhere in the public sector. This means that it is not possible to determine at present whether there is an underlying genuine change in behaviour causing violence to rise.
- Recent police research indicates that a **rise in repeat offending may also be a factor** and this has led to the introduction of a new risk assessment model.
- Violence directly associated with the night-time economy²¹ has reduced or remained stable, indicating that the **problems may lie outside of the traditional focus of violent crime reduction**. Investigating the drivers of day-time violence has been made a local priority in Cornwall, with research showing that that **under 18s are the highest risk group** (with girls equally likely to be victimised as boys) and that the peak time for offences is at the close of the academic day and into early evening.
- Night time economy violence continues to be important, however: it **accounts for around one in five assaults** and is **significantly more likely to be linked to alcohol**.
- **Violent crime peaks in the summer months**, with Cornwall seeing the strongest summer bias and Plymouth the least. There is a **second peak in October and November**, coinciding with the universities' "Freshers' Weeks", Halloween and Bonfire Night and **another at New Year**.
- **Young males** are the most likely to be involved in violence associated with the night time economy, both as victims and offenders. The **key age group are the 18 to 24 year olds with those aged 18 at highest risk**. This is also confirmed in the age

²⁰ Crime in England and Wales, Quarterly First Release to March 2012 (Office for National Statistics, July 2012)

²¹ Note that for the purposes of this assessment, analysis of crime linked to the night time economy focuses on violent crime occurring in a public place (street/highway/road, licensed premises or takeaway food outlet) between 9pm and 5am.

profile for assault presentations at Emergency Departments in Devon and Cornwall hospitals.

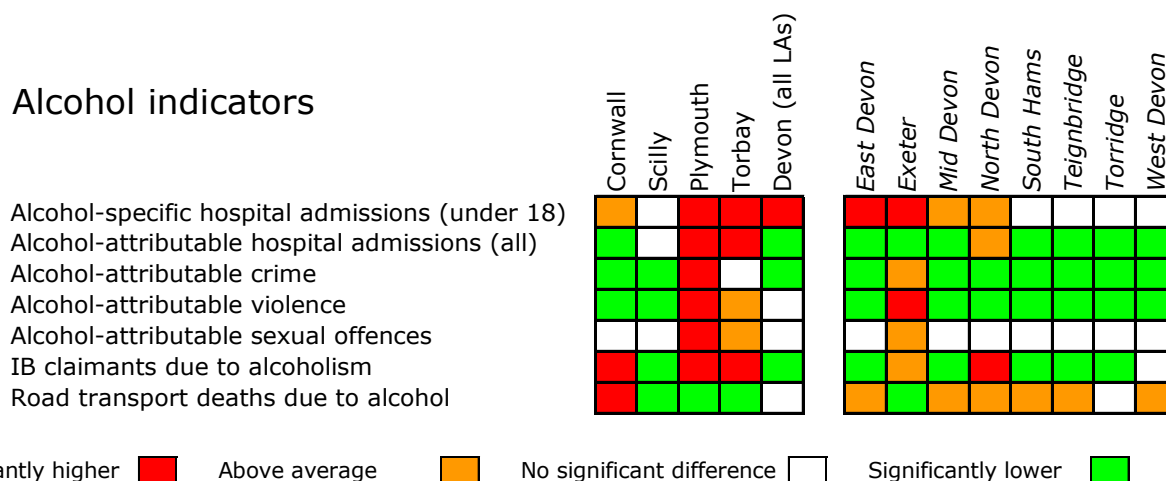
- **We know that problem use of alcohol increases the likelihood of reoffending** and, where specific research was undertaken, alcohol use was identified as a specific risk factor linked to offending behaviour for the majority of offenders.
- Unsurprisingly, the **highest rates of violent crime are found in cities and larger towns** across the Peninsula, principally Plymouth, Exeter, Torbay and Newquay where there is a higher density of pubs, clubs and busy night-life.

Alcohol and health

What the evidence says

- An estimated **6% of the resident population** aged 16+ (83,100) **drink at double the recommended safe levels and above**, of which the majority are expected to show signs of dependence. In addition, an estimated 249,000 people (18%) are binge drinkers.
- With the exception of Plymouth, where the impact is greater than the England average for both crime and health indicators²², alcohol has a **greater adverse effect on health and the economy** across the Peninsula than it does on crime. The greatest impact can be seen in Plymouth and Torbay and the least in Devon (with the exception of Exeter).

Alcohol indicators



- **Alcohol-related hospital admissions are rising across the Peninsula.** Increasing trends are mostly in-line or below the national trend over the last 5 years (an average of 8% per year) with the exception of Torbay and Teignbridge (10% and 9% respectively, although in both cases this reflects particularly high growth in the first two years only).
- **Alcohol-related admissions for under-18s are of particular concern** with Plymouth, East Devon, Exeter and Torbay seeing rates significantly higher than the England average. 756 young people were admitted to Devon and Cornwall hospitals for alcohol-specific conditions, such as alcohol poisoning and alcohol-related liver disease, between 2007/08 and 2009/10.
- The proportion of the working age population claiming **health related benefits due to alcoholism is** a further concern, with Cornwall, Plymouth, Torbay and North Devon

²² Local Alcohol Profiles for England, North West Public Health Observatory

reporting rates significantly above the England average. Torbay is amongst the worst ten local authorities in England for this indicator.

- **5% of the estimated number of higher risk drinkers** engaged with specialist treatment services last year²³ and evidence from Cornwall indicates that many people do not seek specialist help until their problem is well established. Numbers in treatment have declined over the last 12 months across the Peninsula (although this is also the case elsewhere in the South West).
- Evidence from the National Alcohol Strategy²⁴ emphasises the importance of early identification and intervention: **for every eight at-risk drinkers who receive advice, one will reduce their drinking to within low-risk levels**, leading to improved health and reduced demand on hospital services.

What are we doing about it?

Alcohol Strategies across the Peninsula are drawn from evidence compiled in the latest round of Joint Strategic Needs Assessments and local Alcohol Needs Assessments and encompass all aspects of problem alcohol use, from education to treatment needs to reducing alcohol-related criminality. Implemented effectively, these provide the opportunity to ensure a coherent and consistent approach to reducing alcohol harm in communities across the Peninsula.

Prevention and education

- **Public information campaigns** specifically targeting key groups at peak times and educational programmes for young people. For example, the 'Don't Unleash Your Demon' campaign in North and West Devon, designed to encourage drinkers to consider the dangers of their habits.
- Provision of **targeted alcohol workers** identifying and targeting early support provision to the most at risk groups (such as a young person's worker in Treliske Emergency Department in Truro and an acute presentation worker in Torbay).
- The roll-out of **Identification and Brief Advice (IBA) training** supported by standard alcohol screening tools, such as AUDIT-C, in both medical and non-medical settings to greatly increase opportunities for early identification and intervention to help drinkers to reduce their drinking risk.

Working with offenders

- The police have recently introduced a risk assessment matrix based on a model used by Dorset Police. This approach aims to **reduce repeat offending** by identifying offenders at high or increasing risk that do not meet the criteria for dangerous offender management schemes (such as MAPPA²⁵ and DASSP) so that they can be targeted for **proactive prevention**, intelligence and enforcement activity, in collaboration with partners if appropriate.

²³ National Drug Treatment Monitoring Database, alcohol treatment numbers 2011/12 www.ndtms.net

²⁴ **The Government's Alcohol Strategy**, Home Office 2012, taken from Moyer et al, 2002 - Brief Interventions for alcohol problems: a meta-analytic review of controlled investigations in treatment.

²⁵ Multi Agency Public Protection Arrangements (potentially dangerous violent and sexual offenders) and Domestic Abuse Serious and Serial Perpetrator

- Court ordered Probation **Low Intensity Alcohol Programme** (LIAP) for low level violent offenders and **Alcohol Treatment Requirement** for offenders who are dependent drinkers. The programme is currently only open to statutory offenders and Plymouth is exploring its potential for non-statutory offenders subject to funding (as part of the City alcohol strategy).
- Consultation across the Peninsula CSPs indicates that prevention work with violent offenders (excluding domestic abuse perpetrators) consists of Probation's LIAP and indirect activities that aim to tackle problem alcohol use or reduce reoffending generally. **Prevention work / programmes are not being targeted directly at violent offenders in any of the CSP areas.**
- From November 2012 there will be training for those dealing with offenders in custody to screen for mental health, alcohol and drug misuse and make referrals into local treatment systems.

Tackling problem places

- Through the **Assault Related Injuries Database** (ARID) and its equivalent in Plymouth, Community Safety Partnerships across the Peninsula are now gathering better information about assaults, so that we can address problem licensed premises or locations through Licensing teams and other partners.
- This links into the **Peninsula-wide Best Bar None**, run principally and organised by licensees and supported by the police. This aims to promote responsible management and operation of licensed premises.
- Peninsula-wide use of appropriate **enforcement tools** including Cumulative Impact Zones, Drink Banning Orders and Designated Public Place Orders.
- **Initiatives in collaboration with local businesses and partners** seeking to promote a vibrant and safe night-time economy, including local projects targeting known hotspots.
- Plymouth attribute the fact that violence levels have remained static in the city, despite a rise elsewhere in the Peninsula, to a **proactive policing operation run on Saturday evenings and supported by Street Pastors**. Police activity focuses tightly on **early intervention and directions to leave**, preventing the escalation of Anti-Social Behaviour into violence. CCTV control is very pro-active and makes early alerts to the police in order to disperse any potential problems.

What does the future hold?

The **Government's 2012 Alcohol Strategy** focuses on **reducing alcohol-fuelled violent crime, binge drinking, alcohol-related deaths and underage drinking**. Measures introduced include a consultation on **minimum alcohol unit pricing**, and **greater control on alcohol retail offers** and advertising.

- Supporting the new strategy, the recently passed **Police Reform and Social Responsibility Act 2011** introduces new measures to tackle alcohol problems and these will be in place in the autumn for areas to consider using; they include introducing a **late night levy** to help cover the cost of policing the late night economy, **increasing the flexibility of early morning alcohol restriction orders** and **doubling of fines for persistent underage sales**. Local areas will need to consider how to best use the tools available to reduce alcohol problems.

- The strategy also introduces new measures to **increase the range of responses to Anti-Social Behaviour**, and to **enable hospital Emergency Departments to better address on-site alcohol related offences**. Various new sentencing options for alcohol-related offences will be piloted, and family and youth policies will be introduced.
- **Education about alcohol will be reviewed along with all other Personal, School and Health Education (PSHE) areas** and responsible drinking messages delivered within 'Change4Life' campaign. Earlier identification will be promoted through Health Checks and in key areas such as pregnancy, domestic abuse and mental health services. Other health issues will be addressed in a Liver Disease Strategy and recovery based 'payment by results' schemes.
- **Transition of public health into local councils**, which will change the way in which drug and alcohol treatment services are governed and delivered, require new working relationships to be established with Health and Wellbeing Boards and creates some uncertainty in future commissioning and delivery of services.
- **Local alcohol policies are being given greater strategic importance** through Health and Wellbeing Boards and Joint Strategic Needs Assessments, embedded within the Public Health Grant and Outcomes. **Health will have more input in licensing decisions**, and Criminal Justice commitment and funding will be led by the new Police and Crime Commissioners elected in November 2012.
- An **increase in problem alcohol use is an ongoing risk** and associated with the ongoing pressures of prolonged recession, higher unemployment and increased difficulties within families. The implications of changes in drinking behaviour, such as pre-loading and increased drinking in the home environment, require further exploration. **Young people are particularly vulnerable.**

Anti-Social Behaviour

The 1998 Crime and Disorder Act states that a person is regarded as behaving anti-socially if they have acted “in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household”.

The definition is open to interpretation as **behaviour that is deemed anti-social may be very different** from one person to next. Perceptions are influenced by many factors, including a person’s worry about personal risk of harm (as well as actual experience), feelings about their local area and other people in their community and the media. The types of incidents reported range from persistent harassment and intimidation to more minor incidents of littering and dog fouling.

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 dramatic falls in the numbers of incidents reported to the police, it remains the **primary concern of local residents**, and 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.

Reports of Anti-Social Behaviour are **highest in our town and city centres and in areas described as deprived**. Proactive town centre and neighbourhood management that considers all aspects of the environment is a key element in reducing crime and disorder and making our towns and cities safer, more attractive and economically productive.

QUICK FACTS – ANTI-SOCIAL BEHAVIOUR

Current figures refer to the 12 month period ending 31 March 2012

Level of ASB	62,721 incidents / 37.3 incidents per 1000 resident population								
National comparison	No national comparator available								
Annual change	Reduced by 21,093 incidents / 25% compared with 2010/11								
General trend	<p>Crimes - 12 month rolling total</p>								
Seasonality	<p>Strong seasonal pattern with more incidents in the summer months, fewer in winter</p>								
Breakdown of incident types	<ul style="list-style-type: none"> Rowdy/nuisance behaviour 80% Vehicle ASB 10% Malicious communications 5% Animal related problems 1% Begging/vagrancy 1% Street drinking 1% Other types of ASB 2% <p>*includes fireworks, trespass, noise nuisance and prostitution</p>								
ASB rates by CSP area	<p>Devon and Cornwall, 37.3</p>								
Top hotspots	<table border="1"> <tr> <td>Cornwall</td> <td>St Austell Town, Newquay Town, Penzance Town East, Truro City Centre, Camborne West and Redruth North</td> </tr> <tr> <td>Devon</td> <td>Exeter City Centre, Newton Abbot Town, Barnstaple Central, Exmouth Town and Bideford West</td> </tr> <tr> <td>Plymouth</td> <td>City Centre, Stonehouse, Mutley, Devonport and Morice Town</td> </tr> <tr> <td>Torbay</td> <td>Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe</td> </tr> </table>	Cornwall	St Austell Town, Newquay Town, Penzance Town East, Truro City Centre, Camborne West and Redruth North	Devon	Exeter City Centre, Newton Abbot Town, Barnstaple Central, Exmouth Town and Bideford West	Plymouth	City Centre, Stonehouse, Mutley, Devonport and Morice Town	Torbay	Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe
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Plymouth	City Centre, Stonehouse, Mutley, Devonport and Morice Town								
Torbay	Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe								

What the evidence says

- Anti-Social Behaviour shows **a strong reducing trend** which has been in evidence across the Peninsula for the last five years.
- Despite the drop in reported incidence, consultation with residents through Have Your Say shows that **Anti-Social Behaviour remains the primary concern** and this is echoed in other public survey data, both locally and nationally. The Crime Survey for England and Wales²⁶ reports very little change in perceptions of Anti-Social Behaviour despite a declining trend in reported incidents.
- Vehicle-related nuisance (“boy racers”, inconsiderate parking), youth-related issues and dog fouling are commonly cited by residents as particular problems.
- Two low volume incident types have seen **an increase in reports** in the last 12 months – **street drinking and begging / vagrancy**. The greatest increases are in Plymouth and Truro city centres and these issues are also highlighted as problematic in Torquay town centre and neighbouring areas.
- A significant proportion of police recorded Anti-Social Behaviour occurs in city and town centres across the Peninsula and **problems linked to alcohol and the night time economy are recurrent themes**. There is a strong link between incidence of Anti-Social Behaviour and violent crime, criminal damage and thefts.
- **Persistent Anti-Social Behaviour problems** commonly relate to **neighbour disputes** and hotspots in town centre locations where problematic individuals are known to congregate; evidence from Torbay highlights **mental health** and **substance use** issues as key factors.
- A significant proportion of police recorded Anti-Social Behaviour is reported in the night time hours, however evidence from Cornwall and Devon CSPs indicate that incidents are **more likely to be reported in mid-afternoon /early evening**.
- Anti-Social Behaviour shows **a strong summer bias** with higher levels of incidents reported particularly in July and August, influenced by an influx of tourists into popular holiday spots, the school holidays and lighter nights.

What are we doing about it?

- The **three-stage escalation process**²⁷ **has proven effective** in managing Anti-Social Behaviour, particularly in young people – in Cornwall in 2011/12 80% of young people and 68% of adults did not come to further attention of the Anti-Social Behaviour team in the three months following intervention.
- Effective collaboration involving a range of partners, in the form of **Partnership and Locality Tasking groups**, forms the backbone of successful responses to locally identified Anti-Social Behaviour issues. Restorative justice and mediation solutions are being utilised with low level cases in some areas to positive effect.
- **Family Intervention Projects** providing long term intensive packages of support to those families involved in significant Anti-Social Behaviour have proven effective at limiting the impact of particularly problematic households. The Troubled Families programme should build on these achievements.
- Identifying and protecting vulnerable victims and reducing repeat victimisation is recognised as key – the police and Plymouth and Cornwall Anti-Social Behaviour teams operate **victim risk assessment tools** that assess vulnerability and are linked to a risk-focused intervention / support package.

²⁶ Crime in England and Wales, Quarterly First Release to March 2012 (ONS, July 2012)

²⁷ Method of phased engagement with perpetrators designed around early intervention and prevention

- Peninsula-wide use of **enforcement tools** including Dispersal Orders, premises and crack house closures, Anti-Social Behaviour Orders and Drink Banning Orders. Cornwall has received national recognition for the successful application of the Inebriates Act 1898 to tackle persistent street drinking.

New initiative for "Troubled Families"

In December 2011, the Government announced a new, cross-government drive to turn around the lives of 120,000 of the country's most "troubled" families by the end of this Parliament. The programme focuses on families with multiple issues (such as substance use, mental health problems, unemployment, criminal or Anti-Social Behaviour) who place the highest demands on services. The government estimate that each "troubled" family costs around £75,000 per year.

The headline goals and the areas in which success will be measured are children **back into school**, parents **back into work**, **reduced crime and Anti-Social Behaviour** and reduced costs to the taxpayer and local authorities.

The amount of government funding depends on the estimated number of "troubled families" in each local area: the Department of Communities and Local Government estimate that there are 3,750 such families in local authority areas across the Peninsula. The majority of funding is payable on achievement of measurable success with families.

What does the future hold?

- The Government white paper '**Putting victims' first - more effective responses to Anti-Social Behaviour**' sets out plans to introduce more effective measures to tackle Anti-Social Behaviour, with the emphasis on local solutions to local needs. The Government will provide support by:
 - Focusing the response of Anti-Social Behaviour on the **needs of victims**
 - **Empowering communities** to get involved in tackling antisocial behaviour
 - Ensuring professionals are able to **protect the public quickly**
 - Focusing on **long term** solutions
- One of the biggest changes is the **streamlining of tools available to professionals** to tackle an individual's offending behaviour, for example the introductions of the Criminal Behaviour Order and the Crime Prevention Injunction to replace previous orders including the Anti-Social Behaviour Order.
- **Other preventative work with young people and families may be under threat**, however, due to budget cuts, public sector restructuring and reprioritisation of resources to more front line functions.
- **Involvement of all sectors of the community is critical** in developing successful long term solutions and will help to address perceptions of Anti-Social Behaviour. Failure in this area may lead to a reduced sense of community spirit, increased tensions and potential marginalisation of minority or less vocal groups, which could in turn lead to increased criminality.
- **Current trends in social media** and changes in the way that people communicate present opportunities for new channels of engagement with communities but potential threats in terms of cyber-bullying and harassment.

- Involvement in Anti-Social Behaviour is one of the key criteria for identifying families for the new **Troubled Families programme**, emphasising the importance placed on tackling the root causes of Anti-Social Behaviour. It is likely that packages of intervention will work around a multi-agency **Family Intervention Programme model**, with all key services engaged.

Reoffending

We estimate that repeat offending accounts for around a **third of all recorded crime across the Peninsula**. Reoffending rates vary across the Peninsula. National indicators show that locally **a slightly higher proportion of young people** reoffended than the national average. Reoffending in adults is closer to the national average, although remains higher in some areas.

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.

For young people especially, this means identifying problems that may contribute to offending and providing an **early and effective response**.

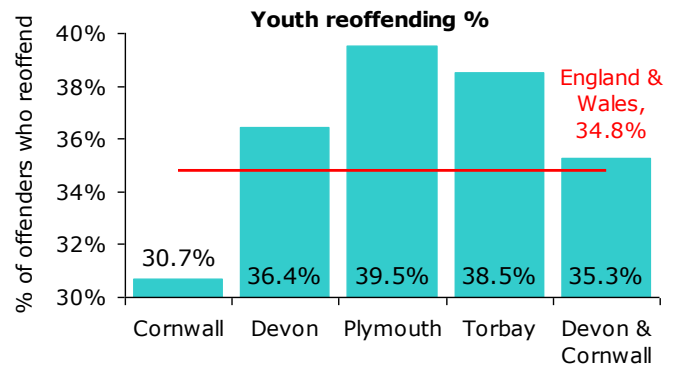
Although a prison sentence can be the most appropriate enforcement response, offenders who have served prison sentences are more likely to reoffend on release. Identifying the offenders that present the **most risk to their communities, intervening early** to prevent an escalation of offending and providing **community-based support** should provide both immediate and long term benefits in terms of reduced harm to the community.

Acquisitive crime is the most common type of repeat offending, often driven by problem drug use. This could become more of an issue as the recession deepens and the internet makes it easier and cheaper to obtain non prescription and prescription drugs that may lead to more serious drug use.

Young people

What the evidence says

- Youth reoffending was just above the national average and there is a rising trend, Cornwall is the only area below the national average.
- The latest reoffending data from the Ministry of Justice²⁸ indicate that around 2,400 young offenders were cautioned, convicted or released from custody across the Peninsula between July 2009 and June 2010.
- 35% of young offenders went on to reoffend** in the following 12 months, committing an estimated 2,200 offences.
- This should be viewed in the context that **the reoffending rate was below the national average until recent times**. There has been a large fall in young offenders in recent years, which has been greater than the national average. There has also been a large fall in the number of young people reoffending. There is a strong correlation between the size of the cohort and the reoffending rate.
- We have seen **significant reductions** across the Peninsula in both the total number of **young people on youth offending service caseloads** and the number of **first time entrants** into the criminal justice system. One factor may be the introduction of the **increased use of the Youth Restorative Disposal** in 2009. Other factors will include prevention services provided by local authorities and youth offending services / teams.
- The Youth Restorative Disposal prevents young people entering the criminal justice system by offering a quick and proportionate response in cases of low-level offending and allows victims to have a voice in how the offence is resolved. The implication for youth offending services is that **caseloads will be smaller but have more complex needs**.
- The most prevalent issues amongst young offenders are **thinking and behaviour, family and personal relationships** and **lifestyle**. Domestic abuse is a common contributor to young offender risk of reoffending.
- Speech and language is a key issue for young offenders. Recent research from the Royal College of Speech and Language suggests that the **majority of young offenders have speech and language difficulties**, findings that are echoed by Prison Reform Trust.²⁹



Over 60% of young people in the criminal justice system have a communication disability and about half of this group have very poor communication skills
Prison Reform Trust (2010)

²⁸ Proven Reoffending Quarterly Statistics (Ministry of Justice, latest July 2012)

²⁹ Seen and Heard: supporting vulnerable children in the youth justice system (Prison Reform Trust, 2010)

What are we doing about it?

Youth Offending Services and Teams across the Peninsula are multi-agency teams providing a co-ordinated response to the needs of young offenders (aged between 10 and 17 years) who come to the attention of the police. Offenders are **mostly young males** and the rate of offending increases sharply with age.

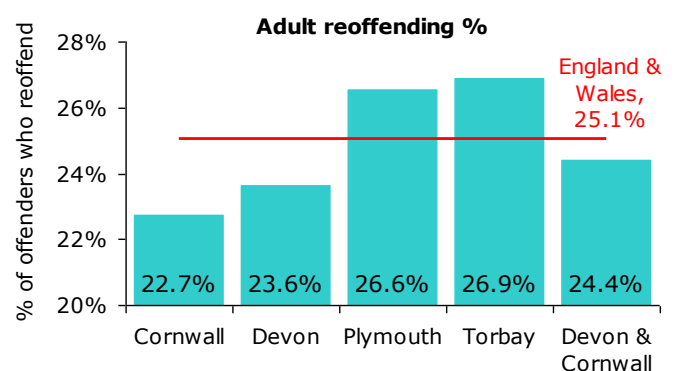
- Youth offending services assess the risks of reoffending and the young person's vulnerability and work with partners to plan and manage interventions to reduce risk. This includes **strengthening protective factors** against further offending (positive relationships, stable accommodation) and providing access to a full range of both **universal and specialist services** (such as speech and language therapy) to maximise their life chances.
- Local youth offending services also ensure that interventions with young people are **informed by the needs of the victims** and / or communities affected by their offending and are developing **new initiatives based around restorative justice** and community reparation, such as the South Devon Making Amends project and Plymouth YOS's Allotment Project (which won a Howard League Community Programme Award)
- Youth offending services work closely with young people's specialist substance use services (and in some areas, such as Devon, are co-located) and Child and Adolescent Mental Health Services (CAMHS).
- Issues around **transition from youth to adult services** (where the degree of support may be less intensive and the perceived 'safety net' removed) are highlighted as **presenting a particular risk for young offenders**. Young offenders aged 17 years who have been identified as having the potential to become prolific offenders will be jointly managed in some areas through the Integrated Information Management programme, **TurnAround**, with the aim of a more seamless and supported transfer from youth to adult services.

A wide range of youth diversionary activities, including sports, arts, confidence building and life-skills, are delivered across the Peninsula according to local need and resources.

Adults

What the evidence says

- Overall **adult reoffending is slightly below the England and Wales average**. Over the last 12 months there has been a drop of 6% in the number of adult offenders and adult **reoffending rates have remained relatively stable**, with the exception of Cornwall (a rise of 1.6 percentage points).
- 13,300 adult offenders were cautioned, convicted or released from custody across the Peninsula between July 2009 and June 2010. **30 24% of adult offenders went on to reoffend** in the following 12 months, committing an estimated 8,900 offences.



³⁰ **Proven Reoffending Quarterly Statistics** (Ministry of Justice, latest July 2012)

- There is **significant variation in rates of reoffending between areas** with Plymouth and Torbay reporting the highest rates and Cornwall the lowest.
- The most prevalent issues linked to reoffending risk amongst adult offenders across the Peninsula are **lifestyle, relationships, alcohol and drug problems**, all of which affect more than half of offenders. **Thinking and behaviour underlies most other risk factors** and interventions for offenders should include thinking skills. Drug use linked to offending is **most prevalent in offenders in the Plymouth cohort**, however, and presents less of a risk in Cornwall, Devon and Torbay.
- Additional research in both Cornwall and Torbay indicates that **domestic abuse is a factor of around half of adult offender relationships**. Problems with mental and emotional health are also common, particularly for female offenders.
- Evidence from Cornwall also indicates that **complexity (multiple needs) increases as the risk of reconviction increases**, with a third of higher risk offenders requiring support in five or more areas, emphasising the importance of an holistic, multi-agency, risk based approach to managing offenders.

Acquisitive crime

- Reoffending is **most likely** amongst offenders released from custody after **sentences of less than 12 months** and those who **committed acquisitive crime**, particularly dwelling burglary and vehicle-related thefts. Drug-using offenders, who commit acquisitive crime to fund their addiction, and prolific offenders (many of whom also use drugs) are also much more likely to reoffend.
- After a sustained period of significant reduction, reflecting national trends and largely attributed to improvements in both vehicle and household security, we have seen **rising trends in acquisitive crime** across the Peninsula over the last 2 years. Possible causes for this may include economic pressures of the recession, increased demand for cheap “black market” goods and the pressures of social needs and expectations.
- Whilst **there has not been a general rise in acquisitive crime nationally**³¹ there is evidence of an increase in personal thefts across many Force areas compared with last year; nationally burglary trends remain flat.
- Locally the picture started to change for dwelling burglary in the latter part of 2008 and negative trends in non-dwelling burglary, shoplifting and other thefts have emerged in the last 12 months. A geo-demographic profile of local burglary risk undertaken in Cornwall³² highlights students, young and low income households as at highest risk and this can be applied across the Peninsula.
- There are some differences between areas – vehicle crime increased in Devon and Torbay (5% and 7% respectively), whilst rises in dwelling burglary in these areas were much lower than the Peninsula average (9% and 4% respectively).
- Approximately **half of offenders under probation supervision**³³ **have a known drug problem** that is linked to their offending. Their crimes of choice are generally acquisitive (such as burglary) to provide funds for their addiction and reoffending risk is therefore high and **drug using / prolific offenders are a key target group** for the **TurnAround** programme.
- Recent research undertaken in Plymouth, however, identified that over a 6 month period the majority of offenders linked to dwelling burglary (79%) and vehicle-related

³¹ Crime in England and Wales, Quarterly First Release to December 2011 (ONS, April 2012)

³² Cornwall Council Community Intelligence Team, using Experian Mosaic Public Sector, 2011

³³ 53% of offenders under supervision by Probation. Analysis of offender criminogenic need (Dr. R. Mandeville-Norden, Devon and Cornwall Probation Trust, August 2011)

thefts (64%) were not engaged with the TurnAround programme and thus not identified as prolific offenders.

- This suggests that a large proportion of offences may be committed by offenders that are not subject to intensive positive intervention or may be completely unknown to services and reinforces that the potential to reduce the increasing trend also lies in **working with communities to help them reduce their risk** of victimisation and specifically **targeting routes of dispersal** for stolen goods.

What are we doing about it?

TurnAround Integrated Offender Management

Integrated Offender Management is delivered within a Peninsula-wide framework under the name TurnAround. TurnAround was established first in Plymouth in 2011, followed by the rest of the Peninsula in May 2012. Local governance and accountability sits with each community safety partnership.

TurnAround focuses on **intensive management of the offenders that present the most risk to their communities** and builds on previous multi-agency work with prolific and drug-using offenders through the Drugs Intervention Programme (DIP). Both programmes have been brought into TurnAround.

There is a **strong emphasis on using evidence and intelligence** to direct activities and to inform decisions about which offenders will be prioritised for interventions. Offenders are selected for TurnAround intervention based on a risk assessment matrix that factors in a range of elements including criminal history, perceived risk to the community and local crime reduction priorities.

- TurnAround is currently working with 502 offenders across the Peninsula.
- Each offender is managed by a **single lead professional** who works as part of a multi-agency team and co-ordinates access to advice and support across all the pathways, including accommodation, family support and physical and mental health. The offender is **managed according to the level of risk** and length of time for the offences and / or sentence.
- Recognising the importance of taking a **“whole family” approach** to tackling reoffending, in addressing both its causes and its impacts, integrated working opportunities are actively being sought within the delivery framework of the new [Troubled Families](#) programme.

A suite of performance measures for TurnAround, which will include key indicators for all of these is currently in development and will be reported in future assessments.

Commissioning of drug and alcohol services supporting TurnAround and other less intensive substance-related interventions with offenders, is directed by the well established **needs assessment and treatment planning process** undertaken by local Drug and Alcohol Action Teams. Comprehensive needs assessments are produced annually and also inform local Joint Strategic Needs Assessments.

Offender diversion schemes

Devon and Cornwall Police is the **first force in the country to offer three concurrent diversion schemes** - alcohol, cannabis and Anti-Social Behaviour. These self-funded

schemes are delivered in collaboration with a third sector organisation, DrugLink, and offer offenders who have been issued with a Penalty Notice for Disorder the opportunity to attend a challenging awareness raising course at a cost of £40 instead of paying the £80 fine.

There has been some debate across the Peninsula about **whether some sentences handed out by the courts are consistent with the aim of reducing reoffending**. In several cases time served, usually a night in custody, was deemed sufficient punishment and the offender released with no further sanction. Although it is recognised that offenders serving short term custodial sentences are more likely to reoffend on release, the decision not to impose a custodial sentence should be **supported by community-based interventions** that aim to reduce the risks of reoffending.

What does the future hold?

- The **election of the Police and Crime Commissioner** provides the opportunity to take a pan-Peninsula view of need for service provision across the offending pathways and focused enforcement activity to reduce crime and reoffending.
- **Transition of public health into local councils**, which will change the way in which drug and alcohol treatment services are governed and delivered, require new working relationships to be established with Health and Wellbeing Boards and creates some uncertainty in future commissioning and delivery of services.
- 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 front line functions.
- National plans to **increase the use of more community-based solutions** to custody, such as Home Detention Curfews, may place additional strain on local resources to manage. This may be helped by the anticipated introduction of new mandated electronic location monitoring technology (national programme).
- Changes to the shared room rate under **Welfare Reform will require offenders under the age of 35 to be placed in shared housing** - dangerous and sex offenders are exempt but not prolific offenders, presenting a risk to securing housing in the first place and if placed, risks to other occupants that will require managing. Proposed withdrawal of housing benefit to under 25s also presents a significant risk in securing accommodation for offenders.
- The **continual dynamic emergence of new psychoactive substances** (NPS, sometimes referred to as 'legal highs') is a particular challenge to drug treatment services and providers. The NPS world is new and evolving with little or no historic evidence to support health and rehabilitation schemes. The ready **availability of prescribed medications online** and increased use of online companies as a "low risk" supply route has also been raised as an emerging risk with the potential to increase problem drug use.

New legislation

- **The reform of the Criminal Justice System**, outlined in the white paper **Swift and Sure Justice**: The Government's Plans for Reform of the Criminal Justice System, and the implementation of the Legal Aid, Sentencing and Punishment of Offenders (**LAPSO**) Act, will bring about **improvements in the way in which agencies interact** to bring offenders to justice, introduce a **new sentencing structure** for young offenders (including the transfer of remand placement costs to local authorities), community sentences and imprisonment for public protection and **facilitate early identification and prevention** of crime.
- Youth offending services will need to **focus on more complex cases** that have the potential to require remand to ensure robust packages are in place. It is also anticipated that youth offending services will work increasingly with only the most complex and persistent young offenders, **with a range of specialist needs**.

Additional risks

Understanding of hate crime and hidden harm

Hate crimes are crimes perceived as motivated by the perpetrators hostility or prejudice based on a personal characteristic. They have **detrimental effect on the victim's emotional and mental health** and **significant impacts** on the community. **Significant under-reporting** of hate crime is acknowledged nationally as well as locally as a **critical limiting factor** in our understanding of the issues and the development of effective responses.

- There were 974 incidents of hate crime reported to the police in 2011/12, a drop of 17% compared with last year. **Numbers have been in swift decline** over the last 12 months. The majority of reported incidents are **racially motivated**.
- Viewed in the context of national research and anecdotal evidence from community and partnership groups, it is understood that **these numbers are not representative** of the experience of minority communities across the Peninsula indicating barriers to reporting, recording issues, or a general lack of trust in the criminal justice system.
- Although the Peninsula has far lower proportion of ethnic minorities than the national average, the **demographic has changed considerably over the last decade** in ways which may not be apparent from national statistics. There are increasing numbers of foreign students and both transient and migrant workers across the Peninsula. Plymouth is also home to a significant number of current and former asylum seekers and refugees, many of whom go onto work or live elsewhere in the Peninsula. Devon has highlighted an increase over the past decade of over 400% amongst its minority communities.
- The Crown Prosecution Service report that, although the number of successful prosecutions is increasing, the most common reason for a failed prosecution is the unexpected non-attendance of victims, which suggests that **greater victim support is needed** throughout the criminal justice process.
- In 2011, the Equality and Human Rights Commission published **Hidden in Plain Sight**, the results of their formal inquiry into the roles of public authorities in eliminating disability-related harassment and its causes; the Stephen Hoskin case in Cornwall was selected as one case study of only ten nationally for the inquiry. Most of the core recommendations to public authorities can be applied equally across the whole spectrum of hate crime and include **adopting an independent community advocacy approach** to support victims of hate crime.
- Within the Peninsula, **Mate crime**³⁴ has been identified as a particular issue for vulnerable adults, and risks associated with care homes (for the elderly, vulnerable adults and young people) are an emerging issue, the scale of which is not yet fully understood.
- The police are currently undertaking an extensive review into the **risk assessment of vulnerability** across all areas, including vulnerable adults and potential victims of hate crime, with a view to widening the remit of Devon's Multi-Agency Safeguarding Hub (MASH) and **progressing a Peninsula-wide model**.
- **Anti-Social Behaviour** can often be a pre-cursor to hate crime and can act as an **early warning for services** to identify both potentially vulnerable people and hate crime perpetrators preventing further escalation.

³⁴ Mate crime refers to the situation where a person with learning disabilities is "befriended" for the purposes of coercing them into handing over money or property

- Police incident data provides very little information about victims of ASB. Vulnerable victims are identified using other mechanisms such as the **Neighbourhood Harm Register**.³⁵
- Devon, Cornwall and Torbay have **partnership sub-groups** to address hate crime and Devon is implementing the Devon Hate Crime Network, with action plans to address specific issues around hate crime. Plymouth's hate crime action plan is being launched in conjunction with the Police in November 2012. Key objectives include **raising awareness** about hate crime, driving up **early identification and reporting**, **improving signposting** and referrals and **improving support** in the community to victims and potential victims.
- **Third party reporting options** are provided in a variety of ways across the Peninsula but mechanisms and support provided are **not consistent**. The police are developing 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.
- Further to the publication of the Government's Hate Crime Strategy in March 2012, local areas are recommended to **develop their own strategies** to reflect local need. The Government are keen to address the needs of more isolated sections of the community where victims are **considerably less likely to report** crimes, specifically identifying new migrant communities, Gypsy, Irish Traveller and Roma communities, transgender victims and disabled victims.

In order to support these initiatives, a much clearer picture of the nature of the experience of hate crime and other issues affecting minority communities within the Peninsula is required.

Preventing violent extremism

The **Prevent Strategy** which was launched in 2007 (and reviewed in 2011) seeks to stop people becoming violent extremists or supporting terrorism. It is the preventative arm of the government's counter-terrorism strategy, CONTEST.

- **Prevent addresses all forms of terrorism** with the greatest threat nationally still coming from Al Qa'ida influenced groups. In recent years the rise of domestic extremism, alongside evidence that active groups such as the English Defence League (EDL) fuel Islamic radicalisation has brought extremist right wing groups to the fore.
- **Prevent delivery is partnership led**, and is strongest in Plymouth (a Prevent Priority area, where most risk is thought to be held) and in Cornwall. There is an established strategic delivery structure within Torbay, but not yet in Devon where the two tier authority system presents additional challenges. Key to the success of Prevent is effective partnership relationships between police, statutory partners and the third sector.
- **The majority of the risk is held in Plymouth**, and it is the Peninsula's only Prevent Priority area. As such Plymouth Community Safety Partnership receives a Counter Terrorism Local Profile (CTLP) which makes specific recommendations about reducing risk in the city.

³⁵ Developed in response to the Stephen Hoskin case, this register is held by the Police and identifies households where certain trigger levels have been reached for repeat calls for service (police, ambulance, hospitals) or severe risk has been identified (high risk mental health cases, severe unexplained emergency attendance at hospital, safeguarding alerts raised).

- Whilst the Peninsula suffers less than many other areas in the country in relation to organised groups of extremists, or overt support for any form of extremism **individuals anywhere could take independent action** with violent consequences, making safeguarding important across all partnerships.
- The referral process for statutory and third sector agencies to refer individuals thought to be vulnerable to radicalisation is known as **Channel**. These individuals are very often vulnerable in other ways and investing in partnership relationships and processes which support them could also strengthen responses to other issues such as **safeguarding adults, violence in the home, honour based violence** and **human trafficking**.
- **Workshop to Raise Awareness of Prevent** (WRAP) is being delivered to police and partnership staff in the coming months and widespread practitioner attendance is vital to ensure an appropriate partnership response to Channel referrals. In addition to WRAP training there are a wide range of training tools to educate and raise awareness of Prevent available across partner agencies, communities and key institutions.
- **The internet is an area of vulnerability** within our communities transforming the extent to which terrorist organisations and their sympathisers can radicalise people remotely. Of particular concern in relation to the use of the internet is the possibility of public access computers in libraries, internet cafes, drop in centres and universities being used for extremist activity. Partnerships can protect both themselves and vulnerable individuals by **restricting access to radical websites** in such locations or making sure that the use of computers is monitored or recorded appropriately.

Glossary

Acquisitive crime	Group of crime types including burglary, vehicle-related thefts, all other types of thefts and handling stolen goods. Serious acquisitive crime refers only to dwelling burglary, robbery, thefts of and thefts from vehicles.
ARID	Assault Related Injuries Database (in hospital emergency departments)
ASB	Anti-Social Behaviour
BCS	British Crime Survey, called the Crime Survey for England and Wales (CSEW) from April 2011
BME	Black and Minority Ethnic (population)
CSP	Community Safety Partnership. Statutory partnership between Council, Police, Fire, Health, Probation and Police Authority to tackle crime and disorder issues
DCLG	Department for Communities and Local Government
Deprivation / deprived areas	The Index of Multiple Deprivation 2010 combines a number of indicators covering a range of economic, social and housing issues, into a single score for each small area in England, allowing them to be ranked relative to one another (from 1 to 32,482 where a rank of 1 is the most deprived). A 'deprived' area is ranked in the most deprived 20% of areas nationally.
ED	Emergency Department, previously called Accident and Emergency (A&E)
EHRC	Equality and Human Rights Commission; the report Hidden in Plain Sight contains the findings of their comprehensive inquiry into disability hate crime and public authorities responses
Hate Crime	Any criminal offence committed against a person or property that is motivated by hostility towards someone based on their disability, race, religion, gender identity or sexual orientation
IDVA	Independent Domestic Violence Advocate
IOM	Integrated Offender Management – called TurnAround across the Peninsula. Multi-agency team to tackle those with the highest risk of re-offending.
ISVA	Independent Sexual Violence Advocate
LGBT	Lesbian, Gay, Bisexual and Transgender
MASH	Multi-Agency Safeguarding Hub
MARAC	Multi-Agency Risk Assessment Conference
Most Similar Family (MSF)	Groups of Community Safety Partnership areas or police Forces that are closest in terms of characteristics such as population structure. They are used to compare performance between similar areas.
Night time economy / NTE	See ENTE. In this assessment the period of time linked to the night time economy is from 9pm to 5am.
Population	Unless otherwise stated, all rates per 1,000 population use mid-2010 estimates (Office for National Statistics © Crown Copyright 2011)
PPO	Prolific and Priority Offender
PSA	Peninsula Strategic Assessment
Purple Flag	A new accreditation scheme that recognises excellence in the management of town/city centres at night; aims to raise standards and improve quality.
SARC	Sexual Assault Referral Centre
SDVC	Specialist Domestic Violence Court
SEEDS	Survivors Empowering and Educating Domestic Abuse Services
STRA	Strategic Threat and Risk Assessment Matrix, tool used to identify priorities.
Street Pastors	Street Pastors are Christian volunteers who look out for and help vulnerable people on the streets at night, generally in night time economy areas.
Violent crime	Group of crime types comprising violence against the person, sexual offences and robbery
YOT/YOS	Youth Offending Team or Service. Multi-agency team to tackle offending by offenders aged 10 to 17 years.

Further reading and contacts

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

Plymouth	http://www.plymouth.gov.uk/strategic_assessment_2011.12.pdf
Cornwall	http://safercornwall.co.uk/crime-in-your-area/
Torbay	Follow the links from http://www.safercommunitiestorbay.org.uk/
Devon	<i>Awaiting publication</i>

For more information or **further details on the work** of local Community Safety Partnerships please contact:

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 - Exeter Community Safety Partnership
 - East and Mid Devon Community Safety Partnership
- Drug and Alcohol Action Teams
- Cornwall, Devon and Somerset Fire and Rescue Services
- Youth Offending Teams and Services
- Central and local TurnAround teams
- Anti-Social Behaviour teams
- Children and family services
- Adult care and support services
- Cornwall and Isles of Scilly Primary Care Trust and NHS Devon, Plymouth and Torbay
- Emergency Departments in Barnstaple, Derriford, Exeter, Treliske and Torbay hospitals

Appendices

- 1a Aims and objectives for PSA priorities
- 1b Overview of existing activity
- 2 Next Steps – delivering the PSA priorities
- 3 Analysis of patterns and trends
- 4 Calculating the costs of crime
- 5 Notes on the data

1a: Agreed aims and objectives for PSA priorities

	Domestic, family and sexual abuse	Alcohol, violence & the night time economy	Anti-social behaviour (ASB)	Reoffending
Aims	To reduce the risk of serious harm and provide appropriate responses to safeguard individuals and their families from violence and abuse	To reduce the harms of alcohol on individuals, their families and the community and reduce the risk of violent crime	To ensure effective resolution of ASB, divert perpetrators and identify and support vulnerable individuals in our communities	To reduce crime by tackling the underlying causes of offending and reintegrate offenders and their communities
Agreed Objectives	<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 	<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 	<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 	<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

Additional risks: Hate crime and preventing violent extremism

	Hate crime and hidden harm	Preventing violent extremism
Aims	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	To mainstream the delivery of Prevent alongside other safeguarding processes
Agreed Objectives	<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. 	<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.

1b: Overview of existing activity

Domestic, family and sexual abuse

Cornwall & Isles of Scilly

- 3 refuges provided by 3 voluntary sector agencies
- SEEDS Cornwall established 2009
- Truro SARC and ISVA support

All other services out to tender, new contracts from late 2012:

- 9.5 IDVAs supporting high and medium risk cases, including provision in Midwifery and Emergency Departments in Treliske Hospital and a specialist court advocate
- Recovery Toolkit
- Therapeutic interventions for children and young people
- Healthy Relationships programme in schools
- Domestic abuse prevention programme (perpetrators)

Devon

- 8 MARAC IDVAs (high and medium risk cases), including 3 specialist court IDVAs and provision in ND Hospital, and 10.5 outreach workers (high and medium risk cases)
- 5 children/young people's workers
- Action group for BME victims
- 2 refuges provided by 2 voluntary sector agencies
- REPAIR perpetrator programme
- Channings Wood liaison with prisoners and families
- RELATE 'Choosing to Change' programme for couples
- Teenage Toolkit – training for staff working with young people
- Pattern changing programmes for female victims
- SEEDS Devon established 2006

Plymouth

- Plymouth Domestic Abuse Service (PDAS) – IDVA service, children's service, support through SDVC and refuge / safe houses provided by Sanctuary Supported Living
- Making Change programme for male perpetrators not part of criminal justice system (provided by Probation)
- Operation Encompass – early intervention through school liaison (nationally acclaimed, provided by Police and City Council)
- Domestic Abuse Advocacy – legal support provided by City Council for those not eligible for legal aid
- Family Intervention project – working with families with multiple problems
- SEEDS Plymouth established 2008
- Plymouth SARC and two IDVAs

Torbay

- 2 IDVAs directly managed by Safer Communities Torbay and 1 specialist court IDVA managed by Victim Support
- Commissioned refuge with 7 units by Westcountry Housing
- Domestic Abuse Support Service provided through Supporting People
- SEEDS Torbay established 2006
- Sexual Exploitation and Runaway Forum supported by workers from Checkpoint (Children's Society project)
- Intensive Family Support Service (IFSS) established by Safer Communities Torbay
- SARC services are provided from Exeter

Alcohol, violence and the night time economy

Cornwall & Isles of Scilly

- Identification and Brief Advice training in medical, criminal justice and non-medical community settings (1,200 trained to date)
- Young person's alcohol worker in Treliske Hospital ED, Truro
- Assault Related Injuries Database in Treliske Hospital ED
- Newly recommissioned alcohol services in place from April 2013, including Breaking the Cycle and family work
- Safer Towns programmes, supported by successful bid of £90k to the national Alcohol Prospectus Fund
- 'What Will Your Drink Cost?' summer campaign
- Alcohol-related violence task group and development of pooled town centre "toolkit"

Devon

- Identification and Brief Advice training in medical, criminal justice and non-medical community settings (500 trained to date)
- Assertive alcohol outreach work in Northern and South Western Devon
- Assault Related Injuries Database in ED, Barnstaple and Exeter Hospitals
- Breaking the Cycle substance misuse workers based in Children and Families teams
- Violent crime task group in Exeter
- Alcohol diversion scheme
- Street pastors in Exeter, Exmouth, Barnstaple
- Three strikes scheme in Exeter
- Community alcohol harm reduction programme in Mid Devon

Plymouth

- Dedicated youth worker in Derriford Hospital on Saturday nights
- Data sharing project in the Cumberland Centre (Plymouth's Minor Injuries Dept) and Derriford Hospital
- Alcohol Intervention Service for Parents (33 families seen to date)
- Home Office Sobriety Scheme (pilot area since May 2012)
- 'Don't Leave Your Brain at Home' Campaign' to promote responsible drinking (launched Sept 2011)
- Street Pastors in neighbourhoods and city centre evening and night
- Plymouth Street Safe Project (pilot launched Aug 2012)
- 'Top Night' personal safety campaign targeting 17-24 year olds (launch Sept 2012)
- Best Bar None scheme

Torbay

- Alcohol Screening Tool pilot in non-health agencies
- Alcohol case worker in Torbay Hospital targeting frequent acute presentations
- Dedicated alcohol public health team in Torbay Hospital deliver brief interventions and / or make treatment referrals
- Assault Related Injuries Database in Torbay Hospital ED
- Torbay was awarded a Purple Flag in 2011 for the quality of its night time economy
- Street Pastors in Torbay
- Nite Net (radio network for multi-agency patrols), CCTV and Alco Stop zone
- Campaigns including 'Know the Code' and 'Don't Leave Your Brain At Home'

Anti-Social Behaviour

Cornwall & Isles of Scilly

- Central team (Cornwall Council) - 5 locality-based caseworkers and a manager
- Established Victim Risk Assessment tool; adopted by the police April 2012
- Monthly locality based tasking
- Registered Social Landlords' Forum
- Routine victim satisfaction surveys and regular community feedback via bulletins
- Deployable wireless CCTV
- Phoenix; positive life-skills projects working with offenders, young people, long term unemployed and substance users
- Safer Towns initiatives in six priority towns, includes alcohol and ASB diversion scheme pilot

Devon

- ASB co-ordinators employed at district level across the County
- Locality tasking and co-ordination meetings - East and Mid-Devon hold regular Local Action Group (LAG) and Safer North Devon Anti-Social Behaviour Hub pilot
- Diversion schemes for young people in 'hot spot' areas
- CCTV available for deployment in key areas across the County
- Street Wardens supported in a number of towns across the County

Plymouth

- Partnership ASB Sub-group and ASB Champions' Group
- Vulnerable Victims risk assessment matrix pilot and intensive support
- Registered Housing provider forum
- Diversionary schemes for young people through multi-agency work including detached youth service 'Streetwise' team
- Neighbourhood liaison officers in all City neighbourhoods to deal with local issues
- Family Intervention Project offering intensive support to families involved in Anti-Social Behaviour
- Targeted tasking groups to address specific problems, such as "tombstoning" and Bonfire Night

Torbay

- Torbay Council core staff - lead officer and investigations officer
- Fortnightly locality tasking with a wide range of partners to focus on ASB. Task and Finish groups deal with longer term issues.
- Established Family Intervention Project (FIP), has worked with more than 100 families.
- SORT IT local mediation service for low level disputes
- New support agreement in place with Victim Support
- Street Wardens in the most deprived areas of Torbay
- Torbay Against Crime partnership with local businesses
- Queen Elizabeth Drive project in Paignton - long term "Community Intervention Project" supporting positive change for a whole

Reducing reoffending

Cornwall & Isles of Scilly

- TurnAround launched May 2012; newly recommissioned DIP service (aligned to needs of TurnAround) in place from April 2013
- Central Youth Offending Service and prevention/early intervention team (YISP), managed through Children, Schools and Families, Cornwall Council.
- Dedicated youth specialist analyst in Community Safety Intelligence
- Young people's substance misuse service (YZ-UP)
- Phoenix; positive life-skills projects working with adult offenders and young people (offending or at risk)
- Youth diversionary activities embedded into Safer Towns programmes

Devon

- TurnAround launched May 2012
- Youth Offending Service is one of the largest in the South West, with 90 staff and 100 volunteers in 3 area-based teams; managed through Child and Adult Protection, Devon County Council.
- Co-located youth crime prevention /early intervention team (YISP) and substance misuse team (Y-SMART)
- Established and nationally recognised CAMHS pathway
- Specialist speech and language therapist
- Strengthening Families family intervention programme
- LINX group work programme delivered by Hampton Trust with YOS and domestic abuse services
- South Devon Making Amends community reparation project

Plymouth

- TurnAround launched May 2011
- 'The Zone' project: accredited programme for young unemployed males at risk of or potentially involved in offending
- Plymouth Youth Offending Service
- 'Allotment Project' - award winning restorative justice / community reparation project run by Plymouth YOS
- City Alcohol Strategy will include funding for non-statutory offenders (including potential extension of Probation's LIAP) and may also include funding for short term custodial offenders
- Probation has identified a pool of volunteers to work with the TurnAround cohort. Vetting, interviews and role profile to be agreed. May assist offenders who are not entitled to DIP support.

Torbay

- TurnAround launched May 2012
- Youth Offending Team managed through Stronger Communities Board
- Community reparation projects with Parkfield, Anode and Parks and Highways.
- All young people screened for speech and language difficulties by Education and Careers South West practitioners prior to order starting
- Established Family Intervention Project (FIP) has targeted families with young offenders at risk of reoffending

Additional risk: Hate crime

Cornwall & Isles of Scilly

- Safer Cornwall Hate Crime sub-group and action plan aligned to local need and Hidden In Plain Sight recommendations; includes development of third party reporting options and support
- ASB Victim Risk Assessment tool considers all protected characteristics
- Nominated Harassment Co-ordinator in Council ASB Team; all hate crime (or potential) reviewed at tasking meetings
- Safe Places scheme in over 300 sites across Cornwall

Devon

- Third party reporting supported in most districts but not all – all reports come back to Devon County Council
- In-kind support provided to voluntary and community groups, including those acting as third party reporting centres
- Training workshops delivered by Devon County Council on request
- Hate Crime is targeted along with hate crime by the North Devon ARC project for people with learning disabilities
- BME Service Directory that details 20 BME Support Groups across Devon
- Safe Places scheme across Dartmoor and South Devon
- Joint action group with domestic abuse services for BME victims

Plymouth

- Established third party reporting system with an on-line tool, including Easy Read literature, and 12 reporting centres across the city. Council's Community Care Workers also act as points of contact for third party reporting.
- All third party reports come back to the City Council
- Pilot initiatives to extend / develop third party reporting for students at Plymouth University and Derriford Hospital Emergency Department
- Safe Places scheme in 61 sites across Plymouth

Torbay

- Keeping Safe Sub-group and action plan; the current focus is on disability hate crime
- Keeping Safe workshops co-delivered with SPOT and Voice HQ
- Safe Places scheme refresh in Brixham, Paignton and Torquay
- Keeping Safe Days to highlight Disability hate Crime.
- Safer Communities Torbay has joined the "Coalition For Action Against Learning Disability Hate Crime" (CALDHC)
- Safer Communities Torbay and the Keeping Safe Group have also developed a third party reporting procedure which will encourage victims and witnesses to report incidents of Disability Hate Crime.

Additional risk: Preventing Violent Extremism

Peninsula-wide

- **Prevent delivery is partnership led**, and is strongest in Plymouth and in Cornwall. There is an established strategic delivery structure within Torbay, and are being established in Devon.
- As the only Prevent Priority area, Plymouth Community Safety Partnership receives a Counter Terrorism Local Profile (CTLP) which makes specific recommendations about reducing risk in the city.
- Channel, the referral process for statutory and third sector agencies to refer individuals thought to be vulnerable to radicalisation, is utilised across the Peninsula.
- **Workshop to Raise Awareness of Prevent** (WRAP) is being delivered across the Peninsula to police and partnership staff in the coming months. In addition to WRAP training there are a wide range of training tools to educate and raise awareness of Prevent available across partner agencies, communities and key institutions.

2: Next steps – A strategy for delivering PSA priorities

The PSA identifies four priorities which most affect communities in Devon, Cornwall and the Isles of Scilly:

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

In addition, a greater understanding of more hidden issues that affect the most vulnerable in our communities is needed in order to safeguard against and respond to them effectively, increasing people's confidence in services and encourage more reporting. Two distinct additional risks – **understanding of hate crime and hidden harm** and **preventing violent extremism** are identified in light of this.

The CSPs have agreed a delivery route that will enable progress to be made and measured against those key crime and disorder issues, alongside an analytical strategy to develop a clearer picture of evolving risk.

1	Deliver progress against the four identified priorities through the formation of Peninsula Strategic Delivery Groups.	CSP Chairs / Strategy Champions
2	Develop Peninsula Delivery Plans to deliver the objectives within each of the four priority themes, reflecting these where appropriate in local partnership and agency delivery plans.	CSP Chairs / Strategy Champions
3	Tackle the underlying drivers that impact across the priority themes, ensuring effort is directed at young people, individuals and families with complex needs, problem drug and alcohol users, vulnerable victims and deprivation.	CSP Chairs
4	Develop processes that embed sharing of best practice between places experiencing similar issues across the Peninsula.	CSP Chairs with support from Peninsula Analysts
5	Measure, monitor, and improve performance against the Peninsula Delivery Plans through the use of effective measurements and targets.	Strategic Delivery Groups
6	Debrief the PSA process to date, identifying learning points for a) future joint analysis and b) commissioning of other joint products or activities across CSPs.	Analysts, Line Managers, CSP Chairs
7	Review the analytical capacity and capability across the Peninsula, in preparation for future demand for joint strategic analysis.	CSP Chairs
8	Synchronise Community Safety Partnership Strategic Assessments to ensure effective delivery of the Peninsula Strategic Assessment.	CSP Chairs
9	Carry out joint Peninsula-wide analysis to test specific hypotheses, drawing on data, experience and resources from within police and CSPs.	Peninsula Analysts to propose workplan to CSP Chairs

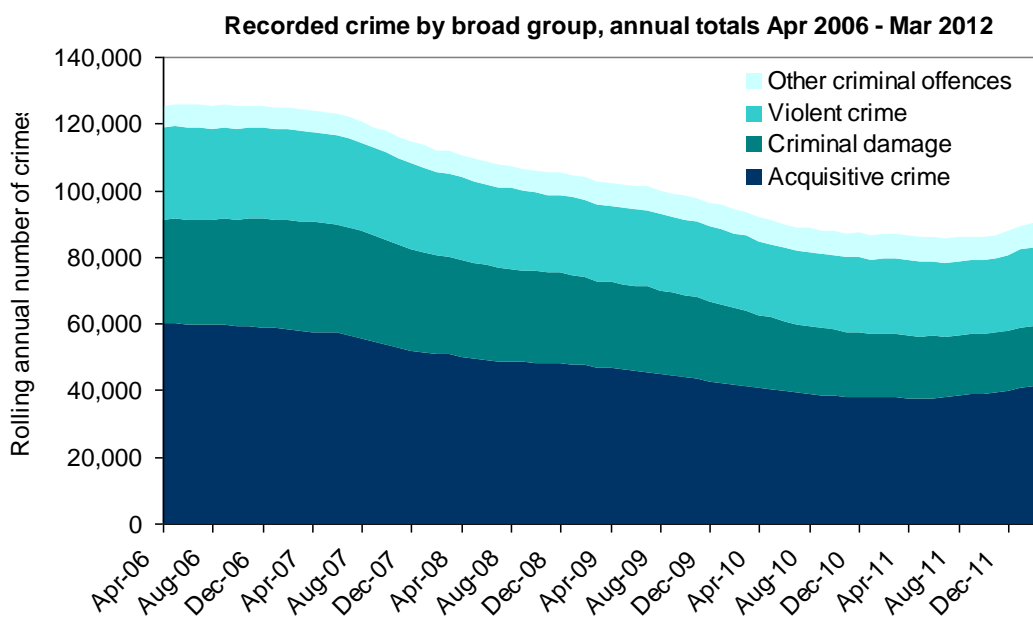
3: Analysis of patterns and trends

Crime and Anti-Social Behaviour

Long term trends

The long term picture of crime across the Peninsula **shows steadily reducing trends across most types of crime** since the National Crime Recording Standard³⁶ was introduced. Most aspects of the local picture generally reflect national trends, with some common patterns due to key changes in police recording of crime.

- All recorded crime has reduced by nearly a third since 2005/06, equating to on average 2,800 fewer recorded crimes per month compared with the monthly average seven years previously.



In the last 12 months

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
All crime	91,808	54.6	6%	↑	Below average	→

Having seen year on year reductions in crime across the Peninsula for many years, trends over the last 12 months have shown numbers climb steadily upwards across most types of crime.

- All recorded crime increased by 6%** compared with 2010/11. This is contrary to the relatively stable position (a reduction of 2%) indicated by the average for our most similar family (MSF) group³⁷ of partnerships nationally.
- Despite the increase over the last year, the rate of all recorded crime remains **significantly lower than the average** for our most similar family group.

³⁶ Introduced in April 2002, see [Notes on the Data](#) for more information

³⁷ Comparative data sourced from iQuanta, see [Notes on the Data](#) for more information

- Rates of all types of acquisitive crime and property crime are low compared with our most similar family, but **violence and sexual offences are comparatively high** (21% and 23% above average respectively).

Whilst it is a fact that continued incremental improvement inevitably becomes harder to achieve, there are a number of other potential contributory factors influencing the shift in crime trends.

- A significant proportion of the rise relates to acquisitive crime and although the general rise anticipated nationally as a result of the economic downturn has not been realised, local evidence suggests³⁸ indicates that **we are only now seeing some of the longer term impacts bite**, such as high unemployment (relative to the last ten years) and high levels of bankruptcy. It is reasonable to assume that **these factors may exert greater influence** on crime trends across the Peninsula especially **where the underlying rate of crime is low**.
- This may well continue with **an increase in the number of households in financial difficulty expected**, due to the combination of unemployment, higher bills and benefit reassessments, and increased budget pressures on services providing support to vulnerable families.
- Average rates of crime for similar Force areas³⁹ nationally have remained relatively stable, which points to a stronger influence of more local factors. **Local crime rates remain lower than average** but the gap has narrowed.

This year Devon and Cornwall Police have undergone a complete change in delivery structure, which has included a range of policy and procedural changes relating to the way that crime is reported, recorded and handled. At the same time other public sector agencies, such as Probation, Health and Local Authorities, are also seeing significant restructuring and change. Unpicking the combined impact of these changes from trends in actual incidence of crime is problematic for this time period.

Violent crime

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
Robbery	499	0.3	21%	↑	Below average	↓
Violence injury	11,192	6.7	9%	↑	High	→
Violence no injury	11,358	6.8	12%	↑	Above average	→

- Total violent crime, which includes homicide, all assaults, sexual offences and robbery, has dropped by 10% since 2005/06.
- The reduction predominantly relates to violence with injury – despite recent increasing trends, around 3,700 less people sustained physical injury as a result of violent crime in 2010/11 than in 2005/06. Having dropped year on year since 2005/06, the trend for violence with injury started to increase in summer 2010 and has seen a particularly sharp rise since October 2011.
- Violence without injury (common assault, harassment and other violence) has remained fairly stable when considered over the longer term however significant increases are also noted from October 2011.
- In both cases, this may be partly influenced by a range of changes to police recording of crime in the autumn (see **Notes on the Data** for more information).

³⁸ Understanding Cornwall presents key messages for Cornwall, drawing on a wide range of evidence, needs and strategic assessments - <http://www.cornwall.gov.uk/default.aspx?page=24160>

³⁹ Comparative data sourced from iQuanta, see **Notes on the Data** for more information

Violent crime is discussed in more detail under the priority area of **Alcohol, violence and the night time economy**.

Domestic abuse and sexual violence

Crime / incident type	Incidents 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF
Estimated prevalence (victims)*	55,800	61.0	No change	→	
All domestic abuse	25,515	14.8	2%	→	Above average
Domestic abuse crimes	7,613	4.2	8%	↑	
Domestic abuse non-crimes	17,902	10.6	0%	→	
Sexual offences					
Estimated prevalence (victims)*	12,800	14.0	No change	→	
Most serious sexual offences	1,486	0.9	10%	↑	High
Other sexual offences	413	0.2	19%	↑	Above average
Vulnerable victims					
Child abuse crimes	732	2.3	11%	↑	
Child abuse non-crimes	4,749	14.7	-20%	↓	
Vulnerable adults crimes	7,903	5.8	-8%	↓	
Vulnerable adults non-crimes	2,506	1.8	24%	↑	
Missing persons	8,981	5.3	-4%	→	

*British Crime Survey self-completion module on domestic abuse, sexual assault and stalking, age group 16 to 59

Note that incidents of abuse do not always result in a crime 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).

- Reported incidence of domestic abuse has seen a steady and fairly constant rise over the last 6 years, increasing by 30% overall since 2006/07 and reflecting the work by partners to raise awareness, drive up reporting and improve services to victims and their families.
- The trend in recorded sexual offences was fairly flat until the first quarter of 2010/11, when it began to rise. Nationally this has also been the case, driven by additional steps taken by police forces to increase reporting and locally improved access to specialist support to victims through Sexual Assault Referral Centres.

Domestic abuse and sexual violence are discussed in more detail under the priority area of **Domestic, family and sexual abuse**.

Acquisitive crime

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
Dwelling burglary	4,222	5.7	20%	↑	Below average	→
Non-dwelling burglary	5,665	3.4	12%	↑	Below average	→
Other theft and handling	15,055	9.0	8%	↑	Below average	→
Shoplifting	7,320	4.4	14%	↑	Below average	→
Vehicle crime*	6,790	4.0	1%	→	Below average	→

*includes thefts from and of vehicles

- Acquisitive crime has seen one of the greatest reductions over the longer term. Vehicle-related thefts have dropped by almost two thirds and burglary has reduced by a third.

This reflects national trends and is largely attributed to improvements in both vehicle and household security.

- Whilst there has not been a general rise in acquisitive crime nationally⁴⁰ negative trends in burglary, shoplifting and other thefts have developed over the last two years.

Acquisitive crime is discussed in more detail under the priority area of **Reoffending**.

Anti-Social Behaviour and criminal damage

Incident type	Incidents 2011/12	Rate per 1000	Annual change n	Annual change %	Trend
Rowdy/nuisance behaviour	49,930	29.7	-10,910	-18%	↓
Vehicle ASB	6,478	3.9	-4,630	-42%	↓
Malicious communications	2,994	1.8	-3,283	-52%	↓
Other types of ASB ¹	1,046	0.6	-29	-3%	→
Animal related problems	903	0.5	-1,473	-62%	↓
Begging/vagrancy	614	0.4	226	58%	↑
Street drinking	349	0.2	13	4%	→
Hoax calls to emergency services ²	45	0.0	-1,314	-97%	↓
Total ASB	62,721	37.3	-21,093	-25%	↓

¹includes fireworks, trespass, noise nuisance and prostitution

²Not categorised as ASB from 1 April 2011

- Recorded criminal damage offences have seen consistently falling numbers year on year since 2007/08. The improving trend plateaued and remained stable throughout 2011/12.
- The majority of Anti-Social Behaviour reports to the police relate to rowdy / nuisance behaviour. Commonly occurring issues relate to young people, nuisance neighbours and the evening and night time economy.
- The trend for rowdy / nuisance behaviour reports to the police has followed a swift improving path since April 2008, reducing by a total of 56,500 incidents (80%) over the four subsequent years. There was a further significant drop in 2011/12 with more than a third fewer incidents recorded in some months compared with the same month last year.

Anti-Social Behaviour is discussed in more detail under the priority area of **Anti-Social Behaviour**.

Drugs

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
Drug supply and dealing	848	0.5	-2%	→	Above average	↑
Possession of drugs	4,133	2.5	-6%	↓	Above average	→

Note that recorded drug crime statistics are heavily influenced by policing priorities, and may reflect changes in the policing of drug crime rather than real changes in its incidence.

- Recorded drug offences⁴¹ increased year on year between 2007/08 and 2010/11, rising by 26% over this period (predominantly cannabis possession and to a lesser extent cultivation of plants). National trends show a rise of around 40% in drug crime over the

⁴⁰ Crime in England and Wales, Quarterly First Release to December 2011 (ONS Statistical Bulletin, April 2012)

⁴¹ Grouped with 'other criminal offences' in the long term trends chart

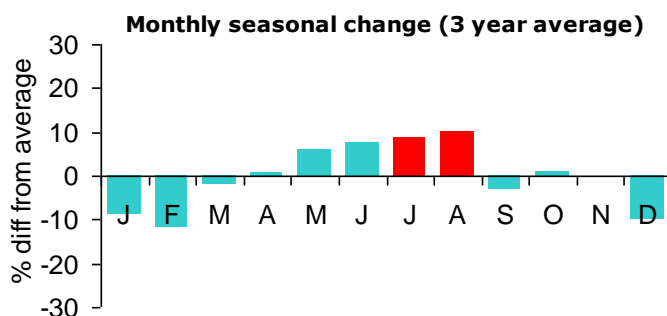
same period, citing changes in police powers with respect to cannabis possession as the main determinant.

- All types of drug-specific crime dropped in 2011/12 compared with the previous year.
- Approximately half of the offenders under probation supervision⁴² have a known drug problem that is linked to their offending. Their crimes of choice are generally acquisitive (such as burglary) to provide funds for their addiction and reoffending risk is therefore high.
- National models estimate that there are 8,500 opiate and / or crack users resident across the Peninsula, of which around half are engaged with community treatment services. As can be seen in the South West generally, the number engaged with treatment across the Peninsula has seen a slight decline over the last two years, although this trend is stronger in some areas than others.

Seasonality

Crime across the Peninsula is seasonal with an average of 8% more offences occurring during the summer months, and fewer offences in the winter.

- **July and August** are the peak months.
- **Thefts, vehicle crime, violence and Anti-Social Behaviour** show the strongest seasonal bias. Over the last 3 years criminal damage has also developed a more pronounced summer peak.
- This pattern is influenced by the **influx of tourists** into popular holiday spots, the **school holidays and lighter nights**, meaning that more people are out and about in their communities and for longer, both potential offenders and those who are affected by their behaviour.
- **Newquay sees the most extreme effect across the Peninsula** with average monthly crime levels in the Newquay network area rising by 41% between June and August. Other areas affected significantly, seeing crime levels rising by 20% or over during July and/or August, are **Teignbridge East, East Devon, South Hams, Penzance and St Ives**.
- Seasonal rises of this sort are predictable and thus can be planned for in terms of additional resources, but they place **significant pressure on local communities** and partner resources.



⁴² 53% of offenders under supervision by Probation. Analysis of offender criminogenic need (Dr. R. Mandeville-Norden, Devon and Cornwall Probation Trust, August 2011)

Focus on People

The Peninsula assessments collectively identify the following high risk groups:

- **Young people** - most affected by crime, both as victims and as offenders. They are perceived by some as causing the most problems in their communities, exacerbating community tensions and inhibiting effective engagement. Young people are especially vulnerable to the impacts of family dysfunction, such as domestic abuse, sexual assault and rape, drug and alcohol use, offending of parents or within the family environment.
- **Individual and families with complex needs** – the needs of individuals and families are frequently complex and cut across a range of service areas, emphasising the importance of effective multi-agency approaches to addressing crime, disorder and substance use. Programmes such as Troubled Families and Integrated Offender Management focus on those that cause the most harm.
- **Problem drug and alcohol users** – substance use is a consistent feature in persistent criminality and breakdown in families, cutting across all four of our priority areas.
- **Vulnerable victims** – the need to put more effective measures in place to identify those who are **most vulnerable in our communities** cuts across several priority areas. This extends to building knowledge and understanding of the **specific service needs of minority groups**. This includes specifically (but not exclusively) the black and minority ethnic community, the lesbian, gay, bisexual and transgender community, people with disabilities and with mental health problems.

Focus on Place

Places are prioritised for action in different ways across the Peninsula but there are some common themes.

- **Crime is strongly clustered in our largest urban centres** and this is influenced by a range of factors, including concentrations of shops, car parks and public spaces, the evening and night time economy and a regular influx of transient population (people coming in for work, education, leisure and tourism).
- There is a **significant gap between disadvantaged and less disadvantaged areas** with deprived areas experiencing much higher rates of crime and disorder. There is evidence to suggest that the **gap has widened** over the last 3 years.
- Local and national research also highlights **increased risk of dwelling fires and road traffic collisions**, both as drivers and pedestrians, and **significant health inequalities** such as higher levels of obesity, alcohol problems, physical inactivity, unhealthy diet, smoking and poor blood pressure control.
- Crime levels should be seen in the context that **deprived areas are located within our larger town centres**, however, and thus the level of risk is influenced by the usual factors associated with town centres.

The urban versus rural debate

- **Risks of crime and disorder in small towns and rural areas are substantially lower** across the board. Although every area across the Peninsula has a **dedicated neighbourhood police team**, the need for partnerships to focus limited resources on the highest risk areas means that urban centres may be prioritised over their more rural neighbours.
- The **impact of crime may be felt more strongly** in small close-knit communities, however, and their more isolated nature and **perceived lack of dedicated service provision** also means that residents may feel more vulnerable.
- Generally the main issues in small towns and rural communities are **similar to that elsewhere but on a smaller scale**, but others may be more common, such as metal and agricultural machinery thefts and fly-tipping. Some issues, such as **domestic abuse and drug and alcohol problems, may be more hidden** due to both the close-knit nature of communities and limited access to services.
- The Citizens Advice Bureau in Cornwall highlight **small holders and self-employed farmers** as particularly vulnerable to financial hardship in the current economic climate, compounded by poor access to services and local support networks.

Road safety – collisions and casualties

Road traffic casualties	Incidents 2011/12	Rate per 1000	Annual change	Trend	KSI casualties per 100M vehicle kms	
Killed	55	0.03	20%	↑	Rate per 1000	3.9
Seriously injured	541	0.3	-3%	→	Trend	↑
Slightly injured	5,482	3.3	-1%	→	Comparison MSF	Average
Total casualties	6,078	3.6	-1%	→	Trend MSF	↑

- Road traffic collisions are not one of the top priorities 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.
- Overall the total number of people injured in road traffic collisions remained stable compared with last year (a reduction of 1%) but there was a small rise in fatal casualties. Both Torbay and Cornwall report a rise in killed and seriously injured casualties.
- The rate of killed and seriously injured casualties is in line with the average for similar Force areas elsewhere in the country.
- Speeding is consistently one of the primary concerns raised through Have Your Say consultations with residents across the Peninsula. Although a rare occurrence, fatal collisions can have a significant impact on local communities, particularly where there are multiple or young casualties, and usually receive considerable media attention, which adds to the perceived threat.

Fire

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
Arson	812	0.483	19%	↑	Above average	→

- Strategic assessments focus on the criminal element of fire risk, namely fires started deliberately. Arson is a comparatively low volume crime and is not a key priority for community safety partnerships across the Peninsula. There has been a **significant increase**, however, in the number of arsons compared with last year and **the rate of arson is above average** for our most similar family group.
- A rise in arson may be linked with the impact of the economic downturn. **Empty buildings present increased opportunities** for arson and more businesses falling into financial difficulty potentially creates an added risk.
- Some fires, particularly major hotel fires (such as Penhallow in Cornwall, Palm Court in Torbay and Tantons in Bideford), are **extremely costly and resource intensive** for services to deal with, both in dealing with the actual incident and follow investigations which may be lengthy and complex.
- Joint research with the Fire and Rescue Service in Cornwall found that there is **strong correlation between incidence of secondary arsons** (for example, bin fires) and **Anti-Social Behaviour**, indicating that there may be benefit in a joint approach to tackling these issues.

4: Calculating the costs of crime

- Across the Peninsula the cost of recorded crime is estimated at £298 million in 2011/12. Factoring in under-reporting, the **real cost could be nearer £882 million**. Just over half of the total cost estimate relates to the physical and emotional impact on direct victims (51%).
- **Rape and serious sexual assaults have by far the greatest associated costs**, making up a third of the total cost estimate but accounting for only 2% of all recorded crime, with the majority of the cost relating to the physical and emotional impact on victims.
- **Violence against the person** (including murder), accounting for 29% of the total crimes in the model, **makes up another third** of the total cost estimate.
- At the other end of the scale, thefts and shoplifting account for almost a quarter of all recorded crime but only 5% of the estimated total cost. Serious acquisitive crime accounted for a further 11% of the total cost (£95.8 million), with around half relating to dwelling burglary.
- The Home Office cost model also provides a breakdown by real cost to services (including estimates of unreported crime), such as the **criminal justice system (£152 million, 17%) and health (£45 million, 5%)** – and costs to the community such as defensive expenditure (prevention mechanisms such as security devices, £30 million, 3%) and insurance administration (£12 million, 1%).

The concept of cost drivers comes from the field of Business Accounting and is any activity that causes a cost to be incurred. This can be a difficult concept to apply to crime and disorder as this relies on identifying what causes crime and disorder, which is a complex and contentious issue.

- It has been possible to calculate cost driver estimates across a number of areas - family, alcohol and the night time economy, drugs, deprivation, reoffending and vehicles (see Appendix 3a Cost Drivers). This highlights that **family problems are the most significant cost driver** across the Peninsula, with associated costs coming in at estimated £431.7 million in 2011/12.

The model of cost drivers is in the process of being developed and we have some data and methodological gaps. We have provided some indicative costs for areas where we have data in the next table. The cost estimates are drawn from a wide variety of sources, including the Home Office, and based on the latest relevant published estimates (up-rated for inflation where appropriate). They are provided to give a general indication only of comparative costs.

Cost driver	Associated costs £ (estimates)
<p>Family Family dysfunction is a major cost driver for crime and disorder and may contribute to a range of issues, including domestic abuse, problem drug and alcohol use, youth offending and Anti-Social Behaviour, missing persons and child protection. The greatest costs are likely to be for police, health and children’s services. Family and relationships is a prominent issue in the risk of reoffending by adult and youth offenders.</p> <p>Includes domestic abuse and sexual violence, missing persons, youth offending and youth-related Anti-Social Behaviour</p>	<p>Cornwall £121.0m Isles of Scilly £0.5m Devon £164.1m Plymouth £93.0m Torbay £53.1m Total £431.7m</p>
<p>Alcohol There is a recognised link between alcohol and crime, and alcohol is particularly associated with violence, criminal damage, Anti-Social Behaviour, fire risk and road traffic collisions. It is the most common factor in increasing risk of reoffending in adult offenders and amongst the most common for young offenders. Alcohol is a significant cost driver for all agencies.</p> <p>The night time economy The night time economy is a prominent driver of problematic use of alcohol (such as binge drinking), violent crime and associated Anti-Social Behaviour, criminal damage and littering. The night time economy also has both direct and indirect impacts on the way in which people use city and town centres, affecting local businesses, residents, tourists and those who come into town centres for business or leisure.</p> <p>Includes violence and Anti-Social Behaviour estimated to be linked to the night time economy, criminal damage and costs to services of problem alcohol users</p>	<p>Cornwall £116.9m Isles of Scilly £0.2m Devon £139.4m Plymouth £81.0m Torbay £28.5m Total £366.1m</p>
<p>Drugs There is an evidenced link between drugs and crime and Anti-Social Behaviour. Problem drug use is most commonly linked to acquisitive crime and is a significant cost driver for health services and police. Drugs are a frequent factor in increasing the risk of reoffending, particularly for prolific offenders.</p> <p>Includes drug offences and costs to health and criminal justice services of problem drug users</p>	<p>Cornwall £78.5m Isles of Scilly* £0.0m Devon £83.0m Plymouth £75.0m Torbay £31.0m Total £267.4m</p> <p>* less than £5k</p>

Cost driver	Associated costs £ (estimates)
<p>Deprivation Some theories suggest that relative deprivation is a cause of crime. Overall 11% of the population of the Peninsula, 179,000 people, live in 'deprived' communities according to the national measure of deprivation. These areas typically experience significantly higher levels of crime and Anti-Social Behaviour, although it should also be noted that the areas of highest deprivation are located in town centres where there are other cost drivers present, such as the night time economy.</p> <p>Includes all crime in deprived areas that is over and above the average level of incidence predicted by rate per 1000 population</p>	<p>Cornwall £39.0m Isles of Scilly £0 Devon £47.5m Plymouth £23.2m Torbay £12.8m Total £122.4m</p>
<p>Reoffending Reoffending is linked to a range of cost drivers including mental health, housing, family and problem drug and alcohol use.</p> <p>Estimates are based on Ministry of Justice reoffending data.</p>	<p>Cornwall £61.9m Isles of Scilly £0.1m Devon £97.5m Plymouth £59.2m Torbay £12.1m Total £230.8m</p>
<p>Tourism Undoubtedly the tourism industry has a significant impact on crime and disorder in the Peninsula. Many thousands of tourists holiday here every year, bringing many benefits but also placing increased pressure on local services and infrastructure, and providing more opportunities for crime to be committed and more potential victims and criminals.</p> <p>Includes all crime in the summer months that is over and above the monthly average</p>	<p>Cornwall £4.3m Isles of Scilly £0.03m <i>Devon not costed</i> <i>Plymouth not costed</i> Torbay £1.9m Total £unknown</p>
<p>Vehicles Road traffic collisions present the same high costs associated with loss or serious impact on life as serious violent crime. Speeding and anti-social driving is a factor in Anti-Social Behaviour and road traffic collisions. Insecure or poorly protected vehicles can also be targeted for vehicle crime and this is particularly a problem with older cars, such as those owned by young households and students. Car ownership tends to be higher than average in rural areas where conventional public transport is not a viable option and a car is an expensive necessity rather than a luxury.</p> <p>Includes vehicle crime, vehicle-related Anti-Social Behaviour and road traffic collisions</p>	<p>Cornwall £92.0m Isles of Scilly £0.01m Devon £114.4 Plymouth £40.5m Torbay £14.6m Total £261.5m</p>

There are other significant cost drivers for which we are unable at present to calculate associated costs.

Mental health

Mental health is a contributory factor in increasing the risk of reoffending for both adult and young offenders, with those at highest risk of reoffending more likely to have problems with their mental health. Mental health issues also contribute to vulnerability in terms of victimisation by crime and Anti-Social Behaviour. Some degree of mental health issue can also be an underlying factor in drug and alcohol problems and in problems within families.

Housing

The availability and affordability of housing stock in the Peninsula is a key factor in the successful rehabilitation of offenders and problematic substance users and also in providing safe housing for vulnerable individuals and families, both at times of crisis and when the person is ready to move on. Pressures on the housing market combined with the current economic climate places an increasing number of people at risk of homelessness. Lack of affordable housing particularly for young households puts pressure on families and extended families to cohabit, adding to tensions that may already exist. The number of Houses in Multiple Occupation (HMOs) is anticipated to increase in the wake of welfare reform, presenting increased crime and fire risks.

The local economy

Lack of employment opportunities and below average wages could be factors in acquisitive crime, substance use and mental health issues, Anti-Social Behaviour (neighbour disputes, drug and alcohol problems), poverty (including child poverty and fuel poverty) and both social and family breakdown.

5: Notes on the data

Interpretation of data

This report covers the 12 month period from 1 April 2011 to 31 March 2012. It builds on analysis undertaken in previous years and provides interpretation of patterns and trends both over the last 12 months and over the longer term. A minimum of five years' data has been used to analyse long term trends.

Trend charts show the moving annual average which strips out seasonal differences and shows whether the underlying trend is one of improvement or deterioration.

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 although we continued to see some local fluctuations for another 12 months and for this reason analysis of long term trends does not extend further back than 2004/05.

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 this may have had an effect on recorded levels of violence.

Seasonality

In this document references to the summer period mean the months of June, July and August when crime is usually at its peak, particularly in holiday towns such as Newquay, Torquay, Teignbridge and St Ives.

Some fluctuation in crime levels will occur even in non-seasonal areas but in others the change is substantial and predictable and resources can be positioned to manage the anticipated extra demand.

Comparing performance

To make a meaningful assessment of crime levels across the Peninsula, it is useful to have a comparative measure and for the purposes of this assessment we have made geographical (both local and national) comparisons and comparisons over time:

- Current levels of crime compared with last year (2010/11) and over the longer term (three years of more).

- Local comparisons of crime rate per 1000 population for community safety partnership / local authority areas and police-defined neighbourhood areas
- National comparisons of crime rate per 1000 population / households using the Home Office 'iQuanta' family groupings, which enable us to put crime in Devon and Cornwall into a wider geographical context.

iQuanta is a web-based tool for policing performance information and analysis, developed by the Police Standards Unit and the Home Office. Forces provide data monthly. One of the key functions of iQuanta is that it allows Police forces and Community Safety Partnership areas to compare their crime performance with other areas with similar characteristics, by grouping them into 'families'.

Consultation with communities

Information about residents' concerns is drawn from responses to **Have Your Say** consultations. Have Your Say (previously known as Partners and Communities Together or PACT) gives residents an opportunity to tell local services what matters in their local area and to get involved in finding solutions to specific problems. Local Have Your Say teams include representation from a range of agencies, including the police, local Council staff, Fire and Rescue and residents' associations.

- 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.
- Responses are currently collated by police neighbourhood, of which there are 217 across the Peninsula, including a number of "virtual" neighbourhoods for LGBT, BME and Traveller communities.

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. In 2005 addressing data was missing in 16.5% of cases. It is reported this has subsequently improved.

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](#).

Assessing threat and risk

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. Locally, matrix-type approaches were already in use at Force level and in Cornwall and Torbay CSPs.

To support a more cohesive approach to understanding and addressing community safety issues across the Peninsula, the Peninsula Analysts' Group developed a single Strategic Threat and Risk Assessment (STRA) matrix, to be used at both a local and Peninsula level to identify priorities.

The model includes extent, impact, trend, organisational harm, impact on vulnerable groups, financial impact and cost drivers, national / regional benchmarking and public concerns. Each element is given a score and the total score, which will fall between a minimum of 8 and a maximum of 46, determines the overall level of threat and risk (as shown in the table below).

Score	Threat & risk level	Action required
27 to 46	High	Immediate action required / risk avoidance / risk reduction / risk retention
21 to 26	Medium	Review previous controls / incorporate into current plan / risk reduction / risk retention
8 to 20	Low	Limited action / incorporate into long term plan / risk retention

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

The next tables show the risk rating (as red / amber / green) for each element and the total score for crime and incident types categorised **within each priority area**. A further breakdown of the criteria for component scores is available on request.

Domestic and family abuse and sexual violence

Overall risk rating: **High**

Crime, Disorder or Incident Type	Incidence 2011/12	Rate per 1000 population	Annual change	VULNERABILITY	FINANCIAL IMPACT	COST DRIVER	PUBLIC CONFIDENCE	COMMUNITY PRIORITY	NATIONAL COMPARISON	THREAT & RISK SCORE
Domestic abuse (crimes + incidents)	25,515	79.1	2.4%	Red	Red	Red	Red	Green	Red	29
Child abuse (crimes + incidents)	5,481	35.9	-16.9%	Red	Red	Red	Red	Green	Red	28
Missing persons	8,981	5.3	-3.7%	Red	Red	Red	Red	Green	Red	26
Vulnerable adult (crimes + incidents)	10,409	6.2	-2.2%	Red	Red	Red	Red	Green	Red	24
Rape/serious sexual assault	1,415	0.8	10.1%	Red	Red	Red	Red	Green	Red	23

Alcohol, Violence & the Night time Economy

Overall risk rating: **High**

Crime, Disorder or Incident Type	Incidence 2011/12	Rate per 1000 population	Annual change	VULNERABILITY	FINANCIAL IMPACT	COST DRIVER	PUBLIC CONFIDENCE	COMMUNITY PRIORITY	NATIONAL COMPARISON	THREAT & RISK SCORE
Estimated higher risk drinkers	83,120	77.6	n/a							31
Alcohol-related violence	9,241	5.5	-5.6%							22
Violence against the person - Injury	10,585	6.3	9.3%							22
Night Time Economy (NTE) violence	2,912	2.1	81.5%							21
Violence against the person - Non Injury	6,303	3.8	15.4%							18

Overall risk rating: **Moderate to high**

Anti-Social Behaviour

Crime, Disorder or Incident Type	Incidence 2011/12	Rate per 1000 population	Annual change	VULNERABILITY	FINANCIAL IMPACT	COST DRIVER	PUBLIC CONFIDENCE	COMMUNITY PRIORITY	NATIONAL COMPARISON	THREAT & RISK SCORE
Rowdy/nuisance behaviour	49,930	29.7	-17.9%							30
Vehicle-related nuisance	6,478	3.9	-41.7%							17
Begging / vagrancy	614	0.4	58.2%							15
Street drinking	349	0.2	3.9%							15
Malicious/nuisance communications	2,994	1.8	-52.3%							12
Animal-related problems	903	0.5	-62.0%							11
Other types of ASB*	1,046	0.6	-2.7%							11
Parking	891	0.5	-30.5%							11

* includes fireworks, noise nuisance, prostitution, littering / drug paraphernalia, prostitution and trespass

Reducing reoffending

Overall risk rating: **Moderate to high**

Crime, Disorder or Incident Type	Incidence 2011/12	Rate per 1000 population	Annual change	VULNERABILITY	FINANCIAL IMPACT	COST DRIVER	PUBLIC CONFIDENCE	COMMUNITY PRIORITY	NATIONAL COMPARISON	THREAT & RISK SCORE
Adult offenders	14,425	10.6	-10.1%							28
Young offenders	1,944	12.7	-23.6%							27
Serious acquisitive crime	11511	6.9	9%							19
Prolific and Priority Offenders	224	0.2	0.0%							17

Data issues and knowledge gaps

In order to prepare a joint Peninsula strategic assessment, analysts representing each of the CSPs and the police worked together to develop a common approach to identifying priorities and analysing patterns and trends. This process immediately highlighted significant differences in the both the type and content of data sets provided by police and partners to the CSPs, as well as a range of other data issues and knowledge gaps.

The analysts' group will be working together to address and resolve these as far as possible over the next 12 months and to progress some areas of joint research.

Particular areas identified include:

- A universal police data set has been agreed but there remain issues to resolve around the accuracy and completeness of geographical referencing, identifying common units of geography that can be overlaid with non-police data and determining common characteristics of place
- Universal data sets from other partners
- Further development of the Cost Driver model and methodology
- Consistency of collecting, collating and sharing Have Your Say data

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Dartmoor
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Partnership**



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**East & Mid Devon Community
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