

# DEVON CORNWALL ISLES OF SCILLY

Community **Safety** Partnerships

Peninsula Strategic Assessment  
Annual Update 2014/15

## Acknowledgements

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Youth Offending Teams and Services  
Central and local TurnAround IOM teams  
Anti-Social Behaviour teams  
Children and Family Services  
Adult Care, Support and Wellbeing Services  
NHS Kernow and NHS Devon, Plymouth and Torbay  
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## Further reading and contacts

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

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

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

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# Section 1: CORE MESSAGES

## Introduction and summary

## Introduction

### What are community safety partnerships?

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

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

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

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

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

### The role of the Police and Crime Commissioner

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

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

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

## Working together for a safer future

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

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

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

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

Additional risks:

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

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

## An evidence base for all

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

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

### Finding your way around

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

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

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

**Section 4 Joint Projects** describes our understanding of the impact of welfare reform, mental health and modern slavery.

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

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

## Summary

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

The principal environmental threats relate to the **current economic climate**. This includes **pressures on services** due to **continued budget cuts** (including the potential withdrawal of services which help mitigate the impact of our priority threats) and extensive restructuring across the public sector. Against this backdrop of cuts, **complex vulnerability** is increasing and we are seeing more pressures on families and communities due to **increasing poverty<sup>2</sup>**, **limited employment** and the **impacts of austerity measures** including welfare reform.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **Domestic, family and sexual abuse**

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

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

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

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

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

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

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

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

### **Alcohol, Violence and the Night Time Economy**

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

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

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

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

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

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

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

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

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

### **Anti-Social Behaviour**

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

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

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

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

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

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

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

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

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

### Reoffending

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

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

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

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

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

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

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

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

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

## **Section 2: SETTING THE SCENE**

**The delivery landscape and an overview of community safety.**

## The national landscape

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

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

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

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

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

## Local context

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

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

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

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

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

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

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

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

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

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

<sup>5</sup> Not White English/Welsh/Scottish/Northern Irish/British

## QUICK FACTS – ALL RECORDED CRIME

Current figures refer to the 12 month period ending 31 March 2014			
Levels of crime	85,208 crimes / 50.3 crimes per 1,000 resident population		
National comparison	4.4% higher than the average for our ' <a href="#">most similar family</a> ' of forces (48.2) Lower than the national average (62 crimes (excluding fraud) per 1,000 population, ONS)		
Annual change	Increased by 1,133 crimes / 1.3% compared with 2012/13		
General trend			
Seasonality	<p>Clear seasonal bias with more offences in the summer months and fewer in winter</p>		
Breakdown of incident types	<p>*includes violence against the person, sexual offences and robbery</p>		
Crime rates by CSP area	<p>Highest: Torbay: 9810 crimes / 74.6 per 1,000 population Lowest: IoS: 82 crimes / 36.3 per 1,000 population</p>		
People and place	<table border="0"> <tr> <td style="vertical-align: top;"> <p><b>People</b></p> <ul style="list-style-type: none"> <li>• Young people</li> <li>• Individuals and families with complex needs, including substance misuse and mental health</li> <li>• Vulnerable victims</li> </ul> </td> <td style="vertical-align: top;"> <p><b>Place</b></p> <ul style="list-style-type: none"> <li>• Urban centres</li> <li>• Deprived areas</li> <li>• Hidden risks in rural areas</li> </ul> </td> </tr> </table>	<p><b>People</b></p> <ul style="list-style-type: none"> <li>• Young people</li> <li>• Individuals and families with complex needs, including substance misuse and mental health</li> <li>• Vulnerable victims</li> </ul>	<p><b>Place</b></p> <ul style="list-style-type: none"> <li>• Urban centres</li> <li>• Deprived areas</li> <li>• Hidden risks in rural areas</li> </ul>
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## Community Safety Overview

### Is there more or less crime?

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

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

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

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

## Crime and Anti-Social Behaviour

### All recorded crime

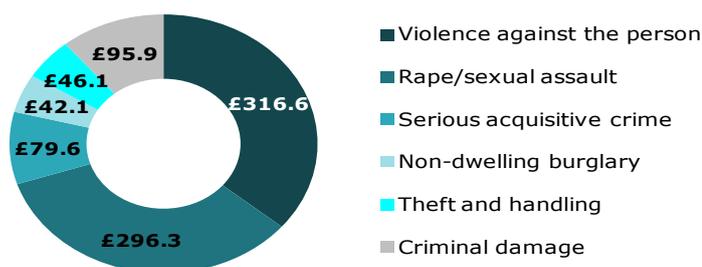
- Following a reduction in crime of 7% in 2012/13, **all recorded crime increased by just over 1%** (1,133 crimes) in 2013/14;

<sup>6</sup> [www.hmic.gov.uk](http://www.hmic.gov.uk)

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

### Measuring the costs of crime – 2013 analysis

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



<sup>7</sup> Dwelling Burglary, Robbery and Vehicle Related Thefts

## Comparing levels of crime

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

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

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

## Victim-based crime

### Violent Crime and Sexual Offences

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

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

## Acquisitive Crime

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

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

## Criminal Damage, Arson and Deliberate Fires

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

- **One in six offences reported to the police** involves Criminal Damage but the number of Criminal Damage offences has dropped fairly consistently year on year since 2008;
- Arson is a **low volume crime** and as such trends are variable. Cornwall and Torbay have both seen declines in volume over the last 12 months compared with 2012/13 whereas Devon and Plymouth have seen increases. Overall there has been a 3% increase placing us above average compared to our MSF;
- **Not all deliberate fires can be classified as Arson.** Cornwall notes that arsons reported to the police account for just under half of the fires recorded as deliberate that are attended by the Fire and Rescue Service. More in-depth analysis<sup>8</sup> for Devon, Plymouth and Torbay in 2013 identified only 18% matched incidents across both fire and police datasets, and nearly 60% of deliberate fires were reflected in Police data as Anti-Social Behaviour Incidents.

## Non-victim based crime

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

<sup>8</sup> Debbie Unwin (2013) Deliberate Fires within Devon – the Strategic Overview September 2013

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

### Public order

Public Order is a grouping introduced by ONS in April 2013<sup>9</sup>. Although all Public Order Offences are categorised as non-victim based crime, the greatest component of this group is causing **public fear, alarm or distress** (including **racially/religiously motivated offences**) and are often recorded as **directed at a particular victim**. This group also includes such crimes as **affray and breach of an Anti-Social Behaviour Order**.

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

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

### Drug Offences

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

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

### Other crime

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

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

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

## Fraud<sup>10</sup>

- During the reporting period, Action Fraud received between **400 and 600 reports of Fraud every month** from across the Peninsula;
- In the first three months of 2014, the **total reported loss** to people in our communities **each month was between £2,500,000 and £3,000,000<sup>11</sup>**;
- The **average age of victims** for the most common fraud types was **between 50 and 62 years old**. Whilst some were corporate victims, many were individuals or couples who have lost substantial amounts. Since this data was published, a **series has targeted 70-90 year olds** across the Peninsula, with more than £680,000 stolen by **fraudsters** engaging with their victims via phone;
- **Cheque, plastic card and online banking fraud** was the most common type of fraud, closely followed by **online shopping/online auction frauds** involving counterfeit goods, or goods/services not received. The average age of victims for these fraud types in the Peninsula were older than the national average (50 years locally compared to 42 years across the UK);
- An increasingly common type of fraud involves requesting an advance or upfront payment, with scams including **online dating or romance fraud** (which can be linked to **sexortion<sup>12</sup> and blackmail**), frauds involving the transfer of **money overseas**, and **lottery scams**. The average age of victims of this in the Peninsula was **59 years**;
- **Initial contact** between offenders and victims is often **remote, via phone, text message or online**;
- Delivering **fraud prevention advice** to those vulnerable could also support **reductions in other risky behaviour**, particularly online activity.

## Anti-Social Behaviour<sup>13</sup>

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

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

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

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

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

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

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

### Road Traffic Collisions

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

#### Emerging risk – people killed and injured on the roads

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

## Community Safety Overview: People and Place

### People

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

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

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

**Understanding vulnerability** means considering:

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

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

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

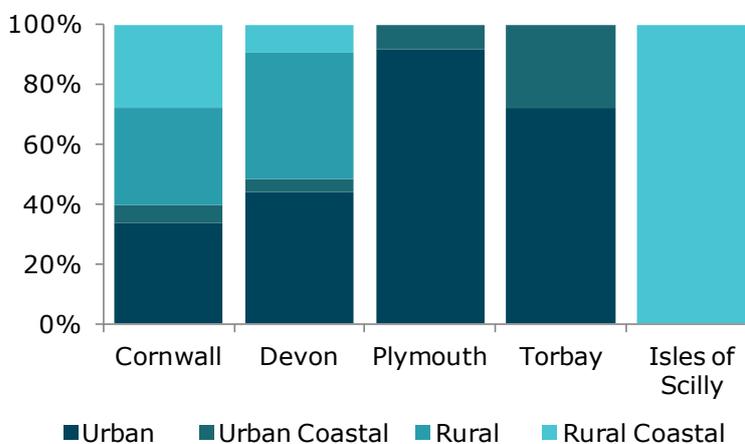
### Place – understanding Urban, Rural and Coastal communities

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

To further develop our understanding of “place”, areas across the Peninsula were categorised as urban, rural or coastal<sup>14</sup> and a [Strategic Threat and Risk Assessment](#) matrix approach for each area type was used to examine the commonalities and differences between them.

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

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



### Rural Communities

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

- **Domestic Abuse remains by far the most significant crime affecting communities in rural places**, but seven fewer incidents/crimes per 1,000 population are reported compared to rates for the Peninsula as a whole. This reporting gap is decreasing slightly, but turning to the police for support appears more problematic for people who live in rural communities. There are potential risks linked to this: 44% of domestic homicides in the last three years have taken place in rural areas with low reporting rates of wider domestic abuse<sup>15</sup>;
- **Reported rates for Child Abuse are also lower** than the Peninsula average, with six fewer offences reported per 1,000 population;
- Some work focused on small rural geographies identified a greater volume of incidents related to **driving whilst intoxicated** than expected. Understanding how **alcohol influences rural crime** is important in designing preventative strategies in places without geographically apparent night time economies;
- **Fuel Theft** and **Farm Equipment Theft** in rural communities decreased again, reducing by 6.2% compared with the previous year.

### Urban Communities

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

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

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

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

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

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

### Coastal Communities

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

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

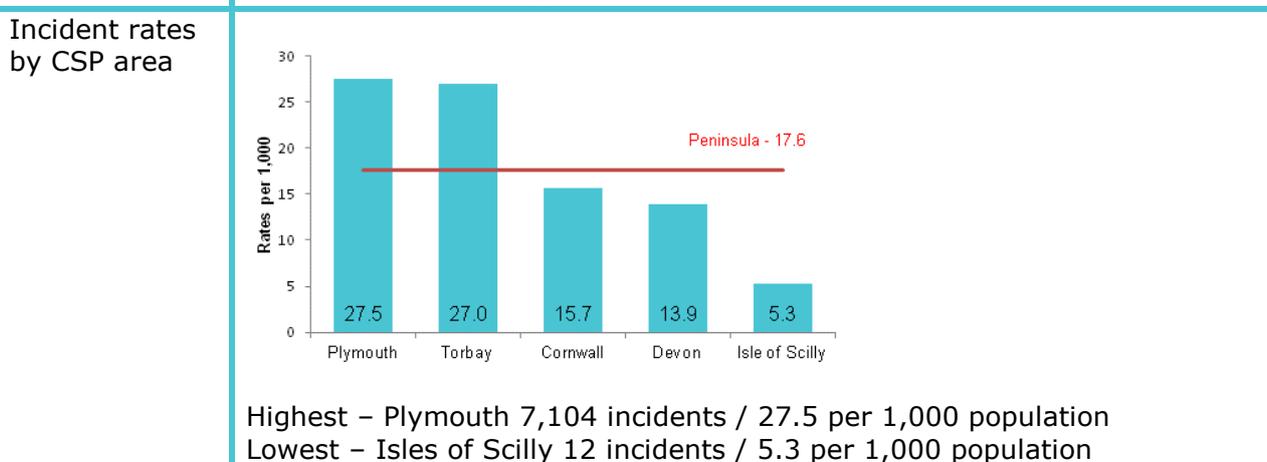
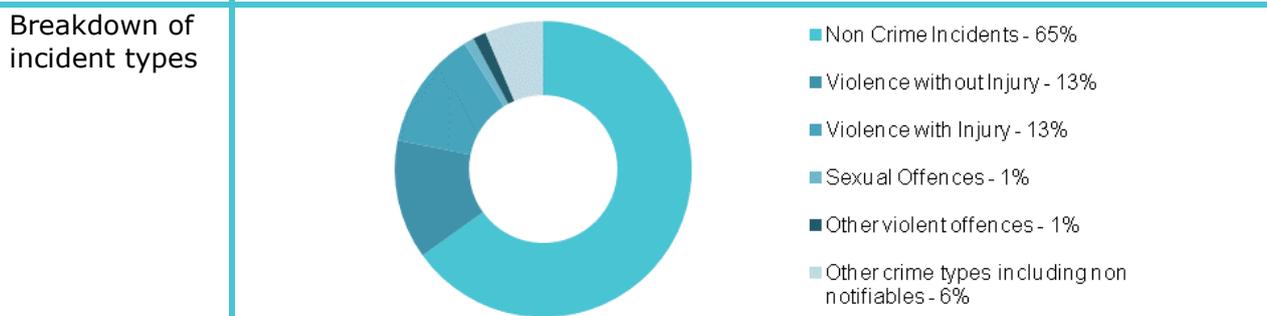
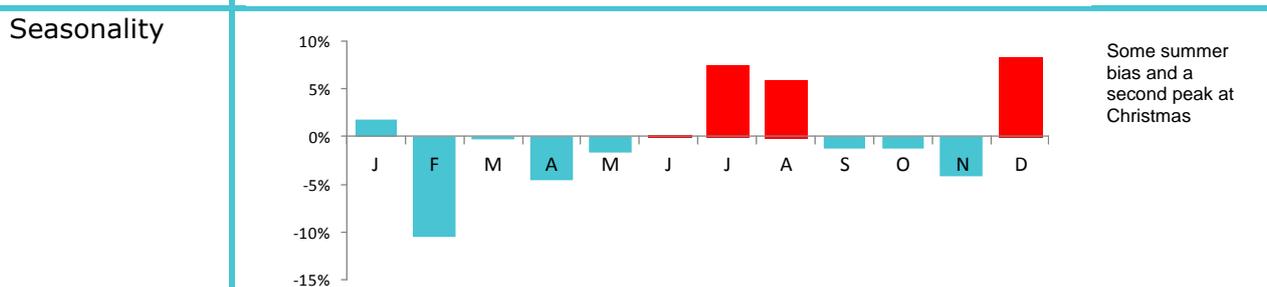
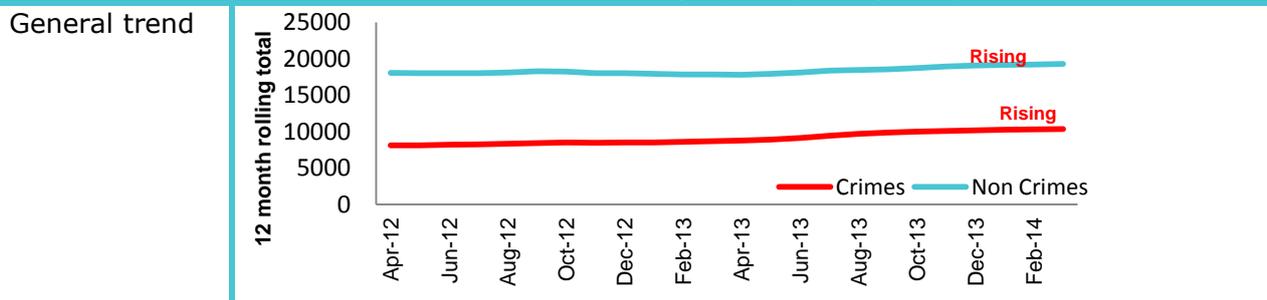
## Section 3: OUR PRIORITIES – WHERE ARE WE NOW?

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

## QUICK FACTS – DOMESTIC ABUSE

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

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

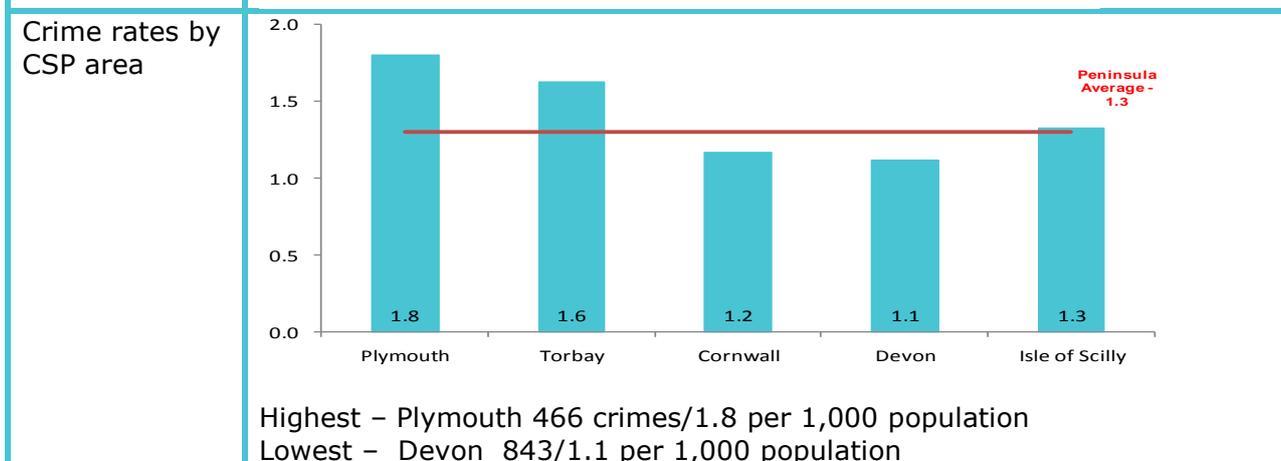
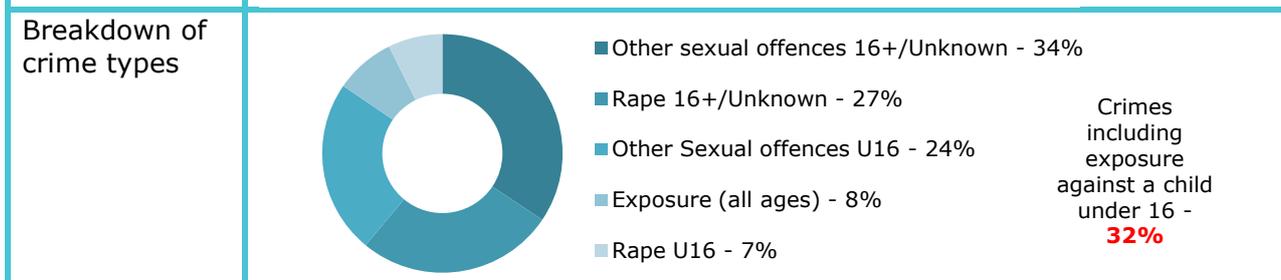
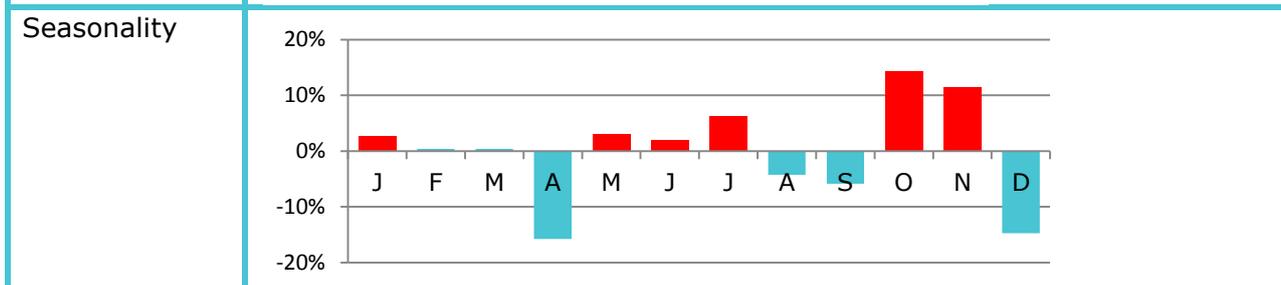
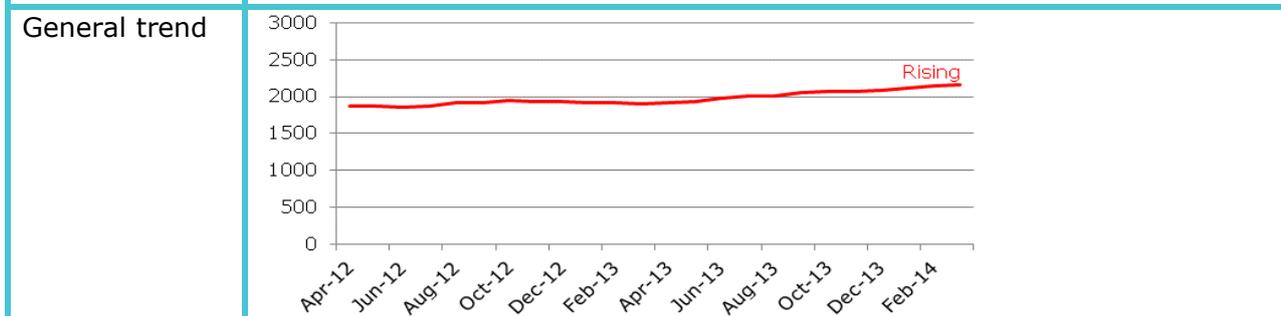


People and places	<b>People</b>	<b>Places</b>
	<ul style="list-style-type: none"> <li>• Women (particularly young women) and children</li> <li>• 1 in 5 victims are male</li> <li>• Significant under-reporting</li> <li>• Vulnerable adults</li> </ul>	<ul style="list-style-type: none"> <li>• Urban centres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

## QUICK FACTS – SEXUAL VIOLENCE

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

Levels of crime	2,177 incidents/1.3 incidents per 1,000 population
National comparison	18.6% higher than the average for our “most similar family” of forces (1.1) Nationally, 1.1 crimes per 1,000 resident population, ONS
Annual change	Increased by 250 crimes/13% compared to 2012/2013



People and places	<b>People</b>	<b>Places</b>
	<ul style="list-style-type: none"> <li>• Women (particularly young women) and children</li> <li>• Significant under-reporting</li> <li>• Most perpetrators are known to their victims.</li> </ul>	<ul style="list-style-type: none"> <li>• Urban centres</li> <li>• Homes and private venues</li> </ul>

## Domestic, Family and Sexual Abuse

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

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

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

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

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

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

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

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

Nationally<sup>16</sup> it is estimated that reported incidence **represents around 39% of actual domestic abuse**; indicative that **75,800 incidents** occurred within the Peninsula during 2013/14. National estimates suggest that 7% of women and 5% of men will have experienced Domestic Abuse in the last 12 months. This translates to over **54,000 victims** across the Peninsula.

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

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<sup>16</sup> [www.ons.gov.uk](http://www.ons.gov.uk)

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

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

The Crime Survey for England and Wales found that 0.4% of men and 2.5% of women aged 16 to 59 had been a victim of a sexual assault in the previous 12 months<sup>17</sup>. This equates to around **12,750 adult victims of sexual assault annually across the Peninsula**, of which 13.5% of victims are men.

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

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

## Where are we now?

### Trends: Domestic Abuse

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

<sup>17</sup> [www.gov.uk/sexual-offending-overview-jan-2013](http://www.gov.uk/sexual-offending-overview-jan-2013)

- There was also an increase of 34% compared with last year in **Sexual Offences** including Rape taking place in domestic relationships; this is described in more detail in the Sexual Violence section below;
- **Some technical factors** will have contributed to the rising trend of domestic offences, with the definition of domestic abuse widened to include 16 and 17 year olds and the inclusion of coercive behaviour. There was also a change to Association of Chief Police Officers (ACPO) Domestic Abuse Harassment and Stalking Risk Assessment Model (DASH) Risk Assessment Policy with the recording of disclosed historical offences;
- Under-reporting remains a critical limiting factor to our understanding of the true prevalence of these crimes. It is **not possible to say definitively whether reporting has increased** or whether **there is a real rise in domestic abuse being experienced** in our communities;
- In Cornwall and in Devon the partnerships are reviewing a number of **suicides** which are linked to domestic abuse;
- Both Cornwall and Torbay have identified an increase in the proportion of **domestic abuse first time reports**, whilst in Plymouth there was an increase in the **overall proportion of repeat victims**;
- **Specialist Domestic Abuse Services** across the Peninsula report a **significant increase in the number of referrals** when compared with previous years;
- Around one-fifth of the rise in domestic abuse related crimes relates to **historic offences**, those that occurred a year or more prior to being reported. Across the Peninsula, the majority (93%) of the historical offences being reported are Violent or Sexual Offences. Only 4% of the rise in non-crime incidents is due to historic offences;
- **Reporting rates amongst minority groups remain lower** than the demographic profile would suggest;
- **Reporting rates remain lower in rural places.** This reporting gap is decreasing slightly, but turning to the police for support appears more problematic for people who live in rural communities. There are potential risks linked to this: 44% of domestic homicides in the last three years have taken place in rural areas with low reporting rates of wider domestic abuse<sup>18</sup>.
- **Inter-familial violence** where **either or both offender and victim are under the age of 16** is not categorised as domestic abuse, but "other violence".<sup>19</sup> Analysis of this issue is described within [Alcohol, Violence and the Night Time Economy](#)
- Incidents of **Honour Based Violence (HBV)** and **Female Genital Mutilation (FGM)** are very rare but there have been a small number of cases across the Peninsula over the last 12 months in which HBV or FGM were raised as potential risks. This indicates that agencies are becoming more aware of these as potential issues and are looking out for the warning signs.

### Trends: Sexual Violence

- Sexual violence reported to the police has **increased across the Peninsula**, and remains **higher than the average** for similar areas elsewhere in the country;
- Nationally, estimated prevalence of sexual assault<sup>20</sup> has seen a general downward trend in recent years. In contrast, sexual offences recorded by police

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

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

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

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

### Historic Sexual Offences<sup>21</sup>

There is evidence of an **increase in historical reports** (particularly offences that occurred a year or more in the past), which may reflect high profile sexual abuse investigations<sup>22</sup>, but this is a complex area in which to draw inference. It is difficult to establish to what extent increased reporting may reflect more confidence in or awareness of local sexual violence services.

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

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

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

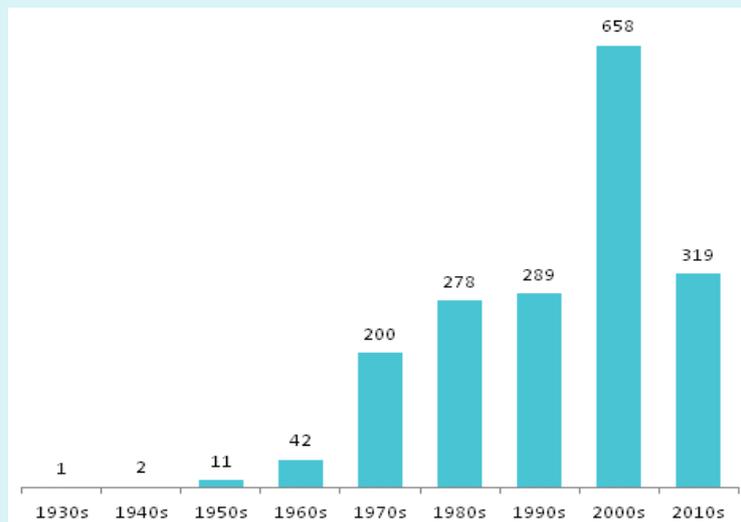
Given that 71% of historic offences have occurred within the last 25 years, and a large proportion of offences involved child victims, it can be inferred that the **profile of victims** reporting historic offences may include a large proportion of people aged between **20 and 40 years**. Victims who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

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

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

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

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



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

### Place: Domestic, Sexual and Family Violence

- The highest reported incidences of domestic abuse and sexual violence are in **Plymouth and Torbay**;
- Plymouth highlights the **vulnerability of young people to sexual violence** in which **alcohol is a factor**; prevention strategies should particularly consider its growing student population;
- All partnership areas report higher rates of **domestic abuse in urban centres** and particular clusters in **areas of deprivation** and social housing. Access to and regular contact with services will have a strong influence on this;
- Police analysis<sup>24</sup> into **domestic homicides** indicates that **under-reporting levels** may be higher in more rural parts of the Peninsula and low reporting rates may be masking actual risks;
- These remain **primarily hidden crimes**, with a **high proportion of domestic and sexual offences** taking place in domestic locations 'behind closed doors';
- The **internet** is increasingly an environment through which domestic abuse, sexual abuse and child exploitation are taking place. Whilst agencies and practitioners are increasingly alert to **online grooming by strangers**, it is less clear how well we understand the use of **communication and tracking apps, social media**, and **internet enabled devices** for **people to be victimised or groomed by people known to them, or family members**.

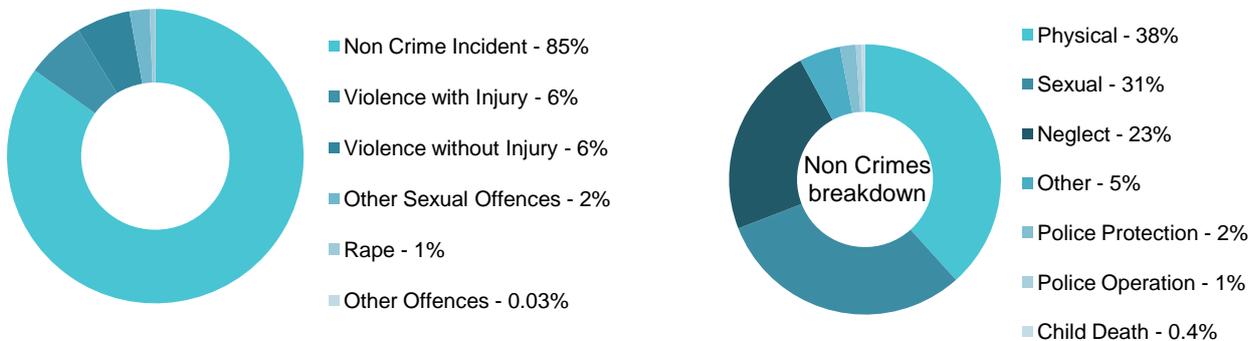
### People: Domestic, Sexual and Family Violence

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

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

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

## Child Abuse and Child Sexual Exploitation



- The Strategic Threat and Risk Assessment Matrix indicates the **threat to children of abuse or exploitation** (measured by reported incidence of Child abuse<sup>25</sup> as a proxy) is escalating, **bringing it much closer to Domestic Abuse** as the **greatest causes of harm to our community**. The way this gap is closing suggests that increased identification of the problem is driving a greater volume of reports;
- **Safeguarding children** is the **second highest risk area for the Peninsula**, based on the **high volume of crimes** and incidents and the **harm caused to individuals**, with the impact **sometimes spanning generations**;
- **Multi-agency early intervention** approaches that aim to halt this inter-generational cycle have the potential to contribute to **significant cost savings** for police, child protection and other services providing support. These services are at risk, however, if crisis services are prioritised during funding cuts;
- In Torbay, Plymouth and Cornwall, the proportion of children subject to **Child Protection Plans** is higher than the national average;

### Understanding the complexities of harm – Devon MASH<sup>26</sup> case study

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

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

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

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

#### **The Government's definition of Child Sexual Exploitation is:**

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

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

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

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

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

- **Inappropriate relationships.** Usually involving one offender who has inappropriate power or control over a young person (physical, emotional or financial). One indicator may be a significant age gap. The young person may believe they are in a loving relationship.
- **'Boyfriend' model of exploitation and peer exploitation.** The perpetrator befriends and grooms a young person into a 'relationship' and then coerces or forces them to have sex with friends or associates. Sometimes this can be associated with gang activity but not always.
- **Organised/networked sexual exploitation or trafficking.** Young people (often connected) are passed through networks, possibly over geographical distances, between towns and cities where they may be forced /coerced into sexual activity with multiple men. Often this occurs at 'sex parties', and young people who are involved may be used as agents to recruit others into the network. Some of this activity is described as serious organised crime and can involve the organised 'buying and selling' of young people by perpetrators.

- From April 2015, **young people going missing** or who are **identified as at risk of child sexual exploitation** will be eligible for Phase 2 of the [Troubled Families programme](#);
- Local **Multi-Agency Child Sexual Exploitation** and **Missing Forums** have been established in order to share information, promote multi-agency responsibility for child sexual exploitation and missing children and to provide opportunities for prevention and early intervention, collaboration, identification and response;
- Developing a local record of child referrals into the **National Referral Mechanism** (NRM – see [Modern Slavery](#)) presents an opportunity to understand the strategic picture;
- **Stronger multi-agency analysis and research support** would assist with the **early identification** and **prevention of harm**;
- Whilst **Local Children's Safeguarding Boards** lead on this issue, in future there should be clear read across between the Peninsula Strategic Assessment, Force Strategic Assessment, and the Joint Strategic Needs Assessment about the risk of child sexual exploitation;

### Safeguarding vulnerable adults

- **Vulnerable adults** can be at **high risk from a range of abusive behaviours** but can also be amongst the **hardest to reach**, in terms of identifying and reporting abuse. Protecting them requires co-ordinated partnership approaches;
- Our understanding of the risk to vulnerable adults in our community has increased, and the STRA now indicates this is fourth **highest amongst our crime and community safety priorities**. However, identifying **which adults are vulnerable, and when**, requires much stronger multi-agency analysis;
- The extension of **multi-agency safeguarding hubs to incorporate adult safeguarding** and **enhancing processes to identify vulnerability**, for both **victims and offenders**, will provide an opportunity to develop a much stronger overview of harm within the Peninsula;
- There have been two serious case reviews in Cornwall linked to vulnerable adults, both of which have highlighted the need for **ViST<sup>27</sup>** in their action plans.

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

## What have we achieved this year?

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

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

- There are challenges linked to structures, and information flow, but overall the **current configuration of domestic abuse and sexual violence services puts us in a strong position** to meet the objectives set out in the PSA 2012/13;
- **Domestic Abuse and Sexual Violence Reduction Strategies** are in place across the Peninsula, and established domestic abuse strategic groups are broadening their remit to include sexual violence;
- **Strong specialist community services** are in place in all areas, with a good mix of **commissioned and voluntary sector provision**. In some places, new structures need some time to be embedded; building on the strength of the voluntary sector provision. All partnership areas **acknowledge the added value from the voluntary and community sector** to enhance service provision and bring in external funding;
- This includes an established network of **Independent Domestic Violence Advocates** and **Multi-Agency Risk Assessment Conferences (MARAC)**, engaging the support of all relevant partners in ensuring the safety of high risk victims and their families, with the aim of reducing repeat victimisation. In some areas MARAC processes are being enhanced by focussing attendance, and developing induction training for attendees.
- Across the Peninsula partnerships are working closely with **newly established SODAITS<sup>28</sup>** to achieve the best outcomes for victims;
- In Cornwall and Plymouth thousands of frontline staff and managers are receiving **ACPO DASH<sup>29</sup> Risk Assessment** training.
- Services are **successfully reducing risk** and **showing good outcomes** for victims, their families and perpetrators, with increased provision of perpetrator programmes;
- Services have been recently re-commissioned in Devon and Torbay; it will take some time for new data frameworks to become established;

<sup>28</sup> Police Sexual Offences & Domestic Abuse Investigation Teams

<sup>29</sup> Association of Chief Police Officers' Domestic Abuse Harassment and Stalking risk assessment model

- All partnership areas recognise that **domestic abuse is a common factor in families with complex needs** and have already linked domestic abuse services into local delivery of the national [“Troubled Families” programme](#). From April 2015, young people or adults perpetrating or experiencing domestic abuse are eligible for the [Phase 2 Troubled Families programme](#) if they hit just one further criteria;
- Encompass<sup>30</sup> (currently only in Plymouth) is viewed as adding value to existing service provision by ensuring that any child impacted by domestic abuse is supported within the **school environment**;
- Awareness raising campaigns linked to holiday accommodation and regarding coercive behaviour have taken place;
- Each area has a programme designed to strengthen young people’s understanding of safe relationships<sup>31</sup>;
- SEEDs (female survivors group) completed their evaluation of the Specialist Domestic Violence Courts (SDVCs) in Bodmin and Truro, resulting in a number of new work-streams including the development of a service user leaflet, a Magistrates’ development day, and to rectify a gap in support provided for standard risk cases.
- We have three **Sexual Assault Referral Centres (SARCs)** across the Peninsula: Plymouth, Exeter and Truro – each with Independent Sexual Violence Advisors (ISVAs), who provide non-gender specific support to victims, including through the criminal justice process. These services are understood to be having a positive impact on reporting rates and victims’ confidence to report;
- The three SARC Peninsula model ensures that victims do not have to travel for more than 1.5 hours which is in line with national guidance;
- Despite the challenges of surveying clients in this sensitive area, services are seeking **client feedback in** some innovative ways;
- Torbay is in the process of incorporating **e-safeguarding** and the assessment of **online risky behaviours** into The Child’s Journey;
- Free workshops that provide practical **online safety advice** for children and their parents (in order to strengthen their ability to act as positive cyber role models, as well as discuss online safety with young people) are available through services like Virtually Safe in Torbay and Think First in Plymouth, focusing on issues like cyber bullying, staying safer in social networks, consequences of sharing information online, sexting and online reputation;
- Bite size workshops about similar issues have taken place for frontline staff across agencies in Devon;
- All partnerships are committed to improving and protecting pathways for **young people to access support** through SARCs and Plymouth has set up a pathway for children and young people to access acute SARC services (although this involves travel to Exeter);
- Peninsula analyst network (P-CAN) are supporting the development of knowledge products that can be used to help partners see ways they can contribute to preventing exploitation, for example using crime scripts to debrief police investigations.

### Challenges for the coming year

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

<sup>30</sup> formerly Operation Encompass

<sup>31</sup> In Plymouth: “Think First”; In Torbay “Virtually Safe”;

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

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

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

- Whilst education is in place for the highest risk group (young people), a significant number of crimes **involving social media take place between adults** and routes to educate and protect them are less clear;
- A rise in domestic abuse is identified as one of the potential impacts of the **economic downturn and austerity measures**, as vulnerable families struggle with emotional pressures associated with pressures on family finances, unemployment, reduced household income and increased debt;
- When introduced, it is currently planned that Universal Credit<sup>33</sup> is paid monthly and to the "head of the household". Both these factors could potentially place **pressure on household budgeting and reinforce financial abuse**. This limits opportunities for engagement with services and access to early intervention for victims of domestic abuse and increases the risk of serious harm;
- Increased demand on housing stock by the population as a whole will reduce capacity for move-on accommodation for domestic abuse victims. This could place additional pressure on refuge accommodation for victims and their families.
- Changes in legislation from April 2014 for benefit claims for **European Economic Area Nationals** has presented issues for EEA women fleeing domestic abuse. Since 1st April EEA nationals who are jobseekers can claim Job Seekers Allowance but are not entitled to benefits such as Housing Benefit or Income Support unless they can evidence to have been habitually resident in the UK for a period of five years. The implication for **no access to Housing Benefit** is the cost associated to accessing refuge provision or alternative accommodation and identifying a funding stream locally which will afford these women safety.

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<sup>33</sup> Universal Credit is not likely to be introduced until at least April 2015.

## QUICK FACTS – ALL VIOLENCE AGAINST THE PERSON

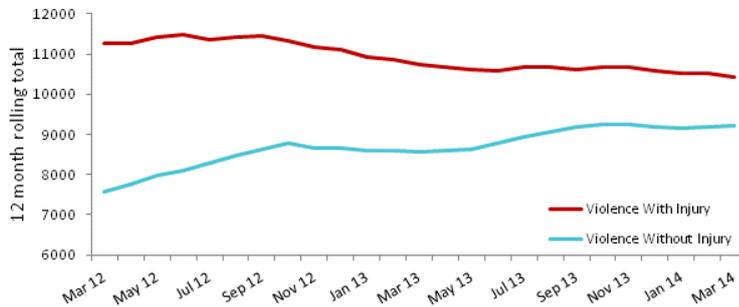
Current figures refer to the 12 month period ending 31 March 2014 and reflect the new crime groups introduced by the Office for National Statistics

Levels of crime 20,592 crimes / 12.3 crimes per 1,000 resident population

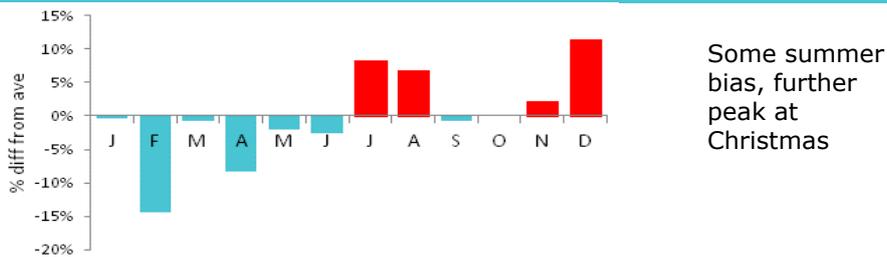
National comparison 27% higher than the average for our 'most similar family' of forces (9.7)  
Nationally, 11.2 crimes per 1,000 population, ONS

Annual change Increased by 1,102 crimes / 5.7% compared with 2012/13

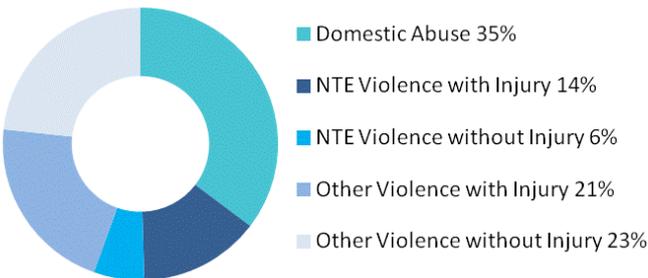
General trend



Seasonality



Breakdown of crime types



Crime rates by CSP area



People and places

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>• <b>People</b></li> <li>• Young males (18 to 24 years)</li> <li>• Day time involving under 18s</li> <li>• Complex profile for other daytime and evening violence</li> <li>• Alcohol problems and mental health</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Place</b></li> <li>• Urban centres</li> <li>• Strongly linked to night time economy</li> <li>• Serious violence concentrated in few areas (Plymouth)</li> </ul> |
|---|---|

## QUICK FACTS – NIGHT TIME ECONOMY VIOLENCE\*

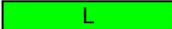
Current figures refer to the 12 month period ending 31 March 2014 and reflect the new crime groups introduced by the Office for National Statistics

Levels of crime	4,053 crimes / 2.4 crimes per 1,000 resident population
Annual change	Decreased by 397 crimes / -8.9% compared with 2012/13
General trend	
Seasonality	
Breakdown of crime types	<ul style="list-style-type: none"> <li>■ ABH - 54%</li> <li>■ Common Assault - 27%</li> <li>■ Wounding/GBH - 14%</li> <li>■ Assault on Police Officer - 3%</li> <li>■ Harassment without Violence - 1%</li> <li>■ Other - 1%</li> </ul>
Crime rates by CSP area	<p style="text-align: center;"> <span style="color: blue;">■</span> ENTE Violence per 1000 population  <span style="color: red;">—</span> Peninsula average - 2.4         </p>
	<p>*Night time economy violence measured through a proxy which includes: assaults occurring in the street/ public houses/ nightclubs/ takeaways between 21:00 and 04:59 throughout the week and excluding domestic related violence.</p>

# Alcohol, violence & the night time economy

## Trends: Alcohol

- **Problem use of alcohol**, measured by the risk associated with an estimated **83,000 higher risk drinkers** in our resident population, continues to present a **high risk to communities** across the Peninsula;
- Whilst **important to the local economy**, all partnership areas highlight that alcohol has **significant negative impacts on the wellbeing** of their local area, including hospital admissions and worklessness linked to alcohol. As the chart<sup>34</sup> shows, performance compared with the England average is **significantly worse** across most indicators in **Plymouth and Torbay**. Sub-Devon county indicators also highlight **Exeter** for alcohol-related crime, hospital admissions and binge drinking;
- There is a higher proportion of employment in bars within the Peninsula than the national average; highlighting the **importance of the licensed trade** as employers and its role in tackling the impacts of alcohol on our communities. It is also estimated that there are **267,000 binge drinkers** across the Peninsula;

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

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

<sup>34</sup> [Local Alcohol Profiles for England](#) (Public Health England, 2013)

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

### Trends: Violence

- Our violent crime rate remains **above the average** for our most similar group of police forces nationally;
- **Violence With Injury levels are relatively stable but less serious violence (without injury) continues to increase;**
- **Violence Without Injury** increased by 7% (636 offences) in 2013/14. Eighty-four percent of these crimes are **low level common assault**, but the category also includes much rarer **crimes where the risk of harm can rapidly escalate**, like **stalking** (<1%) and **harassment** (14%);
- Violence associated with the **night time economy**<sup>35</sup> has **remained stable or reduced** across all areas;
- The proportion of all **violence reports that are domestic has increased** slightly (from 32% to 35%), whilst the proportion of **violent offences falling within the night time economy**<sup>24</sup> **decreased** (from 22% to 20%);
- Continuing improving trends within **night time economy** mean that **the risk of violence, particularly serious violence, in this context is reducing;**
- Other Violence<sup>36</sup> – predominantly comprising day time violence and offences that do not take place in a public place – presents a **greater challenge to manage than night time economy violence** due to continued escalation in the number of reported crimes. This harder to define grouping is explored in more detail in the ["Other Violence report"](#);
- Violent crime has **predictable peaks** in the **summer** (apart from in Plymouth) and around **Christmas/New Year**.
- In university towns like Exeter, Plymouth and Falmouth, **Freshers Week** and student activities have been linked with increases in alcohol related harm, nuisance behaviour and violence.

### People and place

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

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

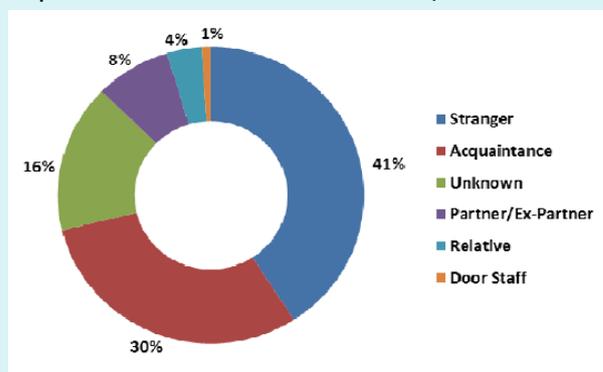
<sup>36</sup> Debbie Unwin (2014) "Other" violent crime – violence not categorised as evening night time economy or domestic abuse.

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

### Alcohol Related Assaults attending hospital<sup>37</sup>

Analysing assault data collected in Emergency Departments (EDs)<sup>38</sup> within the Peninsula (excluding Plymouth<sup>39</sup>) **reinforces that alcohol-related violence is under-reported** to police; but **reflects the same key messages in terms of people and place** as the crime data.

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



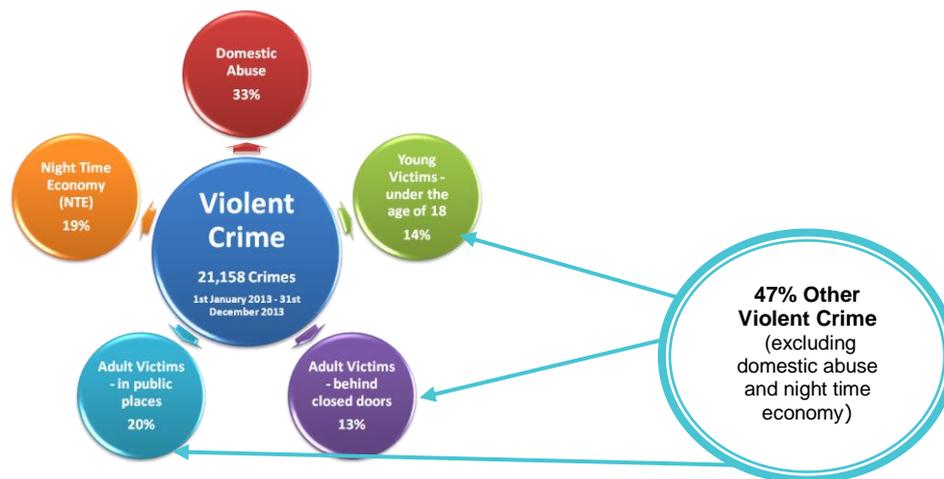
Relationship between offenders and victims

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

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

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

## Understanding other violence – not identified as domestic, or within the night time economy<sup>40</sup>



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

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

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

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

### Across all of these contexts:

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

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

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

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

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

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

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

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

### **New Psychoactive Substances (NPS)**

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

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

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

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

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

The Crime Survey for England and Wales<sup>43</sup> has begun to ask questions about people's use within the last year of the legal drugs salvia and nitrous oxide. In 2013/14:

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

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

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

<sup>41</sup> Advisory Council on the Misuse of Drugs, 2009

<sup>42</sup> The 'clearnet' refers to websites that are openly available on the internet.

<sup>43</sup> [www.gov.uk/publications/drug-misuse-findings-from-the-2013-to-2014-csew](http://www.gov.uk/publications/drug-misuse-findings-from-the-2013-to-2014-csew)

## Illegal Drug Use and the Night Time Economy

- The **misuse of drugs** is currently assessed as a **medium level threat** to our communities - **much lower than the threat from alcohol**;
- The prevalence of **frequent drug use nationally** has **remained broadly stable** over the last three years. In 2013 to 2014, the Crime Survey for England<sup>44</sup> and Wales found that 3% of adults aged 16 to 59 were defined as frequent drug users (having taken any illicit drug more than once a month on average in the last year). This equates to **around 27,000 frequent drug users across the Peninsula**;
- **Young adults** were more likely to be frequent drug users than older people. The proportion of young adults aged 16 to 24 classed as frequent drug users (7%) was **more than twice as high** as the proportion of all adults aged 16 to 59 (3%). This gives an **estimation of 11,000 young people who are frequently using drugs in the Peninsula**;
- Levels of use of any illicit drug use were **higher among men** than women and among those who lived in more deprived areas. The frequency of drugs misuse increased with frequency of visits to **nightclubs** and **pubs**; this was particularly true for **class A drugs** and **powder cocaine**;
- This suggests a clear link between **drug use and the night time economy**.

## What have we achieved this year?

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

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

- **Local alcohol strategies**, drawn on evidence from alcohol needs assessments and Joint Strategic Needs Assessments<sup>45</sup> should provide a sound framework for achieving the alcohol linked objectives identified in the 2012/13 assessment;
- Reducing the harms of alcohol is a shared priority with health across the Peninsula and delivery is supported by **joint commissioning** arrangements through Drug and Alcohol Action Teams and Health and Wellbeing Boards;

<sup>44</sup> [www.gov.uk/publications/drug-misuse-findings-from-the-2013-to-2014-csew](http://www.gov.uk/publications/drug-misuse-findings-from-the-2013-to-2014-csew)

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

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

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

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

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

### Challenges for the coming year

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

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

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

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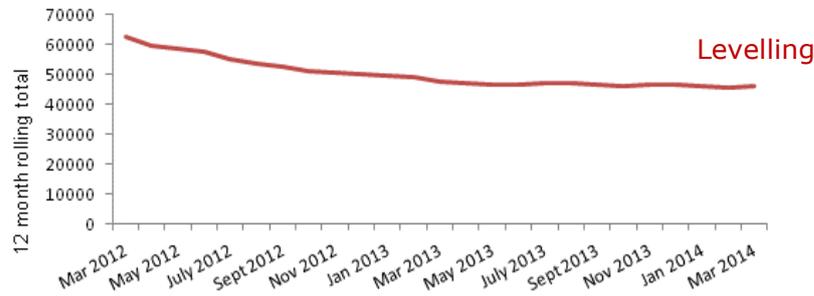
<sup>48</sup> [www.homeoffice.gov.uk/drugs/alcohol/rebalancing-consultation/](http://www.homeoffice.gov.uk/drugs/alcohol/rebalancing-consultation/)

## QUICK FACTS – POLICE RECORDED ANTI-SOCIAL BEHAVIOUR

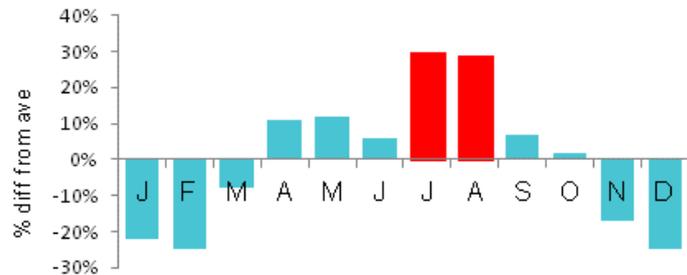
Current figures refer to the 12 month period ending 31 March 2014

Levels of crime	46,027 incidents / 27.3 incidents per 1,000 resident population
National comparison	27% lower than the national average Nationally, 37.2 Incidents per 1,000 resident population, HMIC
Annual change	Reduced by 1,592 incidents / 3.3% compared with 2012/13

### General trend

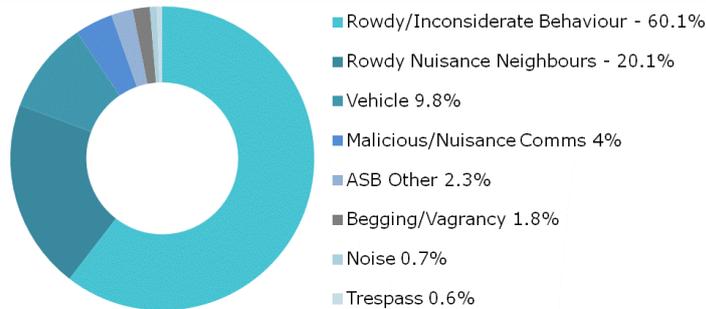


### Seasonality

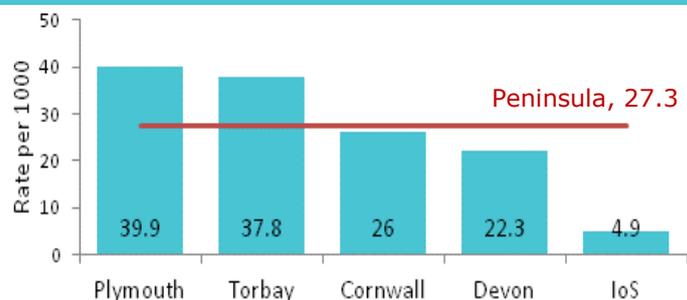


Clear seasonal bias with more incidents in the summer months and fewer in the winter.

### Breakdown of incident types



### Incident rates by CSP area



Highest – Plymouth: 10,300 incidents / 39.9 per 1000 residents  
Lowest – IoS: 11 incidents / 4.9 per 1,000 residents

### People and place

#### People

- Causes high levels of concern amongst residents
- Vulnerable and repeat victims
- Persistent adult perpetrators, substance misuse and mental health (Torbay)
- Neighbourhood disputes

#### Place

- Urban centres
- Links to night time economy
- Deprived places

## Anti-social behaviour

### Trends

- Peninsula-wide levels of Anti-Social Behaviour reported to the police are **considerably lower than the national average**, but this is not experienced consistently across the area. In Plymouth and Torbay, rates per thousand are on a par, or slightly higher than the national average. In Devon and Cornwall, rates are much lower;
- The number of incidents reported is **reducing year on year** and is currently lower than half the volume of incidents reported in 2008/09. There are signs that this may be levelling off: the reduction Peninsula wide was only 3.3%, (the lowest percentage reduction in the last 5 years) and in Plymouth the trend is flat (no longer reducing).
- While reports to police of Anti-Social Behaviour have fallen, the **remaining cases are often more complex**, with more victims and perpetrators who have entrenched vulnerability, including **mental health and substance abuse issues**. These cases require additional time and resources to resolve and often involve a number of partners. While this is based locally on anecdotal evidence as this is not routinely recorded in systems, the issue of complexity and overlapping vulnerability are also identified as a growing problem by other parts of the UK;<sup>49</sup>
- There has been **no change in the proportional breakdown of types of Anti Social Behaviour**;
- The majority of anti-social behaviour incidents reported to the police remains **Rowdy/Nuisance Behaviour**. The Strategic Threat & Risk Assessment Matrix indicates this has reduced from a high to a medium risk to our communities. It remains important due to the large but decreasing volume of incidents and the importance placed on tackling it by local communities, partners and nationally;
- Despite the falls in reported incidence, **Anti-Social Behaviour continues to be one of the most commonly cited concerns by residents** and many feel that local issues have worsened rather than improved (a finding echoed in research conducted for the HMIC in 2012<sup>50</sup>);
- There is a predictable **peak in July and August** in all partnership areas, with a number of common factors including tourism, different patterns of social behaviour linked to warmer weather, school holidays and people spending more time outdoors;
- Peak times for Rowdy/Nuisance Behaviour remain in the **late night/early hours of the morning** period linked to the **night time economy**; but the overall picture for Anti-Social Behaviour within the night time economy is improving;
- In a reversal of previous trends, in Cornwall and Plymouth there are indications that Anti-Social Behaviour incidents (in Plymouth, specifically street drinking) are now less concentrated on the weekend, but occurring more regularly throughout the week;
- Two of the largest volume offences (Rowdy Inconsiderate Behaviour and Rowdy Nuisance Neighbours) are stable or decreasing;
- Overall **Street Drinking has increased** with a greater proportion involving rowdy nuisance behaviour;
- Both Cornwall and Torbay note **rises in reports of Rowdy/Nuisance Neighbours** (13% and 3% respectively) although this reduced slightly elsewhere, and presented a stable trend across the Peninsula. Incidents of

<sup>49</sup> [www.londoncouncils.gov.uk/policylobbying](http://www.londoncouncils.gov.uk/policylobbying)

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

**Begging and Vagrancy**, although making up only a small proportion of incidents reported (2%), have increased by 9% across the Peninsula, with all areas except Cornwall identifying a rise. This may be part of an overall picture of **increasing poverty and homelessness**. Significantly higher numbers of homelessness applications<sup>51</sup> are noted within Plymouth, although volumes appear to have stabilised elsewhere.

### **Public Order Offences**

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

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

### **People and place**

- The impact of Anti-Social Behaviour on individuals and communities varies considerably, as does the perception of what constitutes anti-social – lifestyle, perceived vulnerabilities, social inclusion (or exclusion) and the presence of other crime and disorder issues are all contributory factors;
- Some of these differences are reflected in survey responses. For example, the Cornwall Have Your Say survey found that female respondents and people who disclosed a disability or limiting long term illness were more likely to feel **unsafe in their local area**, young people were **more likely to think that Street Drinking was a problem**, whereas 25-34 year olds (more likely to have young children) were more concerned about Noisy Neighbours. In a national survey<sup>53</sup>, a relatively high proportion of Anti-Social Behaviour victims from our police force area identified themselves as vulnerable due to health or disability;
- Understanding how and when people are most **vulnerable to anti-social behaviour escalating** is a focus area for police and partners. Future assessments are likely to be informed by stronger identification of vulnerability through the **ViST**<sup>54</sup> and **Victim Risk Assessment (VRA)** tools;
- We are unable to profile either victims or perpetrators of Anti-Social Behaviour from the current data shared with partnerships and this leaves a big **gap in our knowledge**;
- Nationally, repeat callers to the police about Anti-Social Behaviour were slightly more likely to be men than women, and were not, contrary to stereotypes, concentrated in the older age groups;

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

<sup>52</sup> See Data on page 21 - [Community Safety Overview](#)

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

<sup>54</sup> Vulnerability Screening Tool

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

### What have we achieved this year?

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

Aim	To ensure effective resolution of ASB, divert perpetrators and identify and support vulnerable individuals in our communities
Objectives (not in priority order)	<ol style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>3. To work with partners to divert young people from ASB, making effective use of existing engagement mechanisms.</li> <li>4. To identify persistent offenders; make effective use of enforcement tools to protect the community and help offenders change their behaviour.</li> <li>5. To provide intensive, integrated and early intervention support to "troubled" families through family intervention projects, improving outcomes for parents and children.</li> <li>6. To identify and protect those that are at greatest risk of harm from ASB, including repeat and vulnerable victims.</li> </ol>

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

- Plymouth continues to deliver a **specialist vulnerable victims service** and in 2013/14 in excess of 250 vulnerable victims received a service. Plymouth CSP has set a target of increasing this further to 300 in 2014/15;
- Vulnerable and repeat victims are identified by the police using the Victim Risk Assessment<sup>55</sup> (VRA) tool which has extended from Cornwall to a Peninsula approach, with a protocol awaiting sign off;
- Information on **recurrent vulnerability themes** and **outcomes for victims** receiving specialist support would allow us to make a more informed assessment of how well we are achieving in our aim to safeguard the most vulnerable;
- Torbay Council has appointed a Vulnerability and Complex Needs Officer on secondment from Devon Partnership Trust. This post will work with Community Safety staff to provide advice, guidance, training and contact with health services;
- **Prevention and early intervention work** with young people is diverse. Projects range from universal education around community safety to more targeted interventions in specific problem locations or with young people known to be at risk of offending. Cornwall's project Phoenix<sup>56</sup> has won awards during 2013/14, including the Silver Award from the Learning Awards 2014. This scheme is currently being independently evaluated;
- **Restorative justice and mediation solutions** are available across the Peninsula and being utilised particularly with low level cases in Torbay, Plymouth and Devon to positive effect. Cornwall is developing their use of these approaches and now has trained mediators in their Anti-Social Behaviour teams; In Plymouth a Restorative Justice Co-ordinator has been recruited on behalf of the Restorative Approaches Forum, and the forum is developing a process for self and other agency referrals to be received via a non-reported crime route.
- **Consultation with communities** about the issues that matter to them and their confidence in and satisfaction with local services remains variable across the Peninsula;
- Torbay has developed a partnership approach to tackling **rogue landlords** and drive up standards of accommodation in the private rented sector. The minority of landlords who have an adverse impact on, or exploit tenants and the wider community are being targeted for prosecution;
- Torbay publishes a **youth services directory**, updated monthly, that ensures that the full range of options available is widely publicised. Youth intervention projects are particularly vulnerable to budget cuts, public sector restructuring and reprioritisation of resources to more front line functions;
- The **three-stage escalation process** is proving to be an effective prevention tool and all partnership areas demonstrate good use of the range of enforcement measures available to tackle anti-social behaviour including Dispersal Orders, premises and crack house closures, Anti-Social Behaviour Orders and Drink Banning Orders;
- In Plymouth, **partnerships with the business sector** to tackle **Anti-Social Behaviour and retail theft** have been developed.

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<sup>55</sup> VRA contains prompts to assess the risk of a particular person becoming a victim of crime

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

## Troubled Families

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

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

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

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

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

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

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

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

### Challenges for the coming year

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

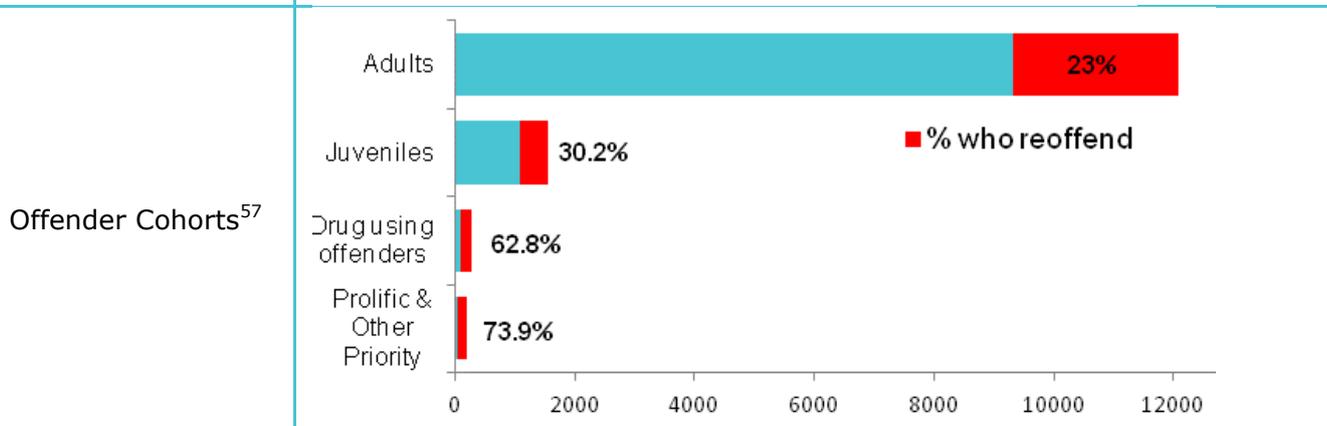
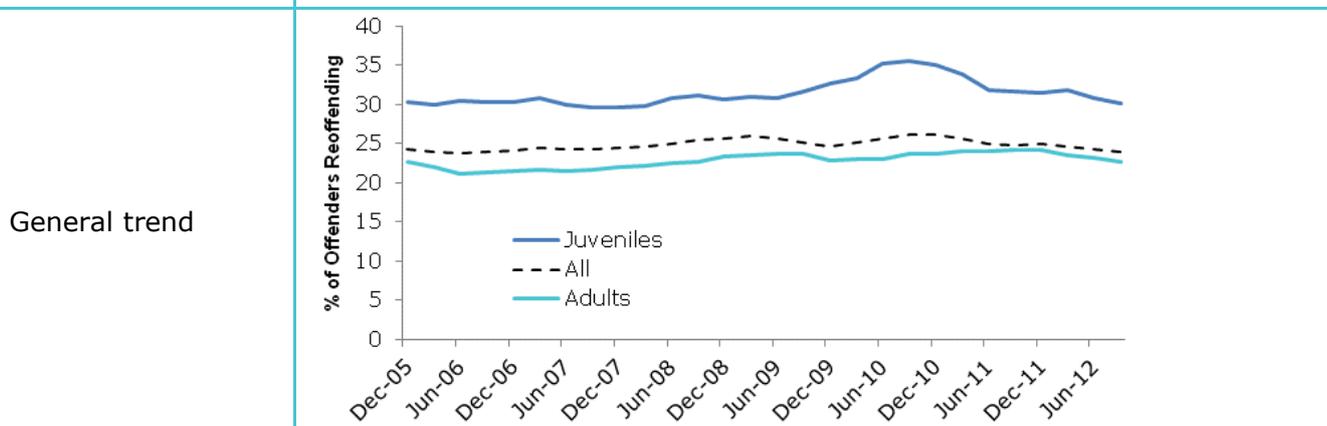
These new powers are described below:

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

### QUICK FACTS – REOFFENDING

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

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



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

## Reoffending

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

The key aspects of the reforms are:

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

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

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

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

### Trends

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

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

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

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

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

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

### People and Place

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

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

### Youth Reoffending

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

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

- Though **looked after children**<sup>59</sup> are a small part of the cohort they were **more likely to offend** than children who had never been looked after. In Torbay more than 50% of looked after children reoffended. In Devon they committed more than four times the number of re-offences per offender; Research in Cornwall shows a young person in care are **more likely to be charged with Violence Against the Person**, Criminal Damage, Theft and Handling and breach offences;
- Devon found that **reoffending increased with age**. Cornwall found the reoffending rate for **10-13 and 14 year olds** were significantly higher than older young people. Torbay found the **highest rate in 10-13** year old cohort, most of whom **received no intervention**;
- Reoffending rates were **high in many areas** where there was **no intervention** e.g. Reprimands, Fines and Discharges. Both Torbay and Cornwall had higher rates of reoffending for younger people which may be linked to this;
- **Males were more likely to offend** initially and **to reoffend**;
- There were some differences between reoffending by qualifying outcome type. In Torbay performance was very good for first tier<sup>60</sup> with other tiers being higher than the national average. In Devon pre-court reoffending was higher than the national average with first tier, community (typically Youth Rehabilitation Orders) and custody better than the national average. Cornwall performed better than the national average for Community and Custodial orders;
- **Violence, theft and handling** were the main re-offence types in both areas.
- In Cornwall, those who reoffended were **more likely to offend within three months of the initial offence**. In Torbay about half of those who reoffended did so within three months;

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

<sup>60</sup> Young person's first appearance in court - typically a referral order

- Devon found ASSET<sup>61</sup> to be a good indicator of the likelihood of reoffending; Torbay also found that high ASSET scores were more likely to reoffend;
- In terms of seriousness of further reoffending Torbay found that **a third of re-offenders committed a more serious re-offence.**

### What have we achieved this year?

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

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

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

Our aims and objectives to tackle reoffending are:

Aim	To reduce crime by tackling the underlying causes of offending and reintegrate offenders and their communities
Agreed Objectives (not in priority order)	<ol style="list-style-type: none"> <li>1. To identify, target and work proactively with the offenders that present the highest risk of harm to their communities.</li> <li>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.</li> <li>3. To work with partners to provide stable accommodation and opportunities for training and sustainable employment for offenders.</li> <li>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.</li> <li>5. To support young people at risk of or engaged in offending through positive early intervention and divert them from future criminal careers.</li> </ol>

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

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

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

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

### TurnAround IOM – where are we now?

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

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

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

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

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

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

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

### Challenges for the coming year

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

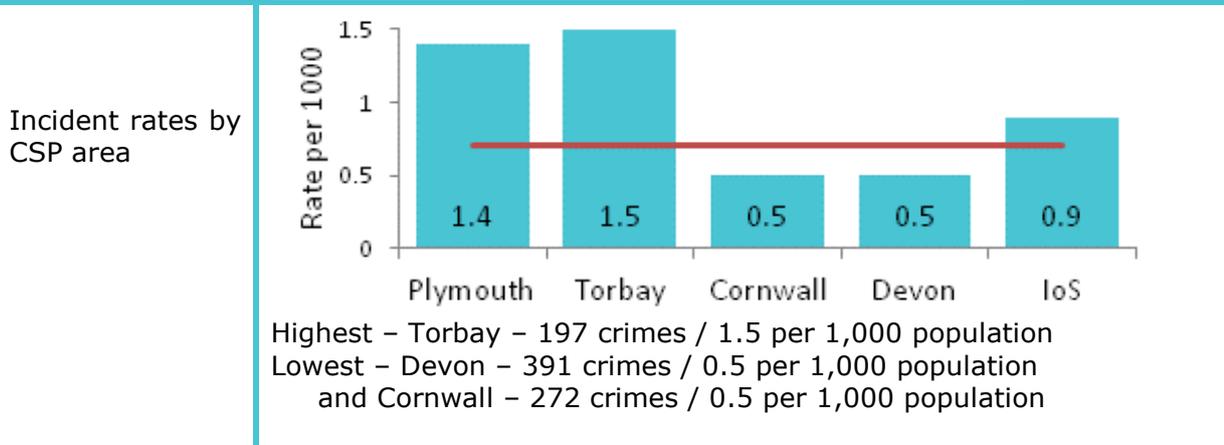
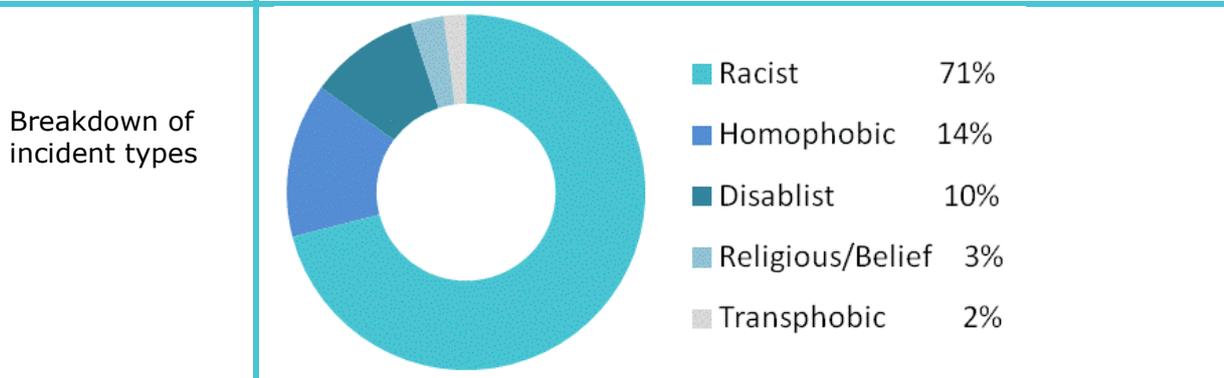
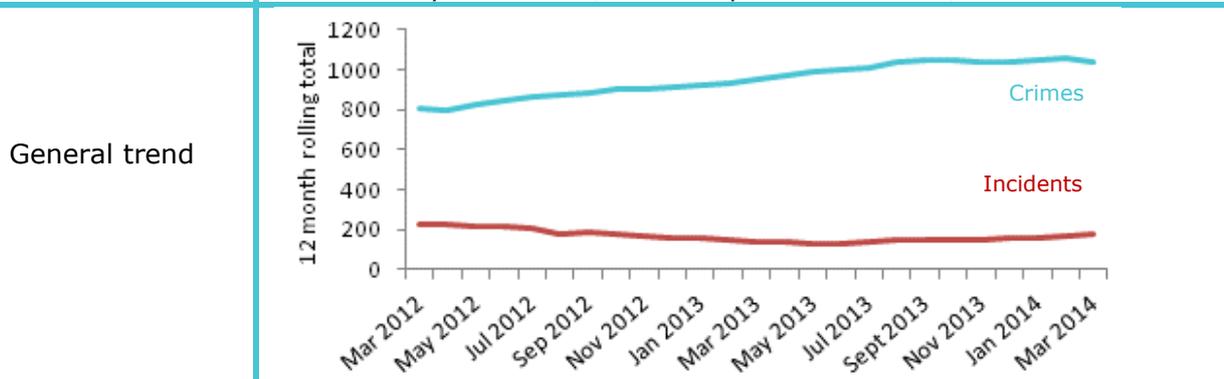
## QUICK FACTS – HATE CRIME

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

**Level of crime**  
 Total hate incidents: 1,219 / 0.7 per 1000 resident population  
 Racially/religiously aggravated crimes: 621 / 0.37 per 1,000 resident population

**National comparison**  
 Racially/religiously aggravated crime only – 28% above our most similar family of forces (0.29 crimes per 1,000 resident population, ONS)

**Annual change**  
 Increased by 42 incidents / 30% compared with 2012/13  
 Increased by 86 crimes / 9% compared with 2012/13



<p><b>People and place</b></p> <p><b>People</b></p> <ul style="list-style-type: none"> <li>• High levels of under-reporting, particularly disability hate crime</li> </ul>	<p><b>Place</b></p> <ul style="list-style-type: none"> <li>• Disadvantaged communities where tensions may be exacerbated by economic climate</li> <li>• Emerging communities</li> </ul>
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## Additional risk: Hate crime & hidden harm

### Trends

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

### People and place

- The majority of current reported hate crime is **racist**. Although the Peninsula has a far lower proportion of ethnic minorities than the national average, the demographic has changed considerably in ways which may not be apparent from national statistics. There are increasing numbers of **overseas students** and both **transient and migrant workers** across the Peninsula. It is currently unclear whether the rise in racist hate crime is reported by established, emerging or transient communities;
- **Under reporting of disability hate crime** has been raised as a significant concern nationally. This currently represents 10% of all our recorded hate crime, and developing our understanding of this area and the linked issue of Mate Crime<sup>62</sup> is acutely important, particularly identifying where individuals are targeted as a result of **multiple or complex vulnerability**, or which forms of disability are currently most under-reflected within reports;
- **2% of hate crime** is also identified as **domestic abuse**; nationally the level of domestic hate crime is thought to be much higher, especially targeting the **disabled population**;

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

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

### What have we achieved this year?

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

Aim	To work together to better understand and assess the true impact of hate crime and hidden harm in our communities, improve our understanding of issues for vulnerable groups and improve reporting
Agreed Objectives (not in priority order)	<ol style="list-style-type: none"> <li>1. To improve access to reporting options and promote them effectively.</li> <li>2. To develop and promote local support and referral pathways for victims.</li> <li>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.</li> <li>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.</li> </ol>

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

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

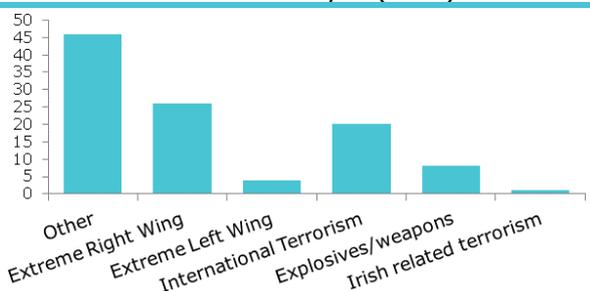
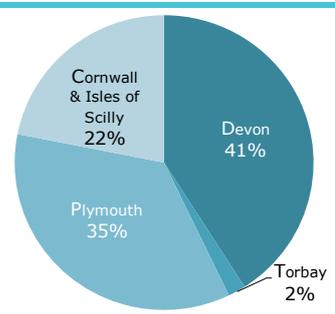
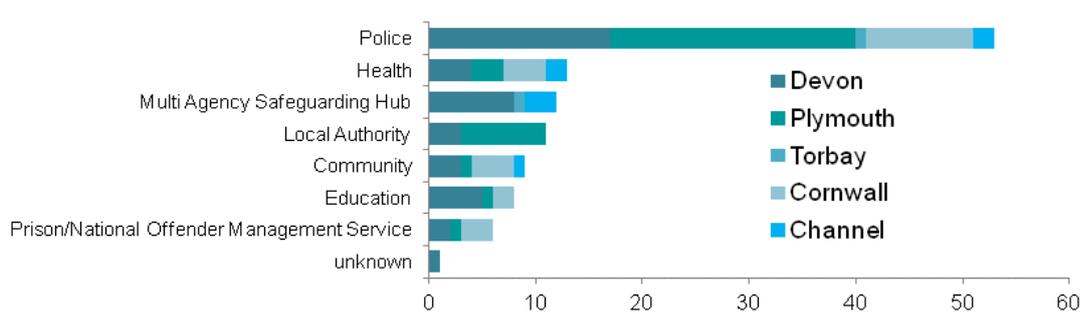
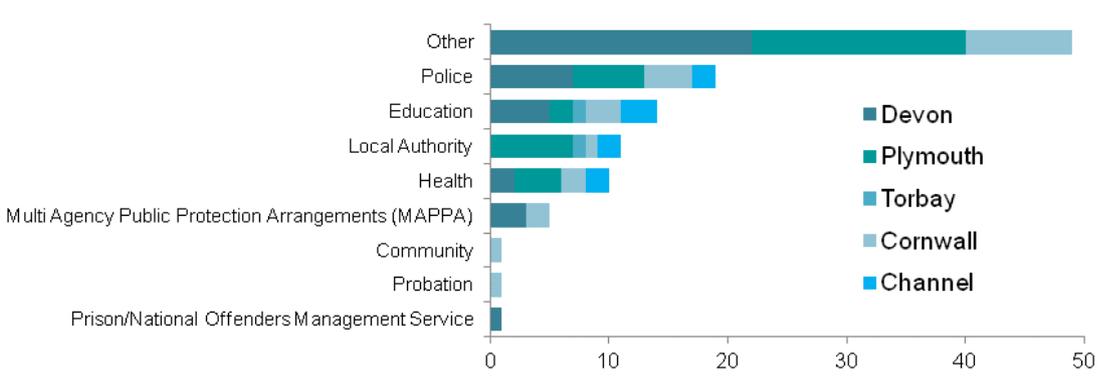
### Challenges for the coming year

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

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

## QUICK FACTS – PREVENTING VIOLENT EXTREMISM

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

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

## Additional risk: Preventing Violent Extremism

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

### Trends, people and place

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

### Vulnerable communities

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

- Extreme Right Wing radicalisers **create narratives** linking austerity measures and **deprivation** to **immigration**; there may be increased vulnerability to both community tension and radicalisation in deprived communities with migrant populations;
- In the run up to a general election, these issues are likely to become more prominent. Legitimate support for parties taking a hard line on immigration and European engagement, and lawful protest activity may be hijacked by extreme right wing narratives;
- Narratives reflecting international extremist threats such as the Syrian crisis also developing, making **communities containing both XRW sympathisers and people with links to Syria and Iraq vulnerable**;
- Nationally, growing risks to and threat **from British nationals engaged in or returning from overseas struggles** particularly in Syria are becoming more apparent. Government agencies have urged communities to start conversations about **protecting young people from the dangers of travelling to Syria**<sup>63</sup>, and to let people who genuinely want to help the Syrian cause know how they can do so safely and legally<sup>64</sup>;
- The **internet, new technology and methods of communication** (gaming and fusion devices) continue to feature heavily within Channel referrals and across counter terrorism investigations.

### What have we achieved this year?

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

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

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

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

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

- A number of WRAP sessions have trained staff from colleges and universities across the Peninsula, and events designed to strengthen their ability to balance risks linked to visiting extremist speakers have also taken place;
- Across the Peninsula partnerships have been **developing and promoting internet use and auditing policies**, raising awareness of the role of the internet in enabling radicalisation of vulnerable people, and in promoting ways to remove inappropriate websites inciting terrorism<sup>65</sup>;
- Devon's Prevent partnership group is developing policies and technical processes in relation to key **triggers** and being able to **audit internet usage**. As part of this, **aide memoire cards** have been developed and distributed to staff. The Prevent partnership in Cornwall has recently **collaborated with all Cornwall Colleges on use of IT systems and audits with referral pathways**;
- 'Torbay's Virtually S@fe project includes reference **to challenging and reporting violent extremist content online**. The project also aims to raise awareness with young people about inappropriate and criminal behaviours and to equip them with the confidence to seek support and report any issues of concern.

### Challenges for the coming year

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

<sup>65</sup> [www.gov.uk/report-terrorism](http://www.gov.uk/report-terrorism)

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

## Section 4: JOINT PROJECTS

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

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

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

# Measuring the impacts of Welfare Reform on crime

## Key findings

- 1 in 4 people in Torbay and 1 in 5 people in Cornwall of working age will be affected by the changes to welfare at various times over the next five years. We would expect a similar number to be affected in Plymouth and slightly fewer in Devon. For some people, **adapting will be more challenging** and people with mental health, drug and alcohol, domestic abuse or debt issues particularly may need extra support;
  - The welfare reforms are likely to have a **greater impact** on areas with **higher concentrations of benefit claimants**, particularly social housing estates and low income areas. Many of these areas will have been identified previously due to the **strong link between worklessness and poverty**;
  - Probable impacts in these disadvantaged areas include rises in **domestic abuse, problem drug and alcohol use, acquisitive crime** and **illegal lending**;
  - In 2013 a group of 50 areas across the Peninsula were selected in order to monitor the changes over the next few years. These were areas that were estimated to be **most vulnerable** to the changes, based on the level of reliance on benefits. They are already amongst those most vulnerable to becoming victims of crime, or offenders committing crime, or place high service demand on partners.
- 
- **All partnership areas highlight the potentially negative impacts** of various elements of Welfare Reform and austerity changes on addressing our priorities. Overall the changes will result in a significant financial loss to individuals and families across the Peninsula, with associated impacts on communities and services, particularly those that provide support to vulnerable people.
  - Welfare Reform changes are predicted to result in a **loss of £514 million<sup>66</sup>** per year across the 11 Local Authority areas; an average of **£476 per working age adult**.
  - Changes to **Incapacity Benefit will have the greatest financial impact** with an estimate of 34,600 individuals affected and a total of £121 million lost per year (£109 per person). The impacts of changes to Incapacity Benefit will **affect Cornwall and Plymouth most** – these two partnership areas make up 53% of the expected total of individuals affected;
  - Changes to **Child Benefit will have the greatest reach** in terms of households affected. **191,500 households will lose money** as a result of these changes (27% of households across the Peninsula) with an average reduction of £62 per household per year and a total loss of £64 million;
  - Welfare Reform changes are predicted to have a significantly greater effect in Torbay with a predicted loss of **£704 per working age adult** per year (compared with the mean of £441).

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

- The Peninsula Crime Analysts Network undertook a scoping exercise of both local<sup>67</sup> and national information to establish the likely impacts of Welfare Reform on crime and community safety issues. A summary of the key findings that are most relevant to community safety are presented here.

## People

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

## Place

- The welfare reforms will impact differently on different places, and are likely to have a **greater impact on areas with higher concentrations of benefit claimants**, particularly social housing estates and low income areas. Many of these areas will have been identified previously due to the **strong link between worklessness and poverty**;
- 130,000 people of working age across the Peninsula are claiming some form of benefit<sup>69</sup> (May 2014), making up 12.7% of the population, which is above the regional average (11%) and in line with the national average (12.9%). This varies between partnership areas from the **highest in Torbay** (18.4%) to the lowest in Devon (10.2%);

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

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

<sup>69</sup> Department for Work and Pensions, May 2014

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

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

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

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

The predicted impacts of Welfare Reform on crime include:

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

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

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

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

The following crime types are included:

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

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

[1] priority LSOAs only

### Observations one year on

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

# Scoping Project: Mental Health

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

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

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

In terms of data:

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

## Suicide Analysis

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

<sup>70</sup> Op cit and [www.lape.org.uk](http://www.lape.org.uk)

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

<sup>72</sup> <http://www.healthprofiles.info>

fluctuates a lot, statistically the trend is stable;

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

### Section 136 (Mental Health Act) detentions within police custody

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

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

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

<sup>73</sup> <http://www.cqc.org.uk/>

<sup>74</sup> <http://www.mind.org.uk/>

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

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

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

### What we are doing about it

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

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

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

<sup>78</sup> <http://www.rcpsych.ac.uk>

<sup>79</sup> Op cit and [www.centreformentalhealth.org.uk](http://www.centreformentalhealth.org.uk)

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

### What the future holds

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

# Scoping Project: Modern Slavery

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

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

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

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

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

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

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

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

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

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

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

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

# Notes on the data

## Where does the data come from?

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

### Crime and incident data

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

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

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

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

### Crime recording

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

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

## Changes in the presentation of crime statistics

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

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

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

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

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

## The Strategic Threat and Risk Assessment matrix

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

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

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

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

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

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

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

## Consultation with communities

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

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

## Notes on measuring trends in reoffending

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

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

## Data issues and knowledge gaps

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

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

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

# Glossary

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

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