

TORBAY

Community **Safety** Partnership



Strategic Assessment 2015/16

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Introduction

Safer Communities Torbay is the name given to Torbay's Community Safety Partnership. Community Safety Partnerships (CSPs) exist by law and their job is to bring agencies and people together to reduce crime and disorder, and make areas safer.

Every year CSPs produce a document called a Strategic Assessment. The Assessment is written for the Partnership Board (Stronger Communities Board) and the aim is to identify priorities for the Partnership in its next plan.

A lot of the document is based on statistical information which helps agencies to understand crime and disorder in Torbay.

This year's Torbay Strategic Assessment (TSA) uses an updated method to determine priorities and the priorities have changed. There is also a change to the format. It includes an overview of community safety issues, contextual information about Torbay, the delivery landscape, our priority area and a review of last year's work.

Local strategic assessments such as this one have a two way relationship with the Peninsula Strategic Assessment (PSA). Content from this assessment will be included in the PSA while work undertaken as part of the PSA may be included in this assessment.

Community Safety priorities

Priorities are identified through the use of a Strategic Threat and Risk Assessment (STRA). This was developed on a Peninsula wide basis and is used by CSPs in Devon and Cornwall, with data supplied by the police. See appendix for further information on the process.

The Community Safety Strategic Priority for Torbay in 2015 is **protecting the most vulnerable individuals and communities from crime and disorder**.

This overarching priority includes a number of key areas such as victims of domestic abuse and sexual violence and people suffering from alcohol related harm which are the agreed Peninsula priorities. In Torbay while these are both key areas we have a very complex picture and have many issues where there is potential for serious harm. There are a number of reasons for choosing a single priority:

- In some areas we don't have the data to evidence what we know are problems because that data is not collected (or not collected sufficiently), Mental Health is an example of this. This was highlighted as an issue in the last assessment and Torbay and Cornwall CSPs are working together to commission further research to increase our understanding of impact of mental health, particularly in relation to community safety services. We also have limited data on Hate Crimes due to low reporting levels, and again this issue has the potential for serious harm.
- By focusing on specific areas we could miss other areas that may not hit our threshold for a priority but have the potential for serious harm. For example Partnership Tasking was set up to prevent a tragic Pilkington type case in Torbay. While most Anti-Social-Behaviour (ASB) is low risk there can be cases where there is a high risk of serious harm for victims.
- The Partnership has less money and resources and the focus needs to be on the areas of greatest risk.

- Some statutory areas such as Prevent have low volumes but can be a very high risk and just one incident could be very serious in terms of harm to individuals, families and communities, as well as incurring a significant cost to public services.
- Flexibility to respond to emerging high risk issues such as Modern Slavery and Cyber Crime which have the potential to be high risk areas.
- There are statutory areas such as Reducing Reoffending where the Partnership has to undertake work (this will involve high risk work in some cases).

Crime and disorder isn't always just about an 'issue', it can also be about a 'place'. From our data we know that there are certain areas in Torbay where the issues above will be more common. Some areas are more vulnerable to particular types of crime and disorder and we may need to focus resources in an area. These areas can usually be described as more 'deprived' which means that they experience challenges like greater unemployment or health problems when compared with other areas. Based on the facts for this year, the Council wards which are creating higher demands on services in terms of crime and community safety are:

Tormohun	Torquay
Ellacombe	Torquay
Watcombe	Torquay
Blatchcombe	Paignton
Roundham with Hyde	Paignton

There are some specific areas that are vulnerable to crime and disorder such as the Harbourside area in Torquay which is vulnerable to night time economy related issues.

It should be noted that crime and disorder analysis is based on police neighbourhoods which have the same boundaries as community partnerships. In most cases these match ward boundaries. The only exception is in the centre of Torquay where the Tormohun ward was split into 3 partnerships, one of which, Hele includes parts of Watcombe and Shipway with the Willows.

Peninsula wide priorities have been identified as mentioned above and the partnership will need to look at where we work with others to tackle these issues that affect Torbay.

There are certain things that underpin most of the work that Safer Communities Torbay does, and these are:

- working to make sure that vulnerable people are safe (i.e. safeguarding);
- working together;
- communicating, engaging with people and encouraging participation;
- trying new things to tackle problems;
- tackling problems as early as possible;
- working with partners of all types e.g. communities, voluntary and private sector.

A New Perspective

Traditionally CSPs have been excellent at responding to public concerns relating to visible crime and nuisance (which whilst irritating isn't necessarily damaging) but that capacity within agencies and the partnership as a whole is significantly reduced and under threat in some areas. A single priority reflects that but the Partnership is going to have to change how it communicates with the public to ensure that expectations are managed and that mature and honest public debate can be encouraged about what are very complex and challenging issues. This also has implications on our consultation work which needs to be carefully targeted to avoid raising expectations about what the Partnership is capable of delivering.

Protecting the Most Vulnerable Individuals and Communities

The issue

Some people and areas are, due to their circumstances, more vulnerable to serious harm from crime and disorder than others. With less money and resources the partnership will focus on its statutory duties and on protecting those of greatest vulnerability. Vulnerability is a wide ranging term and could vary depending on the situation.

The aim

To make sure that vulnerable individuals and communities are identified and supported and issues are dealt with effectively and efficiently.

The objectives

- To identify and protect those people and communities who are the most vulnerable and are at the greatest risk of harm.
- To provide support to victims of domestic abuse and sexual violence.
- To prevent and tackle crime and disorder.
- To work with offenders to reduce reoffending.
- To work with others to reduce the harm caused by alcohol and drugs.

How we will work:

- To proactively develop closer relationships with the Torbay Safeguarding Children Board, Torbay Safeguarding Adult Board and the Health and Wellbeing Board to align activities / workstreams where appropriate.
- To involve local people in our work (individuals, communities and businesses).
- To make effective use of the tools available to tackle crime and disorder issues.
- To learn from evidence about what works and use the best methods to tackle issues.
- To make use of mediation and restorative justice wherever possible.
- To ensure the statutory duties of the Partnership are undertaken.
- To maintain a commitment to working together to reduce crime and disorder across all agencies within the partnership and encourage those agencies to continue to work together to understand and tackle problems effectively.

How Safer Communities Torbay will make a difference

Safer Communities Torbay will use the power of the partnership in its collective approach: identifying emerging community safety threats and forming robust partnership responses to mitigate risks to the vulnerable where possible. Aligning with Adults and Children's Safeguarding and the Health and Wellbeing Board to put us in a better position to integrate/join/reduce duplication/strengthen.

Torbay Context

The Joint Strategic Needs Assessment¹ provides context for Torbay in terms of demographic and other factors and to avoid duplication is not included in detail in this report. Key issues highlighted for Torbay are:

- Crime and in particular violent crime above the national average.
- Higher levels of alcohol related admissions to hospital.
- High levels of 'children looked after' (CLA), child poverty and childhood obesity.
- Housing availability, quality, condition and suitability.
- There is an aging population and many households are occupied by someone over 65 living alone. These people could potentially be more vulnerable.

Public Health Outcomes Framework

The recently established Public Health Outcomes Framework² includes a number of community safety indicators in its 'Wider determinants of health'.

Latest data reported that Torbay was higher than the English average for a number of indicators including the following:

- First time entrants to youth justice system
- Hospital admissions caused by unintentional and deliberate injuries (15-24)
- Violent Crime
- Alcohol related hospital admissions
- Self reported well being
- Male Suicides

Indicies of Multiple Deprivation 2015

The recently published Indices of Multiple Deprivation³ (IMD) reported that Torbay has become relatively more deprived since the previous IMD was released and Torbay was the 46th most deprived local authority area out of 326 and in the 20% most deprived authorities in England.

¹ Torbay and South Devon JSNA 2014/15. <http://www.southdevonandtorbay.info/media/1129/1-jsna-executive-summary-2014-15.pdf>

² Public Health Outcomes Framework <http://www.phoutcomes.info/>

³ DCLG <https://www.gov.uk/government/collections/english-indices-of-deprivation>

The delivery landscape

There are many factors that have affected the work of Safer Communities Torbay in recent years and they are likely to continue to do so in the next year:

- The introduction of the role of the Police and Crime Commissioner and the planning, commissioning and performance framework that has developed. There will be elections in 2016 and a new Commissioner will be elected.
- Development of Government policy in a variety of key areas such as health, sentencing, probation, alcohol, welfare reform, troubled families and ASB.
- A challenging economic climate driving up demand for services against a backdrop of cuts to budgets and resources.
- Increasing complexity of cases due to less preventative services and people seeking help when they reach statutory thresholds or when crisis reached.
- Widespread restructuring and change across the public sector. This is resulting in less staff, cuts to services and restructuring. Related to public sector funding is the possible loss of key staff who contribute to the partnership, resulting in valuable experience and skills being lost.
- Effectiveness and value for money of services under increasing scrutiny.
- Devolution of accountability to local councils, empowerment of communities to influence and change service delivery with a strong drive for local solutions to local problems.
- More integrated working across agencies and the Peninsula; increased reliance on strong and effective partnerships.
- Staff/organisations moral. Complexity is higher, staff may not necessarily be trained to deal with that, staff sickness and increased volume places additional pressure on staff. Vacancies aren't necessarily being filled.

Effective partnership working

Torbay has effective partnership working models and processes in place. There are a number of long standing effective partnership working examples including: MARAC, MAPPA, IOM, YOT, Partnership Tasking.

The Community Safety Directorate of Torbay Council where CSP staff are based also houses police staff, fire officer, immigration officer, ASB staff, licensing staff, housing standards, and Vulnerability and Complex Needs Officer on secondment from Devon Partnership Trust. This aids effective communication and coordination of activity to tackle ASB and other community safety issues.

Community Safety overview

Crime / incident type	2014/15	2013/14	Rate/ 1000	Change	Trend	Comparison MSG	Trend MSG
All Crime	8988	9809	68.5	-8%	▼	Average	▲
Violent Crime	2635	2525	20.1	4%	▲	Above average	▲
Violence with injury	1271	1333	9.7	-5%	▼	Above average	▲
Violence with no injury	1364	1188	10.4	15%	▲	Above average	▲
Domestic abuse and sexual offences							
All Domestic abuse*	3474	3534	26.5	-2%	▼	n/a	n/a
Domestic Abuse Crimes	1231	1179	9.4	4%	▲	n/a	n/a
Other sexual offences	199	157	1.5	27%	▲	Above average	▲
Rape	96	62	0.7	55%	▲	Above average	▲
* includes crime and non-crime incidents							
Acquisitive Crime							
Domestic Burglary	337	386	2.9	-13%	▼	Below average	▼
Non domestic burglary	339	499	3.8	-32%	▼	Below average	▼
Shoplifting	881	998	7.6	-12%	▼	Average	▲
Other theft	1312	1462	11.1	-10%	▼	n/a	n/a
Vehicle Crime	576	735	5.6	-22%	▼	Below average	▼
Robbery	54	68	0.5	-21%	▼	Below average	▶
Drug offences							
Drug trafficking	111	97	0.7	14%	▲	Above average	▲
Possession of drugs	314	464	3.5	-32%	▼	Average	▼
Criminal Damage and ASB							
Criminal Damage & arson	1405	1559	11.9	-10%	▼	Average	▼
Public Order	562	628	4.8	-11%	▼	Above average	▲
ASB	5095	4975	37.9	2%	▲	n/a	n/a
Rowdy nuisance behaviour	2996	2821	21.5	6%	▲	n/a	n/a
Rowdy Nuisance Neighbours	1098	1042	7.9	5%	▲	n/a	n/a
Vehicle ASB	388	443	3.4	-12%	▼	n/a	n/a
Malicious nuisance communications	186	223	1.7	-17%	▼	n/a	n/a
Street Drinking & Rowdy behaviour	167	153	1.2	9%	▲	n/a	n/a

Recorded crime

Recorded crime fell by 8% in 2014/15. In recent years there has been no clear trend with a succession of rises and falls between the range of 9000 and 10000 crimes per year. It is worth noting that looking at the longer term crime trend, 2014/15 was the lowest annual volume of crime recorded in Torbay since the change to crime recording in 2002/03.

There were reductions in a number of crime categories in 2014/15. All acquisitive crime offences showed a notable decrease which was the main factor in the fall in recorded crime. Other crime types that fell were: violence with injury, public order, criminal damage and possession of drugs.

In 2014/15 Torbay's crime rate was slightly above that for similar CSPs but in the middle of the family group and close to the average. The Torbay rate was above the national average.

QUICK FACTS – POLICE RECORDED CRIME

Current figures refer to the 12 month period ending 31 March 2015

Level of Crime	8988 crimes / 68 crimes per 1000 resident population																												
National comparison	61 per 1000 (HMIC in to December 2014) (Awaiting 2014/15 data)																												
Change since 2012/13	Decreased by 821 crimes, 8%.																												
General trend	<table border="1" style="display: none;"> <caption>General Trend Data</caption> <thead> <tr> <th>Year</th> <th>Crimes</th> </tr> </thead> <tbody> <tr> <td>2010/11</td> <td>~9,000</td> </tr> <tr> <td>2011/12</td> <td>~9,500</td> </tr> <tr> <td>2012/13</td> <td>~9,300</td> </tr> <tr> <td>2013/14</td> <td>~9,500</td> </tr> <tr> <td>2014/15</td> <td>~8,200</td> </tr> </tbody> </table>			Year	Crimes	2010/11	~9,000	2011/12	~9,500	2012/13	~9,300	2013/14	~9,500	2014/15	~8,200														
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Breakdown of crime types	<ul style="list-style-type: none"> ■ Violence 33%* ■ Theft & Handling 24% ■ Criminal Damage 16% ■ Burglary 8% ■ Vehicle Offences 6% ■ Other Crime Types 13% <p>*includes violence against the person, sexual offences and robbery</p>																												
Crime rates by community partnerships	<p>Highest – Torquay Town Centre 1,358 crimes / 395 per 1000 population Lowest – Churston-with-Galmpton 144 crimes / 22 per 1000 population</p>																												
Top 5 hotspots (Community Partnerships)	Community Partnership	Number of crimes	Rate per 1000																										
	Torquay Town Centre	1358	394.9																										
	Torre & Upton	712	144.8																										
	Roundham-with-Hyde	1099	143.3																										
	Hele	480	103.2																										
	Ellacombe	521	71.4																										

QUICK FACTS – VIOLENT CRIME

Current figures refer to the 12 month period ending 31 March 2015

Level of Crime	2635 offences, 20 per 1000 population.																												
National comparison	13 per 1000 (HMIC 2014) (Awaiting 2014/15 data)																												
Change since 2013/14	Increase of 110, 4%.																												
General trend (last 5 years)	<table border="1"> <caption>General trend (last 5 years)</caption> <thead> <tr> <th>Year</th> <th>Number of offences</th> </tr> </thead> <tbody> <tr> <td>2010/11</td> <td>1863</td> </tr> <tr> <td>2011/12</td> <td>2074</td> </tr> <tr> <td>2012/13</td> <td>2232</td> </tr> <tr> <td>2013/14</td> <td>2525</td> </tr> <tr> <td>2014/15</td> <td>2635</td> </tr> </tbody> </table>			Year	Number of offences	2010/11	1863	2011/12	2074	2012/13	2232	2013/14	2525	2014/15	2635														
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Breakdown of crime types	<ul style="list-style-type: none"> ■ Actual Bodily Harm 42% ■ Common Assault 42% ■ Harrassment/Stalking 9% ■ Wounding/GBH 4% ■ Other 2% 																												
Crime rates by community partnerships	<p>Highest – Torquay Town Centre 388 crimes / 113 per 1000 population Lowest – Churston with Galampton 39 crimes / 6 per 1000 population</p>																												
Top 5 hotspots (Community Partnerships)	<table border="1"> <thead> <tr> <th>Area name (Community Partnership)</th> <th>Number of crimes</th> <th>Rate</th> </tr> </thead> <tbody> <tr> <td>Torquay Town Centre</td> <td>388</td> <td>112.8</td> </tr> <tr> <td>Torre & Upton</td> <td>231</td> <td>47.0</td> </tr> <tr> <td>Roundham-with-Hyde</td> <td>319</td> <td>41.6</td> </tr> <tr> <td>Hele</td> <td>132</td> <td>28.4</td> </tr> <tr> <td>Wellswood</td> <td>215</td> <td>27.7</td> </tr> </tbody> </table>			Area name (Community Partnership)	Number of crimes	Rate	Torquay Town Centre	388	112.8	Torre & Upton	231	47.0	Roundham-with-Hyde	319	41.6	Hele	132	28.4	Wellswood	215	27.7								
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Violent crime

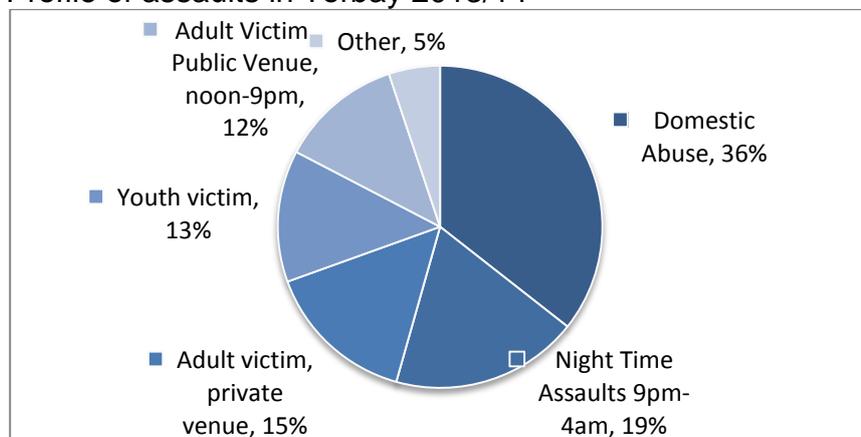
Over the past five years violent crime has increased year on year and in 2014/15 violent crime continued to rise in Torbay, with violence without injury rising by 15% from the previous year up from 1188 to 1364. In contrast however violence with injury fell by 5%. Looking at the longer term trend violence fell to a low in 2009/10 having reached a peak in 2004/05. Violence has been rising since then. Nationally violence has increased in recent years. Looking at the longer term trends in type of violence we are seeing a decline in violence with injury and a rise in violence without injury.

Compared to similar CSP areas Torbay was above average for violence against the person, violence with injury and violence without injury. Torbay was also above the national average.

The most affected areas suffering crimes of violence were town centres and deprived areas of Torbay.

Due to the increase in violence in Torbay analysis was undertaken to better understand the components of violence. Two key components of violent crime are night time assaults and domestic abuse which have been priority areas for Torbay. Local analysis has found that these two types account for more than half of all assaults. There has been less understanding of the other offences contributing to the rise in violent crime and to find out more analysis of assaults was undertaken in 2012/13, this was updated in 2013/14. However due to changes in data availability it is not possible to update for 2014/15. Three further categories were identified during analysis and results are shown in chart below.

Profile of assaults in Torbay 2013/14



The three newly categorised types used in the analysis were:

- Assaults in a private venue with an adult victim – these usually involve an offender and victim who are known to each other, they are usually later in the evening or late night, and often occur in more deprived areas.
- Assaults with a young victim, under 18, (not NTE) – these usually occur late afternoon and in the evening, victim likely to know offender, and the street is the most common location.
- Assaults on an adult in a public place in the afternoon and evening (noon to 9pm) – these usually occur in the street. In just under half of cases the offender was known and in just under half of cases there was no injury to the victim. Some of these could be related to the night time economy pre 9pm.

The main difference between 2013/14 and previous year was the increase in domestic abuse with assaults up and the proportion of all assaults that were DA increasing from

32% to 36%. Night time assaults fell by 5% and accounted for 19% of all assaults, which was 3% lower than previous year. Comparing the two years, the biggest differences were in the summer months July-Sept with these months experiencing the biggest increases in volume. Alcohol was recorded as a factor in 40% of assaults. In 2014/15 DA accounted for 34% of assaults while provisional figures for youth victims indicate 14%.

Domestic Abuse and Sexual Offences

See p.16 for Domestic Abuse and p.19 for Sexual Offences

Acquisitive crime

Torbay had a fall across all acquisitive crime types in 2014/15. There were continued falls in burglary offences and vehicle offences, while robbery figures fell. Torbay was below average for most crime types but was average for shoplifting offences.

Drugs Offences

There was an increase in drug trafficking offences and Torbay was above average compared to other CSPs in 2014/15. Offences of possession of drugs fell by 32%. Drugs offences are often related to operational activity by police.

Criminal Damage and ASB

Criminal damage and arson crimes fell by 10% and were average compared to other areas. While public order offences fell by 11% Torbay was above average compared to similar CSPs.

Torbay has experienced a small rise (120 incidents or 2%) in ASB in 2014/15 following a long term fall. ASB is less than half what it was at its peak. Torbay was similar to the national rate in terms of police reported ASB. In 2014/15 three categories of recorded ASB accounted for 89% of incidents, these were:

- Rowdy/ Inconsiderate Behaviour (59% of all incidents)
- Rowdy/ Nuisance Neighbours (22%)
- Vehicle nuisance (8%).

Fire

Deliberate fires have fallen in recent years. There were 125 deliberate fires in Torbay in 2014/15 this was a fall from 148 in 2013/14. In the 4 years prior to this, deliberate fires were more than 200 each year.

Road Traffic Collisions (RTCs)

There were 363 RTCs in Torbay in 2014, this was 1 fewer than the previous year. The number of those killed or seriously injured fell from 53 in 2013 to 43 in 2014. This figure was just above previous years which were in the 30s. There was 1 fatal RTC in 2014. This figure is usually between 1 and 3 per year.⁴

⁴ Reported road casualties Great Britain: annual report 2014

<https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2014>

QUICK FACTS – POLICE RECORDED ASB

Current figures refer to the 12 month period ending 31 March 2015

Level of ASB	5095 incidents / 39 incidents per 1000 resident population																												
National comparison	37 per 1000 (HMIC in 2014). (Awaiting 2014/15 data).																												
Change since 2013/14	Increased by 120 incidents, 2%																												
General trend	<table border="1" style="display: none;"> <caption>ASB Incidents by Year</caption> <thead> <tr> <th>Year</th> <th>Incidents</th> </tr> </thead> <tbody> <tr> <td>2010/11</td> <td>9000</td> </tr> <tr> <td>2011/12</td> <td>7000</td> </tr> <tr> <td>2012/13</td> <td>5500</td> </tr> <tr> <td>2013/14</td> <td>5000</td> </tr> <tr> <td>2014/15</td> <td>5120</td> </tr> </tbody> </table>			Year	Incidents	2010/11	9000	2011/12	7000	2012/13	5500	2013/14	5000	2014/15	5120														
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D	-15																												
Breakdown of ASB types	<ul style="list-style-type: none"> ■ Rowdy/Inconsiderate Behaviour 59% ■ Rowdy Nuisance Neighbours 22% ■ Vehicle 8% ■ Malicious/Nuisance Communication 4% ■ Street Drinking (inc with Rowdy Or Nuisance Behaviour) 3% ■ Begging/Vagrancy 2% ■ Other 3% 																												
ASB rates by Community Partnerships	<p>Highest – Torquay Town Centre 699 incidents / 203 per 1000 population Lowest – Churston-with-Galampton 83 incidents / 12 per 1000 population</p>																												
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Seasonality

There is clear seasonality in terms of crime and disorder and the months of July and August are higher than average in terms of crime. Crime was at its lowest in the winter, particularly the December to March period.

The impact of the weather and the tourist season will be key factors in the seasonal differences. There are thousands more people in Torbay during the summer months and the good weather is likely to mean more visitors than usual.

Place

Location is a key factor in Torbay as crime and disorder is not evenly spread. There continues to be higher levels of crime and disorder in the town centres and more deprived areas. The main hotspots are in the town centres of Torquay and Paignton. The neighbourhoods of Torquay Town Centre, Torre and Upton, and Roundham with Hyde had the highest rates of crime and disorder. This is an ongoing trend and is likely to continue.

Priority wards were:

- Tormohun (broadly: Torquay Town Centre, Torre and Upton and Hele Community Partnerships)
- Roundham with Hyde (includes Paignton town centre)
- Ellacombe
- Blatchcombe
- Watcombe (includes part of Hele Community Partnership)

People

Characteristics of crime victims can vary depending on the offence type with some offence types being victimless such as drug possession and some public order offences. Where we have data, there were more female victims of crime than male. However this is largely due to the impact of domestic abuse and sexual violence where women are far more likely to be the victim. Younger people are more likely to be victims of crime than older people. Less than 10% of victims were aged 50 or over while 42% were aged under 30. Further information on victims in domestic abuse, sexual violence and alcohol sections.

To report on the profile of ASB victims and perpetrators is difficult given the limited information available in terms of data. In most cases we have no information about the characteristics of the complainant or the perpetrator. In terms of perpetrators, the ASB team report that problematic perpetrators are usually adults rather than juveniles. Substance misuse is usually a factor and there appears to be an increasing trend in mental health problems being a factor.

There was no Viewpoint Survey undertaken in 2014/15. We do know that ASB has been the main public priority in the past especially related to vehicles and dogs.

Cost of Crime

Estimated cost of crime was £35 million in 2014/15. The costs were obtained from IOM guidance produced in 2011 and based on 2010 prices. Inflation adjustments for 2011 to 2015 have not been made.⁵ It should also be noted that not all crime is recorded by the police so the real cost of crime will be higher. Violent crime accounted for almost half of the cost of crime with sexual offences accounting for almost a third of the cost.

Crime type	volume	cost	total
Burglary Dwelling	337	£3,925	£1,322,725
Burglary Non-Dwelling	339	£4,608	£1,562,112
Criminal Damage	1406	£1,053	£1,480,518
Other Offences*	108	£124	£13,392
Other Sexual Offences	199	£36,952	£7,353,448
Other Theft	1291	£763	£985,033
Possession of Drugs*	314	£124	£38,936
Possession of Weapons*	59	£124	£7,316
Public Order Offences*	562	£124	£69,688
Rape	96	£36,952	£3,547,392
Robbery	54	£8,810	£475,740
Shoplifting	881	£124	£109,244
Trafficking of Drugs*	111	£124	£13,764
Vehicle Offences**	595		£1,178,078
Violence with Injury**	1270		£14,507,710
Violence without Injury	1365	£1,750	£2,388,750
Grand Total	8987		£35,053,846

*no specific cost available – lowest cost used as a proxy.

**costs are based on seriousness of offences in these groups and different unit costs were used for different crime types.

⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/118042/IOM-phase2-costs-multipliers.pdf

Protecting the most vulnerable individuals and communities

This section outlines key issues of potential risk for Torbay with data about extent and trends where available.

Domestic Abuse

It should be taken into account that figures only relate to those crimes and incidents that are reported. Most domestic abuse (DA) incidents are unreported. The Crime Survey for England and Wales (CSEW) reported national figures (for adults aged 16-59) which indicate that 7.1% of women and 4.4% of men experienced DA in the past year, this would equate to 2459 women and 1471 men in Torbay. The CSEW figures indicate prevalence figures for DA since age 16, of 30% of women and 16% of men (aged 16-59).⁶

In Torbay reported DA fell slightly in 2014/15 by 60 incidents, or 2%. This follows an increase in the previous year when there were some technical factors that will have contributed to this, with the definition of domestic abuse widened to include 16 and 17 year olds and the inclusion of coercive behaviour. In addition there was a change to police DASH Risk Assessment Policy with the recording of historically disclosed offences, therefore a rise was expected. Due to general under reporting of DA to the police it is not possible to say definitively whether reporting has increased or whether there is a real rise in DA. DA was a key factor in the rise in violent crime last year and accounted for over a third of all assaults.

DA crimes increased by 5% last year and accounted for 36% of incidents, up from 33% in the previous year; and 2 years previously crime accounted for less than 30% of incidents so this is a rising trend at present. The main crime type was violence and this accounted for over three quarters (78%) of domestic abuse crimes.

Torbay's Multi-Agency Risk Assessment Conference (MARAC) started work in 2006 to deal with high risk DA cases. It dealt with 275 cases in 2014/15 which was an increase of 24% from previous year when there were 222 cases. In 2014/15, 25% of cases had been previously discussed in the past 12 months. This was lower than recent years and in previous year the figure was 36%.

Analysis was carried out of DA incidents in 2013/14, which means that individuals may have appeared more than once. Victims were likely to be younger, female, white and a Torbay resident. (Due to changes in data availability it is not possible to undertake similar analysis in 2014/15).

- 3 out of 4 victims were female
- 21 and 22 years were peak ages for incidents
- 2 out of 5 of victims were aged under 30
- 4 out of 5 victims were aged under 50
- 6% of victims were aged 60 or over

Information was only available for offenders of DA crimes and was only available for 10% of these. This is only a small proportion of all incidents. Where information is available the majority of offenders were male (82%) and predominately younger with over half (51%) under 30 years old.

⁶ Op cit

In terms of the location of domestic abuse incidents, they were more likely to be reported in the most deprived areas, with the neighbourhoods of Torquay Town Centre and Torre and Upton, which are in the Tormohun ward, having the highest rates. The highest volumes were in Blatchcombe and Roundham with Hyde which accounted for more than a fifth of domestic abuse incidents. These facts are unchanged from last year.

QUICK FACTS – DOMESTIC ABUSE

Current figures refer to the 12 month period ending 31 March 2015

Level of DA	3,474 incidents / 26 incidents per 1000 resident population																			
National comparison	Not available																			
Change since 2012/13	Reduced by 60 incidents / 2%																			
General trend																				
Seasonality (3 year average)																				
Breakdown of DA incident types																				
ASB rates by Community Partnerships	<p>Highest – Torquay Town Centre 290 incidents / 84 per 1000 population Lowest – Churston-with-Galampton 52 incidents / 8 per 1000 population</p>																			
Top 5 hotspots (Community Partnerships)	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;">Area name (Community Partnership)</th> <th style="text-align: center;">Number of incidents</th> <th style="text-align: center;">Rate</th> </tr> </thead> <tbody> <tr> <td>Torquay Town Centre</td> <td style="text-align: center;">290</td> <td style="text-align: center;">84.3</td> </tr> <tr> <td>Torre & Upton</td> <td style="text-align: center;">328</td> <td style="text-align: center;">66.7</td> </tr> <tr> <td>Roundham-with-Hyde</td> <td style="text-align: center;">371</td> <td style="text-align: center;">48.4</td> </tr> <tr> <td>Ellacombe</td> <td style="text-align: center;">273</td> <td style="text-align: center;">37.4</td> </tr> <tr> <td>Hele</td> <td style="text-align: center;">174</td> <td style="text-align: center;">37.4</td> </tr> </tbody> </table>		Area name (Community Partnership)	Number of incidents	Rate	Torquay Town Centre	290	84.3	Torre & Upton	328	66.7	Roundham-with-Hyde	371	48.4	Ellacombe	273	37.4	Hele	174	37.4
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QUICK FACTS – SEXUAL OFFENCES

Current figures refer to the 12 month period ending 31 March 2015

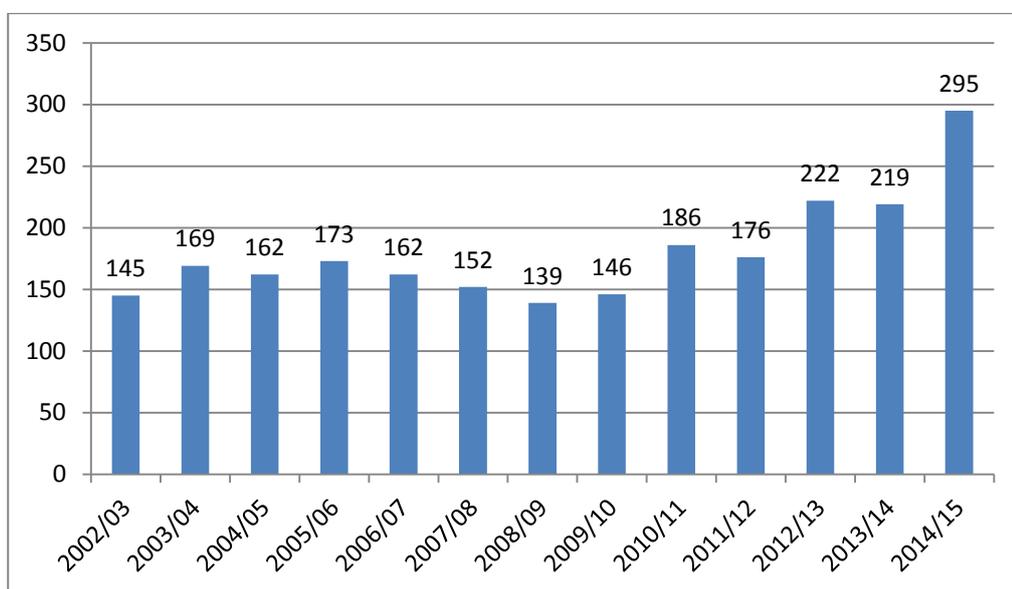
Level of Crime	295 offences / 2.2 incidents per 1000 resident population																											
National comparison	1.4 per 1000 in 2014 (HMIC).(Awaiting 2014/15 data)																											
Change since 2013/14	Increased by 76 crimes, 34.7%.																											
General trend	<table border="1" style="margin-top: 10px;"> <caption>General trend data</caption> <thead> <tr> <th>Year</th> <th>Number of offences</th> </tr> </thead> <tbody> <tr> <td>2010/11</td> <td>186</td> </tr> <tr> <td>2011/12</td> <td>176</td> </tr> <tr> <td>2012/13</td> <td>222</td> </tr> <tr> <td>2013/14</td> <td>219</td> </tr> <tr> <td>2014/15</td> <td>295</td> </tr> </tbody> </table>		Year	Number of offences	2010/11	186	2011/12	176	2012/13	222	2013/14	219	2014/15	295														
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D	-25																											
Breakdown of incident types	<ul style="list-style-type: none"> ■ Sexual Assault, 40% ■ Rape, 33% ■ Cause/Incite Sex Act, 16% ■ Exposure, 7% ■ Voyeurism, 2% ■ Other, 2% 																											
Rates by Community Partnerships	<p>Highest – Torquay Town Centre 25 crimes / 7.3 per 1000 population Lowest – Churston-with-Galampton 4 crimes / 0.6 per 1000 population</p>																											
Top 5 hotspots (Community Partnerships)	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: #00a6c9; color: white;"> <th style="text-align: left;">Area name (Community Partnership)</th> <th style="text-align: center;">Number of incidents</th> <th style="text-align: center;">Rate</th> </tr> </thead> <tbody> <tr> <td>Torquay Town Centre</td> <td style="text-align: center;">25</td> <td style="text-align: center;">7.3</td> </tr> <tr> <td>Roundham-with-Hyde</td> <td style="text-align: center;">35</td> <td style="text-align: center;">4.6</td> </tr> <tr> <td>Torre & Upton</td> <td style="text-align: center;">21</td> <td style="text-align: center;">4.3</td> </tr> <tr> <td>Blatchcombe</td> <td style="text-align: center;">39</td> <td style="text-align: center;">3.7</td> </tr> <tr> <td>Hele</td> <td style="text-align: center;">17</td> <td style="text-align: center;">3.7</td> </tr> </tbody> </table>		Area name (Community Partnership)	Number of incidents	Rate	Torquay Town Centre	25	7.3	Roundham-with-Hyde	35	4.6	Torre & Upton	21	4.3	Blatchcombe	39	3.7	Hele	17	3.7								
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Sexual Violence

The CSEW reported that for sexual offences, 2% of women and 0.5% of men had experienced some form of sexual assault in the past year. Applying these percentages to Torbay would translate to 693 females and 167 males. The reporting rate of serious sexual assaults was 15%. The CSEW figures indicate lifetime prevalence figures for sexual assault were 19% of females and 3% males, aged 16-59.⁷

There were 295 reported sexual offences in 2014/15. This was an increase of 35% from previous year when there were 222 offences. Both rape offences and other sexual offences increased.

Due to relatively low numbers there can be some volatility from month to month and year to year. The last 3 years have both seen a higher rate of offences than previously and Torbay was above the national average and above average for similar CSPs. The chart below shows the rise in sexual offences in recent years.



Source:ONS

Because there is always likely to be underreporting, it is difficult, as with domestic abuse, to know whether there has been a real increase in offending or an increase in reporting. Victim confidence is a crucial factor in reporting. There could be a number of factors impacting on the reporting of sexual offences such as widespread coverage of sexual offences through Operation Yewtree and other high profile cases. Torbay's Operation Mansfield brought a focus to Child Sexual Exploitation in Torbay and this led to increased awareness, training and focus on this area, which in turn may have led to increased reporting.

Analysis of sexual offences for 2014/15 indicates that:

- 45% of offences were committed against under 18s. There were a number of offences with no victim detail so this figure could be higher. This is based on offence type and age of victim when reported.
- Just under a quarter of cases were **historic** – started and ended before 1/1/14. This proportion is lower than when previously analysed. Date range of offences was from 1960s to date.
- Majority (83%) of victims were **female**. This was same proportion as previous year. In 5% of cases there was no gender recorded.

⁷ Op cit

- **Domestic abuse** accounted for 17% of all offences and just over a third (34%) of rape offences.
- **Adult victims** likely to be younger with just under half (46%) of them aged **16-29**.
- There are a wide range of specific offence types including exhibitionism, voyeurism in addition to physical assaults. The **main volume offence** was Sexual assault on a female, accounting for 26% of offences with Rape of a female aged 16 or over, accounting for 22% of offences.
- Highest rates of sexual offences were in town centres of Torquay and Paignton and the more **deprived areas**.

Alcohol

Alcohol is a problem that extends across a number of community safety areas. The night time economy (NTE) has been a key issue for Torbay historically and there have been many initiatives over the years to tackle it. In addition to the NTE, this section includes alcohol problems more widely.

Torbay received a Purple Flag for its work on the night time economy in 2011. This was subsequently re-assessed and renewed and remains in place. While the NTE brings benefits to the local economy in terms of tourism and employment, it also brings issues in terms of public disorder and violence. These generate costs in terms of social, economic, health, and criminal justice.

Wider than the night time economy, data indicates that alcohol use is a problem for Torbay. Latest data showed that a number of indicators were significantly worse than the national average, these included: alcohol specific mortality (for all and male categories); all hospital admissions indicators; and benefit claimants due to alcoholism.

The partnership focus had in the past been on the Night Time Economy and in particular binge drinking and violent crime as these are very visible signs of alcohol fuelled problems. However there has been a growing sense of the importance to also focus on drinking within the home. Hazardous drinking (drinking above recommended safe and sensible levels but not yet experiencing harm) and harmful drinking (drinking above recommended safe and sensible levels and experiencing harm) within the home can be linked to reduced physical and mental well-being and increased uptake of bed space within the acute care setting.

QUICK FACTS – NIGHT TIME ASSAULTS

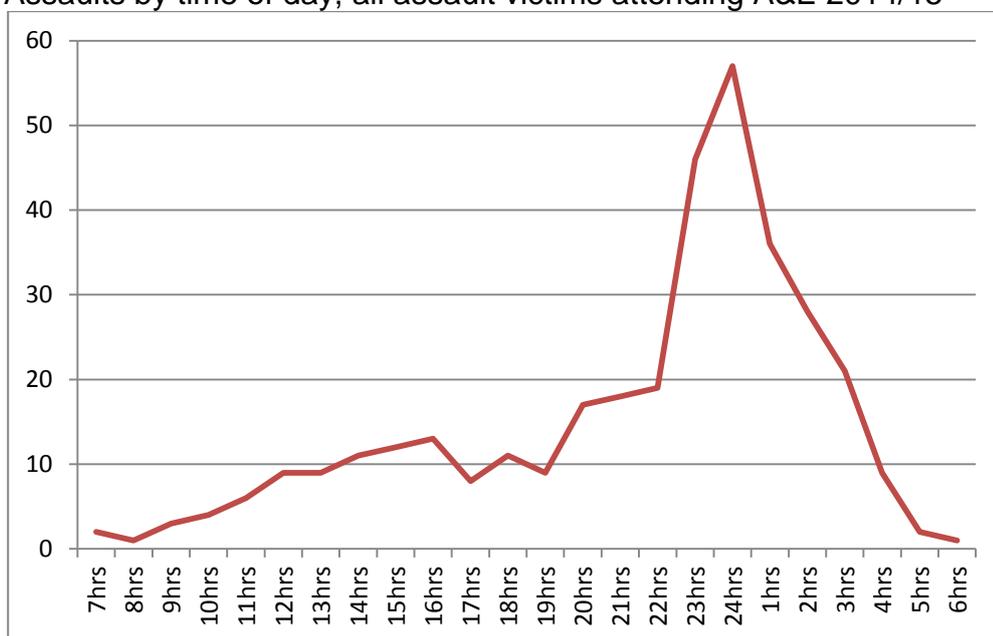
Current figures refer to the 12 month period ending 31 March 2015

Level of Crime	439 offences, 3.3 offences per 1000 population.		
National comparison	Not available.		
Change since 2013/14	Decreased by 33 offences, 7%.		
General trend (last 2 years)			
Seasonality (2 year average)			
Breakdown of crime types	<ul style="list-style-type: none"> ■ Actual Bodily Harm 52% ■ Common Assault 30% ■ Wounding/GBH 11% ■ Assault on Police Officer 4% ■ Racially Aggravated assault 3% 		
Crime rates by community partnerships	<p>Highest – Torquay Town Centre 143 crimes / 42 per 1000 population Lowest – Preston 3 crimes / 0.3 per 1000 population</p>		
Top 5 hotspots (Community Partnerships)	Area name (Community Partnership)	Number of crimes	Rate
	Torquay Town Centre	143	41.6
	Wellswood	102	13.1
	Roundham-with-Hyde	72	9.4
	Torre & Upton	16	3.3
	Berry Head-with-Furzeham	22	2.4

Torbay has been monitoring night time assaults in a public place for a number of years. Due to recording issues previously used data has not been available in recent years and a revised indicator has been developed which is assaults between 9pm and 4am, in a public venue and excluding domestic abuse. Previous data showed a downward trend between 2005/06 and 2010/11. The recent trend in night time assaults has had no clear trend but 2014/15 recorded a decrease compared to previous year. The indicator was slightly different but showed a fall the previous year which indicates that the past 2 years appear to have recorded reductions in night time assaults. Based on the classification of assaults, 65% of night time assaults resulted in injury.

Data from Accident and Emergency indicates that peak time for assaults known to occur in Torbay was between 11pm and 3am. 89% of those had alcohol recorded as being a factor. 67% of assaults occurred in the 8pm to 4am period. The main weapon used was a body part which was used in 79% of assaults.

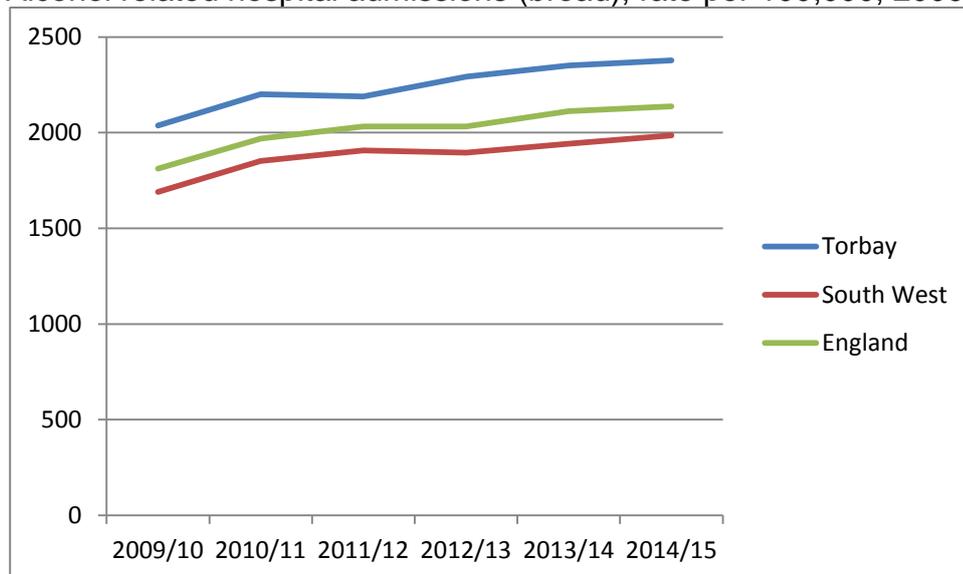
Assaults by time of day, all assault victims attending A&E 2014/15



Source: ARID

Alcohol related hospital admissions have been rising for the past decade both locally and nationally. Torbay has been above the national average in recent years however the gap has closed and the rate of increase appears to have slowed. The definition of 'alcohol related' was recently reviewed and a narrower definition has been developed, this shows a small decline in Torbay in recent years though Torbay was above the national average.

Alcohol related hospital admissions (broad), rate per 100,000, 2009/10-2014/15



Source: www.lape.org.uk

Torbay ranks in the bottom 25% of local authorities nationally for many alcohol indicators that are included in the LAPE⁸ alcohol profile, including alcohol specific mortality and mortality from chronic liver disease. It ranks in the bottom 25% for all the hospital admissions indicators and for many of the hospital admissions cause indicators.

In terms of assaults where victim ended up in A&E, victims were mainly younger, male and white and alcohol was usually a factor. Just under a third (31%) were aged 18-24 with 55% aged under 30. In 43% of cases the assailant was a stranger and in 30% of cases it was an acquaintance. In 15% of cases it was a partner/ex-partner or family member.

For night time assaults victims were mainly male (69%) and younger, with 38% in the 18-24 age range and 58% of victims under 30 years.

In terms of all assaults, excluding domestic abuse, 31% of victims were aged 18-24 and in total, 54% of victims were aged under 30, 12% of victims were 50 or over. Two thirds (67%) of victims were male.

The largest proportion of assaults (44%) happened on the street, 17% occurred within the victims' home and 14% in or outside of a pub or club.

Most assaults happened on a weekend with 20% occurring at midnight on a Saturday or Sunday. The figures peaked on these days between 11pm and 3am with virtually all being alcohol related crimes.

Night Time Assaults mainly took place in town centres where there is a higher density of pubs and clubs. The main hotspot was the Harbourside area in Torquay which is split between the Torquay Town Centre and Wellwood neighbourhoods. These neighbourhoods accounted for 56% of night time assaults. The centre of Paignton accounted for 16% of assaults and the centre of Brixham for 5% of assaults. The 5 neighbourhoods covering these areas accounted for 81% night time assaults.

⁸ Public Health England Local Alcohol Profiles for England <http://fingertips.phe.org.uk/profile/local-alcohol-profiles>

Reducing Reoffending

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

The latest figures from the Ministry of Justice show that nationally, a quarter of adult offenders that are cautioned, convicted or released from custody reoffend within the following year. This rises to 45% for offenders released from a custodial sentence, and 59% if the sentence served was less than 12 months. The juvenile reoffending rate was 37%, and this rose to 67% for those leaving custody. Data indicates that the more previous offences committed by an offender, the higher the likelihood of reoffending.⁹

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

Tackling these issues in a holistic and co-ordinated way is important to provide “pathways out of offending” and to break the inter-generational cycle of offending and associated family breakdown. Prison is not a cost effective solution and does not deliver sustainable benefits in terms of reduced harm to the community.

This approach underpins the development of Integrated Offender Management (IOM) which is a single coherent structure for the management of repeat offenders, from prevention to conviction to rehabilitation and resettlement, with the aim of delivering long-term, sustainable benefits to the community.

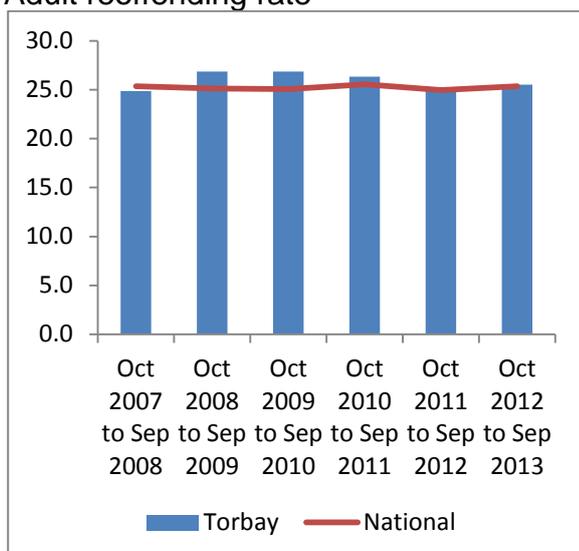
Trends in re-offending are measured by the frequency of re-offending and the proportion of offenders who re-offend, Annual cohorts are tracked over 12 months to see if they reoffend and how many reoffences they commit. There is always a delay in reporting on a cohort as there is a 6 month waiting period added to the one year follow up period to allow offences to receive an outcome e.g. court sentencing. The most recent available cohort is October 2012 to September 2013 which was reported in July 2015.

⁹ Ministry of Justice (Oct 12 to Sept 13 cohort) <https://www.gov.uk/government/collections/proven-reoffending-statistics>

Adult reoffending

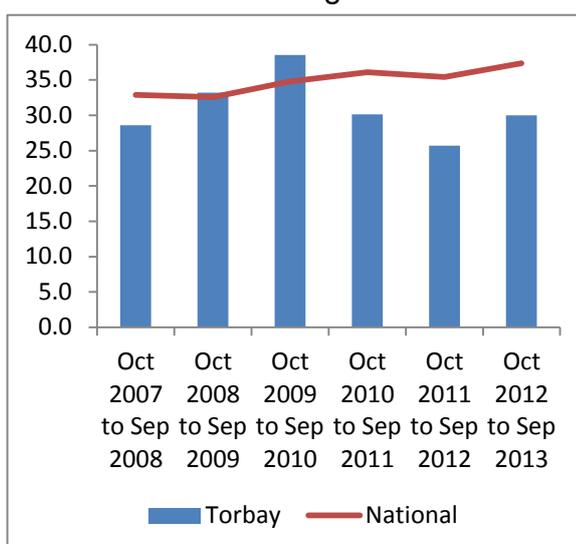
Youth reoffending

Adult reoffending rate



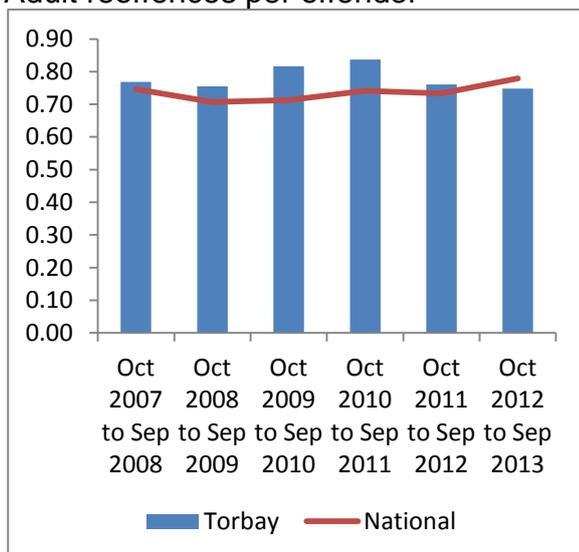
Source: Ministry of Justice

Youth reoffending rate

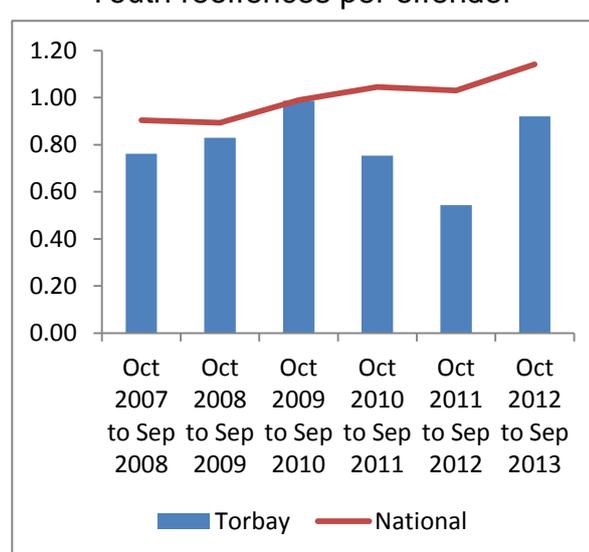


Source: Ministry of Justice

Adult reoffences per offender



Youth reoffences per offender



Measure	Adults	Change in last 12 months	
Number of offenders	1,152	▼	-167(13%)
Reoffenders	294	▼	-39 (12%)
% who reoffend	25.5%	▲	0.3pp
Reoffences	862	▼	-141(14%)
Reoffences per offender	0.75	▼	-0.01 (2%)

Measure	Young people	Change in last 12 months	
Number of offenders	100	▼	- 40 (27%)
Reoffenders	30	▼	- 6 (17%)
% who reoffended	30%	▲	4.3pp
Reoffences	92	▲	- 16 (21%)
Reoffences per offender	0.92	▲	0.38 (70%)

Adult reoffending

Adult reoffending in Torbay at 25.5% was similar to the national average of 25.3%. In recent years the rate has been similar to the national average having previously been slightly higher than average. The most recent figures show a small increase of 0.3% in the rate and a fall of 13% in the number of reoffenders. The number of reoffences per offender also fell and was below the national average as the national figure increased.

The cohort had been increasing over recent years but fell by 13% in the latest available year. The average number of previous offences per offender has increased over recent years and the latest figure was 17.85. This compares to 16.98 the previous year and 15.20 in 2005, the first reported data point.

The **TurnAround** (IOM) team manages almost 100 prolific offenders. Many of these demonstrate issues with their thinking and all too often this is combined with substance misuse. The team now benefits from having more partners involved, including a Homeless Outreach Worker, who is co-financed by the council. This has meant that many accommodation issues are addressed sooner and avoids unnecessary presentations to Connections.

The introduction of Post Sentence Supervision (PSS), which sees every person leaving prison face a minimum of twelve months oversight by probation, has resulted in an increase in caseloads. This now involves the service working with many of those previously deemed non-compliant or impossible to engage. Mental health issues appear to be a key issue in terms of the needs of this group.

Dorset, Devon and Cornwall Community Rehabilitation Company (DDC CRC) is enhancing 'Through the Gate' prison provision by strengthening offender pathways focusing upon a local connection being maintained. The roll out and development of Engage Community Support Hubs strengthens local arrangements and provides a single coordinated needs-based response to integrate returning citizens. Engage Hubs also promote the delivery of inter-agency tasked working which can be used by Targeted Troubled Families, Integrated Care and routinely uses a MEAM approach. This not only promotes the coordinated delivery of offender management, but also promotes safeguarding, social inclusion and an opportunity for partnership provider networks to offer sequenced, coordinated outcomes.

Youth reoffending

The most recent data indicates an increase in the reoffending rate to 30%. There was a rise in the national rate to 37.4% so Torbay remains well below the national average.

There has been a large reduction in the number of young offenders and reoffences over recent years. Over the longer term the number of first time entrants and youth crime has also been on a downward trend. The latest data had a cohort of 100, therefore each young person will account for 1%. The reoffending rate had previously correlated with the size of the cohort though in recent years the correlation has been weaker.

Looking at the data on the most recently available annual cohort, there was a fall in the actual number of reoffenders by 17% and a 21% fall in reoffences. The number of reoffences per offender has shown some variability, the most recent figure of 0.92 was the highest since data has been reported. The number of reoffences per reoffender at 3.07 was also the highest since data has been reported.

Hate Crime

There were 173 hate crimes reported between Jan 2014 – Dec 2014 and 57 hate crimes between Jan 2015 – Jul 2015. A Hate Crime is any offence committed against a person or property which is motivated by the offenders' hatred of people because they are perceived as being different. The difference could be due to Race, Religion, Gender, Sexuality or Disability.

Due to work undertaken actively encouraging the reporting of Hate Crime may be reflected as an increase in the number of reported crimes over time therefore an increase in recorded crimes should be interpreted accordingly.

From regular engagement and working with service users and outside agencies, it has become apparent that there is an under reporting of disability hate crime incidents. Therefore knowing that these figures may be inaccurate and not a true reflection, some being misclassified or not being reported at all, it indicates that an extra drive to target these incidents is necessary, to enable a true evaluation of the number of incidents and crimes.

During 2014/15 a large number of initiatives have been undertaken to address racist, homophobic, transphobic and disability hate crime. As in 2014 the focus in 2015 was mainly on Hate and Mate Crime – targeting in particular crimes against disabled people and LGBT communities. Safer Communities Torbay activities included:

- Contributing to and attending the Devon and Torbay Blue Light Days 2014 and 2015. Arranged for people with a disability, their friends, families and carers. A wide range of stands, activities and workshops about keeping safe, staying healthy and raising awareness of disability hate crime. In particular the aim was to encourage everybody to report anything that might be a disability hate incident.
- Attending the Disability World Cup Football tournament 2014 at Torbay Leisure Centre.
- Meeting with Thera South West (Supported Living) – running Hate Crime Awareness sessions.
- Regularly attending the Learning Disability Partnership Board and the newly refreshed Our Lives Sub Group.
- Developing strong working relationships with people with disabilities and support groups.
- Visiting Mayfield School and delivering a hate / mate crime education session to young pupils.
- Regularly engaging with SPOT (Speaking Out for Torbay).
- Promoting Disability Hate Crime Awareness Weeks during 2014 / 2015 and Hate Crime Awareness Week 2014 / 2015.
- Attending Different Strokes training – a course examining health inequalities experienced by lesbian, gay, bisexual and trans people. Taking national and local evidence and views from young people and adults, looking at language, power, health, homophobia and transphobia and improving services.
- Engaging with new LGBT Youth Group.
- Engaging with and supporting local LGBTransAction and Transfiguration Groups
- Regularly visiting and engaging with Torbay Mosque.
- Attending a Healthwatch Torbay, Multi Faith event at Torbay Hospital, to raise awareness of Hate crime and the importance of reporting such crimes and incidents.

Preventing Violent Extremism

The new Prevent statutory duty came into force on 1 July 2015, requiring key bodies across the country to have 'due regard to the need to prevent people from being drawn into terrorism'. It aims to ensure consideration of Prevent issues across England, Scotland and Wales and drive consistency in activity. Local Authorities are vital to this work and are required to fulfil a wide range of responsibilities as articulated in the prevent guidance.¹⁰ Broadly this work falls into the following categories:

- **Partnership** – local authorities should establish or make use of multi-agency groups to co-ordinate and monitor Prevent related activity.
- **Risk Assessment** – local authorities should use Counter Terrorism Local Profiles (CTLP) (England and Wales), to assess the risk of individuals being drawn into terrorism in their local area. This risk assessment should also be informed by engagement with wider partners in the local area including schools, childcare providers, universities, colleges, local prisons, probation services, health, immigration enforcement and youth offending teams. CTLPs are restricted reports prepared by the South West Counter Terrorism Intelligence Unit of which its recommendations are shared with partners.
- **Action Plan** – Using the risk assessment, if the local authority assesses a risk in the local area, a Prevent action plan should be developed to prioritise and facilitate delivery of projects, activities or specific interventions to reduce the risk of people being drawn into terrorism in the local authority.
- **Staff Training** – local authorities will be expected to ensure that appropriate frontline staff have a good understanding of Prevent and are trained to recognise the vulnerability to being drawn into terrorism, and are aware of available programmes to deal with this issue. Local authority staff will be expected to be aware of, and make appropriate referrals to Channel, which has separately been placed on a statutory footing in the Counter Terrorism and Security Act 2015.
- **Use of local authority resources** – local authorities will be expected to ensure that publicly owned venues and resources do not provide a profile for extremists. Consideration should also be given as to whether IT equipment available to the general public should use filtering solutions that limit access to terrorist and extremist material. New contracts for the delivery of services in a local authority should reflect the principles of the duty in a suitable form.
- **Other agencies and organisations supporting children** – a range of private and voluntary agencies provide services or exercise functions for children, for example children's homes, independent fostering agencies, and bodies exercising local authority functions. These bodies must ensure as part of their local authority safeguarding arrangements that staff are aware of Prevent.
- **Out of school settings supporting children** – local authorities should take steps to understand the range of activity in their area in this arena and take appropriate and proportionate steps to ensure that children attending such settings are appropriately safeguarded.

¹⁰ <https://www.gov.uk/government/publications/prevent-duty-guidance>

The Stronger Communities Board, Torbay's Community Safety Partnership, is the accountable body for Prevent and with the Safer Devon Partnership it has formed the joint Devon and Torbay Prevent Partnership which includes representatives from all local authorities, health, education, police and probation. The partnership shares a Devon and Torbay Prevent Action Plan, informed by the CTLP which is due to be refreshed shortly, and provides a forum for sharing information and good practice, and working better together to counter terrorism in Devon and Torbay.

In Torbay Council work is currently being carried out with the council's Information Governance Team to address the use of IT equipment, inclusion into IT related policies and the hiring of publicly owned venues.

From the beginning of September appropriate wording will be added into the council's new Service Contracts, and we have added relevant questions to the local authority tender Pre-Qualification Questionnaire.

Working with children and young people is a key area and work has been carried out with the Torbay Safeguarding Children's Board to ensure that Prevent is embedded into the online learning modules for Safeguarding Children and Adults, introduced into the wider Child Protection / Safeguarding training programme and Torbay's online safety project Virtually S@fe. Links have been formed with both the Torbay Safeguarding Adults Board and the Torbay Children's Safeguarding Board to ensure that Prevent is embedded into safeguarding policies and procedures. A draft "Protocol for Working with Adults and Young People who are Vulnerable to Violent Extremism & Terror" is due to be approved and adopted in Torbay.

Two members of the Community Safety Partnership Team have been trained to deliver WRAP (Workshop to Raise Awareness of Prevent) and will be delivering a programme of training to approx 400 members of front line staff, priority being given to those working in the safeguarding arena, pastoral care, Headteachers, Governors, Children's Services staff and Foster Carers. Any remaining spaces will be offered to front line workers, Police, Elected Members and others. Further training will be offered to train up Prevent Champions across the local authority to enable ongoing training to be delivered. A project manager has been meeting with a variety of teams and departments.

Through various means of communications (electronic, leaflets, social media, team briefings) front line staff are being made aware of the Prevent Agenda and the Channel Process. They are being given the opportunity to attend WRAP Training and to complete the online 'Channel – General Awareness' Training package. This will give them an understanding of Prevent and how to recognise vulnerability to being drawn into terrorism and being aware of available processes to deal with this issue.

It is the Government's view that the mainstay of this work will not constitute a significant financial burden on local authorities. The Home Office, however, does recognise that there may be some minimal costs related to the implementation of the duty and therefore propose to allocate all non-priority local authorities a £10,000 one-off payment to cover activity required to commence the Duty. Further guidance on this funding and further support being offered is currently being requested from the Home Office.

Mental Health

Mental Health impacts across crime and disorder issues and has been mentioned in previous assessments but it has been increasingly recognised over the past year both in Torbay and across the Peninsula. It is a complex area and from a crime and disorder perspective, one where little data is routinely recorded, and as a result we do not have a full picture of the extent and trends. Torbay are undertaking analysis of mental health issues in 2015/16 in partnership with Cornwall CSP and the police, and further information should be available to inform the next strategic assessment.

From 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:

- Torbay's STRA indicates that 'Vulnerable People' is an area scoring highly as a threat/risk. Mental Health will be an issue for many of these cases.
- Torbay was significantly worse than national average for hospital stays for self harm. Torbay's suicide rate was above national average but not significantly so.¹¹
- Drugs and alcohol are both issues in Torbay, and Torbay was significantly worse than the national average for drug misuse and many alcohol indicators.¹²
- Torbay was significantly worse than the national average for self reported well being.¹³

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 or ASB and their condition may make them more vulnerable. They are more likely to be victims of crime.¹⁴
- Crime can lead to mental health problems for victims – emotional and mental problems were reported by most victims of serious sexual assaults and by almost half of women experiencing domestic abuse.¹⁵
- People with mental health problems causing issues for others. Mental health problems may be a factor in behavior that causes ASB 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 time consuming to resolve.
- High rates of mental disorders among people in prison.¹⁶

Drugs

The drugs market in Torbay is changing with use of New Psychoactive Substances (NPS) increasing. This group of users are less likely to be in treatment but they are an emerging population in treatment and there is an increase in non opiate users in treatment. There appears to be a decline in the heroin/opiate market and the population of those in treatment is aging and relatively stable.

Partnership work has been undertaken to reduce the sale of NPS in Torbay and this has successfully reduced associated ASB. However there are numerous anecdotal reports of NPS causing very aggressive and worrying behaviour among users and bad health reactions among users.

¹¹ Local Health profile 2014. <http://www.apho.org.uk/default.aspx?RID=49802>

¹² Op cit

¹³ Public Health Outcomes Framework. <http://www.phoutcomes.info/public-health-outcomes-framework>

¹⁴ Victim Support (2013) <https://www.victimsupport.org.uk/sites/default/files/At%20risk%20summary.pdf>

¹⁵ ONS. (2014) Focus on Violent Crime and Sexual Offences, 2012/13. <http://www.ons.gov.uk/>

¹⁶ Prison Reform Trust <http://www.prisonreformtrust.org.uk/projectsresearch/mentalhealth>

Modern Slavery

This is a hidden and complex crime where understanding about it is currently developing. Modern Slavery can take many different forms which include sexual exploitation, labour exploitation, forced criminality or domestic servitude. The scale of modern slavery in the UK is unknown and the Home Office has estimated the scale to be 10,000 – 13,000 people. The Modern Slavery Act 2015 consolidated existing offences into one act and created a statutory duty for specified public bodies to notify the National Crime Agency of potential victims.

A Peninsula Overview was published in 2015¹⁷ and a local profile is also due. The partnership will need to consider findings from the local profile and consider what response is required.

ASB

There was a small increase in ASB last year following many years of decline and the threat level of ASB fell from High to Medium. While ASB is no longer a high threat or risk overall, there can be individual cases where the risk level is high. Repeat and vulnerable victims can be particularly at risk from harm caused by ASB and there have been some high profile cases which have resulted in fatalities. Council data indicates that 18% of people reporting ASB had a potential vulnerability.

Torbay developed a partnership tasking process in 2009 to provide a multiagency forum with the aim of discussing repeat cases with vulnerable victims that required a multiagency approach. This process has been subject to regular review and processes have changed as required over the years to ensure it remains relevant to local needs. This structure also provides a forum to discuss any Community Trigger applications.

Vulnerable Communities

Certain locations experience more crime and disorder than others and some areas may require a specific intervention. Crime and Disorder data shows that Town Centres of Torquay and Paignton experience higher levels of crime than other areas. These are among the most deprived parts of Torbay and other parts of Torbay that are deprived also experience higher than average crime and disorder. It is necessary, at times, to develop locality responses to deal with some issues. In the past the partnership has undertaken focussed work in certain locations, for example around the Castle Circus area and QED area in relation to ASB and in the Harbourside area in relation to the NTE. The following wards are most likely to have higher levels of crime and disorder. These are also the wards with the most deprivation.

Tormohun	Torquay
Ellacombe	Torquay
Watcombe	Torquay
Blatchcombe	Paignton
Roundham with Hyde	Paignton

¹⁷ Devon & Cornwall Police (2015) Modern Slavery Peninsula Overview. <https://www.devon-cornwall.police.uk/media/244119/oclp-ms-2.pdf>

Review of 2014/15 Plan

Activity	Outcome	Status
1. Supporting reductions in anti-social behaviours within deprived localities – anti-social behaviour	<p>Contribution to work of Torbay Street Wardens to assist vulnerable individuals and communities and to identify and help tackle ASB issues. The Service was operating with 4 full time wardens, covering Foxhole / QED, Hele, Watcombe and Torquay Town Centre at end of year.</p> <p>Main areas of work continue to be in assisting vulnerable people, tackling ASB, littering and fly-tipping. In light of cuts in other services they remain a crucial link between vulnerable people and statutory services. Street Wardens involved in more than 2600 service requests in 2014/15.</p>	Green
2 . Integrating Restorative Justice – anti-social behaviour	Funding the development of the Make Amends Torbay project which launched on 1st April 2015 and has been working with victims of crime and offenders.	Green
3. Maintain and improve safety within the night time economy – alcohol related harm/violence	Variety of activity funded including: 4 Key premises have now fitted and are using drugs bins. 53 drugs items were seized between 1 September 20014 and 30 January 2015; Funding from the £5k allocation has also been used to implement a new ID seizure process. The new process has provided a completely new way to deal with fraudulent use of IDs (most commonly associated with young people) with a very robust outcome. Between 1 September 2014 and 30 January 2015, 61 fake/fraudulently used IDs have been seized and provided to the police. ID scanners have also been installed in 2 gateway licensed premises to identify fraudulent use of ID and prevent underage entry.	Green
4. Supporting offenders to access treatment services – reducing re-offending	Funding to the DAAT to provide drug services to offenders. National changes are evolving drug treatment reporting whereby criminal justice treatment data is being absorbed into a generic dataset. This is resulting in difficulty reporting data neatly for the criminal justice cohort. 96% of opiate users, 91% of non-opiate users and 86% of alcohol and non-opiate users are retained over 12 weeks and not discharge – all of which are comparable with, or better than, the national average.	Green

5. Improving access to domestic abuse services	Development of website www.areyouok.co.uk . The site was formally launched during Domestic Abuse Awareness Week in November 2014 alongside promotion via social media and received media coverage. In addition targeted Facebook advertising was utilised with great success (i.e. generated significant page views).	Green
6. Supporting and challenging domestic abuse perpetrators	TDAS commissioned to provide a DA service from September 2014 and the perpetrators programme is part of this contract. This programme has not been developed at the end of the year, with changes to probation contributing to the delay.	Amber
7. Safeguarding children online	Virtually S@fe has received an MJ award and was Highly Commended within the Nominet National Internet Awards 2014. As part of the awards the team were invited to the Houses of Parliament to meet with MPs and Ministers to discuss online risks and work taking place throughout the UK to help make the internet a safer place for children and young people. More than 5000 children have received an e-safe presentation. As a result of project activity a Torbay Children, Young People and Family online safety group has also been established which includes representatives from the Children's Society and local schools. This group will complete actions and escalate issues to Torbay's Child Exploitation Sub Group.	Green
8. Contingency issues	Taxi Marshalls were employed in Torquay Harbourside area to reduce NTE related issues.	

Glossary

Acquisitive crime	Crime grouping including burglary, vehicle offences and other types of thefts.
ARID	Assault Related Incident Data
ASB	Anti-Social Behaviour
Asset	Asset is a structured assessment tool to be used by YOTs on all young offenders who come into contact with the criminal justice system.
CCG	Clinical Commissioning Group, responsible for Commissioning health services.
CSP	Community Safety Partnership. Statutory partnership between Council, Police, Fire, Health, Probation, Police Authority to tackle crime and disorder issues.
Cohort	Group of offenders who qualify for tracking of their reoffending due to receiving a substantive outcome (eg caution or court sentence) during the specific qualifying period.
DA	Domestic abuse. Abuse between partners or members of a family.
DASH	Domestic Abuse, Stalking and Harassment and Honour Based Violence
DRR	Drug Rehabilitation Requirement. A community order to provide treatment for drug problems.
ESA	Employment and Support Allowance
Hate Crime	Any criminal offence committed against a person or property that is motivated by hostility towards someone based on their disability, race, religion, gender identity or sexual orientation
HMIC	Her Majesty's Inspectorate of Constabularies. Undertake inspections of police forces and advise on improvements to practice.
IDVA	Independent Domestic Violence Advisor/Advocate
IOM	Integrated Offender Management – called TurnAround in Torbay. Multi-agency team to tackle those with the highest risk of reoffending.
LAPE	Local Alcohol Profile for England (www.lape.org.uk)
MARAC	Multi-Agency Risk Assessment Conference
MISPER	Missing Person
Most Similar Family Group (MSG)	These are Community Safety Partnership areas that are closest in terms of characteristics such as population structure. They are used to compare performance between similar areas.
Non Crime Incident	An incident recorded by the police that does not constitute a criminal offence. Recorded for risk assessment and intelligence purposes particularly in domestic abuse, hate crime and incidents involving children or vulnerable adults.
NTA	National Treatment Agency.
NTE	Night Time Economy
Operation Mansfield	Police investigation into grooming of underage girls in Torbay in 2011.
PCC	Police and Crime Commissioner
PPO	Prolific and Priority Offender
Purple Flag	Purple Flag is an accreditation scheme that recognises excellence in the management of town and city centres at night. It aims to raise standards and improve the quality.
RTC	Road Traffic Collision
SDVC	Specialist Domestic Violence Court
Street Pastors	Street Pastors are Christian volunteers who look out for and assist vulnerable people on the streets at night. They usually focus on the main night time economy areas.
YOT	Youth Offending Team. Multi-agency team to tackle offending by those aged 10-17 years.

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- Peninsula Crime Analysts Network including staff from Police Strategic Analysis Team, Cornwall Council, Devon County Council and Plymouth City Council.
- Devon & Cornwall Police Performance and Analysis Department
- Torbay Council Community Safety Team
- Torbay Council Policy and Performance Team
- Members of the Stronger Communities Board
- Safer Communities Torbay staff
- Torbay Youth Offending Team
- Torbay Council Children's Services
- Torbay Council Public Health Team
- Devon & Somerset Fire and Rescue Service
- Devon & Cornwall Probation Trust
- TurnAround (Integrated Offender Management) Team

Appendix - data and knowledge issues

Comparing performance

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

Current levels of crime compared to the previous assessment year. Local comparisons of crime rate per 1000 population of each community partnership.

National comparisons of crime rate per 1000 population / households using the Home Office 'iQuanta' family groupings, which enable us to put crime in Torbay into a wider geographical context. HMIC Crime Comparators data provides national comparators for crime types and ASB.

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

Note on alcohol related violence and night time economy data

There is no standard data routinely available on alcohol related violence and the night time economy.

There are a number of ways of examining data to investigate this area that can be used in this section.

Assault with less serious injury has been used as a proxy for alcohol related violence but as approximately a third of this is domestic abuse then this has limitations as an indicator.

LAPE provide an estimate based on applying survey data to crime records. Analysis has been undertaken of local police data to look at assaults by time and day and those with an alcohol or licensed premises connection as recorded by the police. There may therefore be differences between the data.

Torbay's night time assaults indicator is assaults between 9.00 p.m. and 4.00 a.m., excluding domestic violence where the venue is a public one e.g. street, pub, takeaway.

Note on data used

Crime data

Crime data used is from a number of sources including ONS and Devon & Cornwall Police. Data may have been provided at different times for different purposes and there can be small differences at times as data is taken from a live system that is continually being updated.

Other data

Data from a number of sources has been used this includes data and content supplied by partners and data taken from published documents, these include:

- Torbay (and South Devon) Joint Strategic Needs Assessment (JSNA).
<http://www.southdevonandtorbay.info/>
- Torbay Development Agency. Torbay Local Economic Assessment,
<http://www.torbaydevelopmentagency.co.uk/torbayeconomicassessment-july2010.pdf>
- Torbay Council. English Indices of Deprivation 2010: Key Findings for Torbay.
<http://www.torbay.gov.uk/index/yourcouncil/factsfigures/deprivation.htm>
- Association of Public Health Observatories. Torbay Health Profile.
<http://www.apho.org.uk/resource/view.aspx?RID=171859>

Data and knowledge gaps

Torbay will be working with analytical partners across the peninsula to improve data sources and develop analysis.

Appendix - assessing threat and risk

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

The STRA model has been developed by PCAN this year to put **more emphasis on the risk of harm**, rather than volume of incidence, in calculating the level of threat and risk of particular issues.

The new model scores **impact** across 4 key elements: physical and/or psychological harm to victims(s), financial harm to victim(s), damage to reputation or public confidence / media interest and cost to police and partners.

The model then takes into account **extent** (including under-reporting), **trend**, **public/community concern**, impact on **vulnerable groups** and **bench-marking** against similar areas elsewhere in the country. Each element is given a score and the total score determines the overall level of threat and risk:

(Impact x Extent) + (Sum of Weighting Factors) = overall threat and risk score

Threat and risk level	Action required
High	Presents a high threat and risk to communities of Cornwall and these are recommended as the partnership's priorities. Requires immediate action.
Moderate	It is important that the partnership continues to work proactively in these areas, to ensure that we are continuing to reduce/control the risk and meeting our statutory responsibilities.
Standard	We need to ensure that the partnership maintains an effective response in these areas, ensuring that we are controlling the risk and meeting our statutory responsibilities, where this is relevant.

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