DEVON CORNWALL ISLES OF SCILLY

COMMUNITY SAFETY PARTNERSHIPS

Peninsula Strategic Assessment 2020/21

Acknowledgements

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INTRODUCTION

What are community safety partnerships?

Community Safety Partnerships (CSPs) involve a wide range of organisations across the public, community and private sectors working together to **protect their local communities from crime** and to help people feel safe.

The **statutory agencies** or 'responsible authorities' are Local Authorities, Police, Fire and Rescue Services, National Probation Service, Community Rehabilitation Company 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.

The Peninsula incorporates **eight 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** so there are differences across the Peninsula in the way that they work.

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 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 5 May 2016 the public elected the Police and Crime Commissioner (PCC) for Devon and Cornwall. PCCs serve a four year term and the next elections are in May 2021. The role is **accountable to the public** for how crime is tackled across the Peninsula. Specifically, the role:

- **Listens to the views of the public** on community safety and **sets priorities** in a plan for the police which address community concerns;
- Ensures the **Chief Constable** directs police officers and resources to tackle the things that communities say are important and **holds him to account**;
- Sets the **police budget** and determines the precept;
- 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 alongside **national policing responsibilities**.

PCCs have a **statutory duty[1] 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.

In 2015, the Police and Crime Commissioners and Chief Constables for **Devon and Cornwall Police** and **Dorset Police** reached agreement for a large-scale **strategic alliance between the two forces**.

The aim of the strategic alliance continues to be the provision of a **more resilient police force against a backdrop of reducing budgets**, particularly around high cost, complex areas such as terrorism and organised crime.

Working together for a safer future

Since 2012, analysts representing each of the CSPs and the police have worked together to build a shared evidence base, in the form of the **Peninsula Strategic Assessment (PSA**)[2] and the suite of **Organised Crime Local Profiles (OCLPs)** that support the local delivery of the Serious and Organised Crime Strategy.[3]

The **PSA has evolved** to support the changing needs of the CSPs and the Police and Crime Commissioner in understanding and prioritising crime and disorder issues in Devon and Cornwall and developing the **Police and Crime Plan**.

It utilises the MoRiLE methodology to identify and describe the **main threats and risks** to communities across

Devon and Cornwall, bringing together the key messages from the reviews of **strategic threat, risk and harm** undertaken in each of the CSP areas.

To assist in understanding where **joint approaches** and **co-ordination of partnership resources** may be most effective, it also identifies what responses are in place, highlights any **areas for improvement** and includes examples of **best practice and innovation** from individual CSPs.

The PSA should be **read alongside** the more detailed evidence found in the **local strategic assessments and OCLPs** undertaken by the police and CSPs.

There are two thematic areas that are not covered by this assessment due to the **evidence base and strategic response** being developed and driven **outside of the local CSP arena**. CSPs are feeding into and informing this work as appropriate.

- Safety on our roads
- Criminal justice and mental health

To find out more about these areas please see Further Reading.

Consultation with communities

The views of communities are an intrinsic part of the assessment process and **CSPs consult with communities in different ways**, including local engagement events, town and parish council meetings and by undertaking surveys with residents.

Details of individual approaches in each CSP are provided in **the local strategic assessments**.

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[1] Guidance note on amendments to the Crime and Disorder Regulations 2007, Home Office 2012

[2] Published on the Police and Crime Commissioner's website
[3] Serious and Organised Crime Strategy, Home Office October 2013

A fast-moving delivery landscape

Now more than ever, our delivery landscape is a **fast-changing picture**.

COVID-19 has had rapid and significant impacts upon our **health and wellbeing, our economy and our environment** - and will continue to do so as the pandemic continues to unfold and Government support measures such as furlough and eviction protection come to end.

Food insecurity, debt and housing risk, particularly for private rental tenants, have become real life challenges for many, impacting on people's wellbeing and mental health.

For some of our most vulnerable residents, these stress factors coupled with substantial changes to daily life have **increased isolation** and heightened the **risks of harm, abuse and exploitation**.

More individuals and families are in temporary accommodation, having to live in poor conditions or **becoming homeless**, adding to the challenge of trying to support people with **complex and multiple needs.**

At the same time perpetrators have sought to take advantage of **people's increased vulnerability** and changed behaviours – such as increasing activity online and expanding covert networks.

The harm will impact over the **long term**.

Deep **inequalities in health and wealth** persist for people in the region compared with the national average, as well as between communities within the Peninsula. Closing those gaps will become more difficult as our **economy is one of the worst affected** by the pandemic and will be further affected by Brexit risks.

Plymouth and Torbay are described by national measures as deprived, but there are **pockets of significant deprivation** across the Peninsula.

Many of these areas have frequently been identified as focus areas locally due to the **strong link between worklessness and poverty**. Already facing multiple disadvantage, residents in these areas are particularly vulnerable to **widening inequalities caused by COVID-19** impacts and response.

The **underlying factors of poor health** are the **same factors that increase risk of crime** – poverty, vulnerability, previous experience of crime, unemployment and low education levels – reinforcing the importance of **a joined-up partnership approach.**

Over the last few years, **many of our towns** have experienced increasing levels of **anti-social behaviour and problems with street drinking and drugs**, including more crack cocaine use and vulnerable people being exploited by Organised Crime Groups (issues reflected across the UK).

This places **significant pressure upon services**, particularly those providing outreach and support.

Areas across the Peninsula have a **strong social infrastructure** with an active network of local town and parish councils, a large and vibrant voluntary sector and high levels of volunteering in its communities. These positive factors play a major role in **boosting the safety and resilience** of our people and our communities.

During the lockdown period many people benefitted from the **coming together of communities** and acts of community kindness and support.

Community tensions soared in some areas, however, with **rising levels of anti-social behaviour reported** and increased hostility towards neighbours seen as not complying with the rules, as well as visitors and students. Some places also saw incidents of **COVID-related racism and hate crime**.

1 in 4 people across the Peninsula **live in areas classified as rural** and these are found entirely in the Devon second tier authority areas and in Cornwall. **Rural isolation** is a real challenge in these areas in accessing social networks and essential services.

Digitisation is driving profound changes, including reducing use of high streets, as more of us shop online and work from home. In Devon and some parts of Cornwall, however, **poor connectivity** is a significant barrier to accessing services. In other areas, digital exclusion is the result of **low incomes or homelessness**.

The internet is facilitating **connectivity on a national and global scale**. This is strongly illustrated by the huge momentum gained by the **Black Lives Matter** movement, following the murder of George Floyd in the US in May 2020.

Protests happened world-wide to **speak out against racism and inequalities**, including the disproportionate impact of the pandemic on BAME communities.

We have also seen **rising anti-establishment sentiment** at a local, national and global level, particularly about COVID-19 restrictions.

Pressures on budgets and resources across the public sector, combined with a profile of **increasing complexity and volume of demand** presents significant challenges to the ability of CSPs to manage risks effectively.

About the Peninsula: key statistics

People	Current population is 1,773,000 and projected to increase by 14% to 1,922,000 by 2030 (England +9%)	5% **BAME** (not White British) 20% across England	
	432,000 are **aged 65+** (24%), rising to 28% by 2030	477,000 are aged **under 25** (27%), falling to 26% by 2030	
	18% across England, rising to 21%	30% across England, falling to 29%	
Vulnerable groups	14% live in the 20% most deprived LSOAs in England	6% of households lack central heating	**Housing**
	16% of children are living in poverty	3% across England	
	19% across England	80,000 households in fuel poverty	
Education & skills	18% of people have no qualifications	19% of people aged 16-64 are economically inactive	**Economy**
	22% across England	21% across England	
Health & wellbeing	23% of people have a limiting long-term illness	20% of households do not have a car	**Access & transport**
	18% across England	26% across England	

The Devon and Cornwall Peninsula encompasses over 700 miles of coastline, covers 3,961 square miles and incorporates **five upper tier/unitary local authorities** - Cornwall, Plymouth City, Devon County, Torbay and the Isles of Scilly – and the **eight district/city councils within Devon County**.
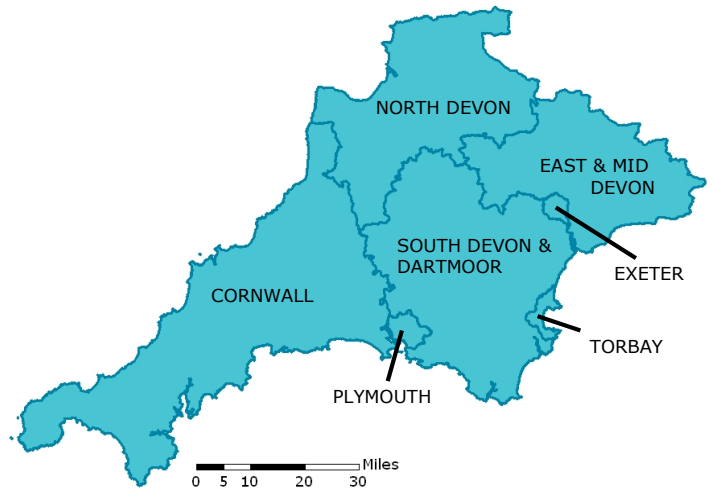
These local authorities make up our **eight community safety partnerships** (CSPs) and **one strategic County level partnership**, Safer Devon.

Within this large geographical area, we have a **population of 1.8 million residents**[4] living in 739,300 households. Our population is generally **older than the national profile** with more people aged 65+ and fewer under the age of 25.

Behind London, Devon and Cornwall experience the **second highest influx of tourists** in the country, equating to an additional 125,000 people per day across the two counties. This provides **much needed income** to the local economy but increases demand on our services and infrastructures.

Over **70,000 students also have an impact** on localised demand for services at predictable times within the academic year and they are identified as particularly vulnerable to crime.

Black, Asian and other Minority Ethnic (BAME) groups[5] 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 and this may be particularly strongly felt in rural areas.

Plymouth, Torbay 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 anywhere, CSPs face **additional challenges** in providing equal access to services for widely dispersed communities.

The **Isles of Scilly** are a cluster of islands located off the far South West of Cornwall. Scilly has its own **unique character and very few crimes** are recorded on the islands each year (less than 100 crimes annually).

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[4] Mid-2019 population estimate, Office for National Statistics, © Office for National Statistics (ONS)

5 Census 2011, White non-British, Asian, Black, Mixed, Other Ethnic Group (85,500 people) © ONS

Current partnership priorities

Cornwall

- Core work plan around high risk themes, including Safer Towns place-based approach
- Four overarching priority outcomes

Empowered communities

our communities understand the issues in their local area and get involved in the solutions

A multi-skilled workforce

our staff can assess risk and vulnerability and intervene at the first opportunity to prevent escalation of harm

Effective support for people with multiple problems

multiple problems are addressed together, and people are not sent from service to service and do not have to keep retelling their story

More positive work with offenders

support to prevent and change abusive behaviour, at the same time ensuring the best outcomes for victims

[Safer Cornwall Partnership Plan 2019-2022](#)

Plymouth

To work towards becoming a **trauma informed community safety partnership**, focusing on:

- Reducing violence and exploitation
- Reducing re-offending
- Early Intervention and prevention of harm
- Building community resilience, reducing inequalities, improving lives

Safer Families
- Domestic abuse
- Substance misuse and hidden harm
- Preventing child sexual abuse
- Trauma informed practice & ACE awareness

Safer Communities
- Youth justice
- Substance misuse and related harms
- Preventing Violent Extremism
- Emerging Issues
- Embedding trauma informed practice

Safer People
- Child exploitation
- Drug-related exploitation
- Cybercrime and online exploitation
- Modern slavery
- Embedding trauma informed practice

[Safer Plymouth Plan 2018-2020](#)

Devon – Safer Devon Partnership

- To build **safer and stronger** communities which are **better informed** and more **compassionate** and **resilient**;
- Preventing and tackling **hidden and visible harm**, including addressing the root causes of:

Intra and extra-familial **violence and abuse** | Problem **drinking** and problem **drug use** | **Exploitation**

Offending and reoffending (cross-cutting)

[Safer Devon](#) website where you can find information about district CSP priorities

Torbay

One overarching priority; a **trauma informed approach** with 3 areas of focus

Protecting the **most vulnerable individuals and communities** from crime and disorder, whilst reducing reoffending

Domestic abuse and Sexual Violence | Exploitation | Drugs

[Safer Communities Torbay](#)

QUICK FACTS: ALL RECORDED CRIME

Time period refers to the 12 months to 31 March 2020 compared with the previous year

Key Facts

- 100,251 crimes[6] / **56.6 crimes per 1,000** resident population
- **Lowest crime rate** of all 42 police force areas nationwide; Most Similar Group (MSG) average 68.6 crimes per 1000 population
- **Reduced by 6%** (6,690 crimes) compared with MSG increase of 1.3%;
- 34,623 **Anti-Social Behaviour** incidents recorded, a **reduction of 14%** compared with 2018/19

Trends
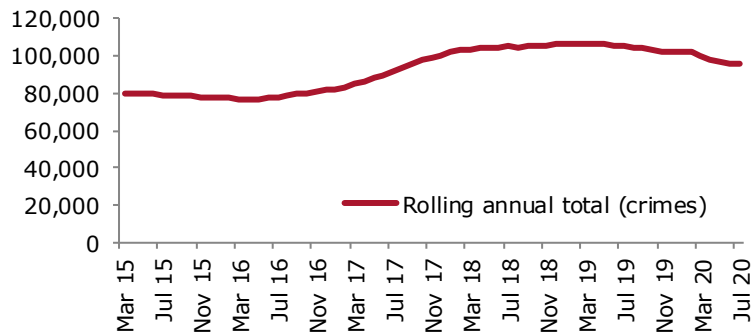
The period between June 2016 and December 2017 saw a steep rise, largely driven by increased reporting and better recording of crime.

The impact of these changes have plateaued and recorded crime is now starting to reduce.

Seasonality

A pronounced seasonal pattern, with much higher levels of crimes in the summer months. October also sees higher than average number of crimes.

Seasonal factors include lighter evenings and tourism over the holiday period.

Crimes

- Violence 41%
- Thefts 20%
- Criminal damage & arson 14%
- Public order offences 7%
- Burglary 5%
- Sexual offences 4%
- Drug offences 4%
- Other crime 2%
- Possession of weapons 1%
- Robbery 1%
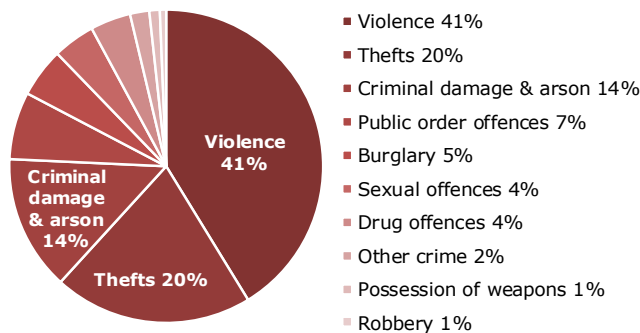
The chart shows the breakdown of crime by type

Across all crime types:

- 21% domestic abuse
- 15% alcohol-related
- 2% hate crime

Location

CSP area	Peninsula rate	MSG average
Cornwall	48.7	64.4
East and Mid Devon	40.6	49.5
Exeter	74.0	100.8
Isles of Scilly	26.5	48.6
Northern Devon	49.0	59.5
Plymouth	87.8	107.8
South Devon and Dartmoor	39.7	49.3
Torbay	83.0	98.5
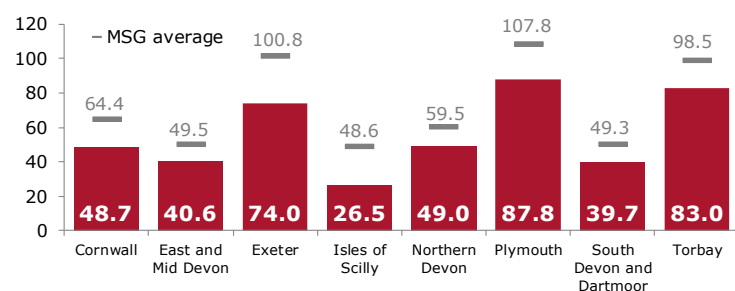
Rates per 1,000 population by CSP area:

Highest – Plymouth 87.8 per 1,000 / 23,024 crimes
Lowest – Isles of Scilly 26.5 per 1,000 / 59 crimes

Peninsula rate **56.6 crimes**

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[6] iQuanta, July 2020

Which issues have the greatest impact on communities?

In 2019 CSPs across Devon and Cornwall undertook **comprehensive local assessments of threat, risk and harm** to understand what poses the greatest risk to the safety of our residents, workers and visitors.

A full repeat of the [MoRiLE](#) analysis was not possible in 2020 due to COVID-19 restrictions. In its place CSPs have undertaken a series of **multi-agency working group sessions** to review the findings of 2019, and to **consider the impacts of the pandemic** on community safety, during the first national lockdown and ongoing.

Following these sessions, the **highest-level threats remain largely unchanged**. They can be grouped under three broad headings but are interlinked.

Domestic abuse and sexual violence

- **Domestic Abuse**, including Domestic Homicide
- **Rape and Sexual Assault**, including sexual abuse of **children**

Exploitation

- **Drug Trafficking**, including drug-related exploitation & County Lines
- **Child exploitation**, including sexual and criminal exploitation
- Modern **Slavery**
- **Terrorism**/Violent Extremism

Vulnerability & Complex Needs

- **Problem Drug Use**, including Drug Related Deaths
- **Problem Drinking** & health-related harms
- Vulnerability **on the streets**

Within these highest-risk threats, partners have identified escalating concerns around **violence and knife crime** and risks to **young people**.

Experiences of **adversity, trauma and challenging life events** during childhood and adulthood remain a key driver of vulnerability within the population – this is a **cross-cutting theme** identified in all areas.

Local and national research provides evidence that these experiences **contribute to the risk of victimisation and perpetration of harm**, violence and exploitation, and increase complexity of need.

Moderate & standard level threats

The assessment process also identified which threats posed a moderate and standard levels of risk to the safety of communities.

It is important that CSPs continue to be proactive in the **moderate threat** areas; working together to **manage the risks,** address identified problems and stop new **problems developing**.

The moderate risk threats are:

- **Anti-Social Behaviour**
- Fatal and Serious Injury **road traffic collisions**
- **Violence**, all types from serious physical assaults through to verbal assaults that do not cause injury. This also includes **violence linked to night-time drinking** in public places and violence where there is no physical injury, such as **stalking and on-line harassment** offences
- **Cyber Crime**, including frauds committed on-line and crimes directly attacking computer

systems, such as such as sending out viruses, putting a service or services out of action and hacking.

- **Hate** crime

Although numbers remain low at less than 2% of all recorded crime, the number of **hate crimes reported has increased** by 10% and there are current and escalating concerns over the **impact of both the pandemic and "Brexit"** on community tensions and tolerance.

Although overall the Peninsula crime rate remains low compared with the average for similar areas nationally, **Peninsula partnerships have high rates of violence with injury** and this is explored in more detail in this assessment.

Reported cyber-crime is noted to be just the tip of the iceberg.

Standard Level Threats are areas that are having **a lesser impact on communities** and **not placing much additional demand** on services. They may be being managed effectively as "business as usual".

The recommendation is that CSPs **monitor** these areas, ensuring that they continue to be managed appropriately.

- **Thefts** – including Burglary, Shoplifting, Thefts of and from Vehicles, Other Thefts
- Robbery
- **Fraud** (non-Cyber)
- **Criminal Damage** and Arson
- **Public Order** Offences
- Possession of **Drugs**
- Possession of **Weapons**
- Slight Injury **Road Traffic Collisions**

Although the general **trends for thefts continue downwards** and

comparative **rates are very low**, we have seen some local variation – thefts of vehicles have increased in Torbay and Northern Devon, Plymouth and Torbay have experienced small spikes in burglary.

Weapons use (particularly knives) and robbery have increased over the last year. Whilst these crimes continue to be very low volume, they **potentially may be part of a more serious harm picture** linked to organised crime and drug trafficking.

Impacts of COVID on Crime and Safety

On 23rd March 2020 the UK went into a **national lockdown due to the COVID-19 pandemic** and for 14 weeks all households were **under strict restrictions of movement** for work and leisure and social contact with others, with the aims of reducing transmission of the virus, preventing acute health services from being overwhelmed with demand and reducing the mortality rate.

Since the first lockdown ended, **restrictions have continued in a variety of forms** for different population groups and geographical areas. There was a second national lockdown in November 2020.

Lockdown restrictions **reduced opportunities for many types of crime to be committed**, including high volume crimes such as shoplifting, burglaries and Night-Time Economy violence. Overall during the first three months of the year, **all recorded crime was 18% lower** than the same period last year.

Risk was increased, however, for some aspects of crime and safety, including domestic abuse, drug use and exploitation, anti-social behaviour,

community tensions and issues affecting young people.

The lockdown escalated risk of harm for **adults and children at risk of or experiencing abuse** in the home and confined with their abuser.

Although reported levels of domestic abuse stayed within a 'normal' range during the lockdown, services are reporting that, since the easing of restrictions in July, people who had **experienced abuse hidden in lockdown** have come forward for support – the extended period without being able to access help has **caused needs to become more complex**, requiring more intensive support.

There are particular concerns about the impact on the **emotional health and wellbeing of children** confined within an abusive environment, separated from the usual routes of disclosure, safeguarding and support.

Lockdown restrictions also heightened risks for people with a **drug or alcohol dependency**, due to changes in access to services including key worker support, needle exchange and pharmacy services for prescriptions. This was particularly challenging for those who were not in secure housing.

Availability of street drugs changed, and we have seen an **influx of dangerous counterfeit drugs** (which resulted in local and national drug alerts), alongside **intensified and diversified Organised Crime Group activity**.

The number of **anti-social behaviour** incidents reported to police was above the level of last year for the whole of the lockdown period and beyond. Since April, the level of **rowdy or inconsiderate behaviour** has been just under a third higher than average for the last two years, and **neighbour nuisance has doubled**.

Around **14% of incidents** recorded during the **first national lockdown** were **COVID-specific** and the impact of this has dropped off since July. There is a **residual rising trend**, however, and we continue to see more complex and challenging cases, involving groups of individuals, persistent offending and a **dynamic profile of risk** and multiple vulnerabilities.

After the first lockdown, an **increase in serious anti-social behaviour and disorder** was witnessed across many towns in Devon and Cornwall. We have seen **community tensions** rise and more hostility, including towards neighbours perceived to be flouting the rules, visitors and the student population.

We have specific concerns about heightened risks for our **children and young people**, particularly related to the mental health and wellbeing.

Restrictions on social and learning activity have resulted in more 'living online' and **increased exposure to cyber bullying and other online risks**. Young people are presenting to services with increased complexity of needs, such as those linked to **poly-drug use and violence in the home** (both as victim and abuser).

Over the longer term, the social and economic consequences of the crisis will result in **greater poverty and hardship for individuals, families and communities** that are already vulnerable/disadvantaged.

Disproportionate **family impacts** may include domestic **abuse**, drug and alcohol problems, family breakdown, **missing children**, youth offending, serious violence and **gang associations**; **community impacts** include rises in shoplifting and other thefts, on-line frauds, **black market** sales, **drug crime and violence**.

What do the latest crime figures show?

The table below provides a quick glance at all crime and disorder recorded by the police across the Peninsula, describing whether the trend is increasing (▲), decreasing (▼) or stable (►) and how this area compares with the average for most similar group of police force areas nationally (high ●, above average ●, average or lower ●).

Crime / incident type	Trend	Rate per 1000	2019/20	2018/19	Annual change	MSG Compare rate	MSG trend
All crime	▼	56.6	100,251	106,941	**-6%**	●	►
Domestic abuse (total incidents) [1]	►	18.0	31,989	31,406	2%	-	-
Domestic abuse crimes	►	11.7	20,723	20,104	3%	-	-
Rape	►	0.9	1,620	1,565	4%	●	▲
Other sexual offences	▼	1.4	2,515	2,733	-8%	●	►
Alcohol-related crime [2]	▲	8.6	15,329	14,313	7%	-	-
Anti-social behaviour	▼	19.5	34,623	40,457	-14%	-	-
ASB street drinking	▼	1.5	2,600	3,072	-15%	-	-
Homicide	►	0.0	16	16	0%	●	▼
Violence with injury	►	8.8	15,628	15,991	-2%	●	►
Violence without injury	►	14.5	25,614	25,614	0%	●	▲
Violence - Night Time Economy	▼	2.2	3,889	4,285	-9%	-	-
Possession of weapons	▲	0.6	1,079	983	10%	●	▲
Knife crime	▲	0.3	507	440	15%	●	▲
Trafficking of Drugs	▼	0.5	862	986	-13%	●	▲
Possession of Drugs	▲	1.9	3,313	3,117	6%	●	▲
Criminal damage	▼	7.6	13,388	14,164	-5%	●	►
Arson	►	0.3	620	613	1%	●	►
Public order offences	►	3.9	6,984	7,118	-2%	●	▲
Hate crime	▲	1.1	2,002	1,813	10%	●	►
Burglary	▼	2.9	5,096	5,746	-11%	●	▼
Robbery	►	0.4	653	625	4%	●	►
Vehicle offences	▼	1.9	3,392	4,276	-21%	●	▼
Shoplifting	▼	3.5	6,183	7,601	-19%	●	►
Other theft offences	▼	5.5	9,776	12,256	-20%	●	▼
Road Traffic Casualties - KSI [3]	►	0.5	840	853	-2%	●	►
Road Traffic Casualties - slight [4]	►	2.2	3,850	3,899	0%	●	►

[1] All crimes and incidents with a domestic abuse flag

[2] All crimes with an alcohol flag

[3] Killed and Seriously Injured; 2019 calendar year compared with 2018

[4] Slight Injury; 2019 calendar year compared with 2018

National insight from the Crime Survey for England and Wales (CSEW)

Police recorded crime is affected by changes in policing activity, recording practices and by willingness of victims to report. It does, however, provide a **good measure of crime-related demand** on services. Over recent years, violent crime, sexual offences, stalking and harassment, and public order offences have seen the most pronounced impact of **improved police recording** and **changes in priorities**.

The CSEW data, which measures actual experience of crime, show a **long-term decrease** in high-volume crimes such as **thefts and low-level violence**.

The **CSEW**[7] **and police recorded data can be used together** to develop a more complete picture of crime.

In the last year the CSEW shows a **statistically significant fall in crime of 9%**. Underlying this were significant **falls in theft** (12%) and **criminal damage** (13%) and almost all other crime types saw non-significant falls.

Police recorded crime figures give a reliable indication of trends in some types of offence involving theft that are thought to be well-reported and accurately recorded by the police. In the latest year these data show:

- **9% decrease in burglary**, continuing on a long-term decline
- **10% increase in theft from the person**
- **6% increase in robbery**, a rise for the fifth consecutive year

The CSEW provides the **best measure of trends for overall violent crime**; particularly for the more common but less harmful offences (for example, assault with minor injury). Overall the **trend for violence is stable**, but within this category, assault with minor injury fell by 35%.

The police recorded crime data show **small increases in low-volume and high-harm crimes** in the last year, which the CSEW does not cover or captures less well, including offences involving knives or sharp instruments and homicide. These data show:

- **4% decrease** in recorded offences involving **firearms**
- **6% increase** in the number of offences involving **knives or sharp instruments**; at the highest level on record since recording began in 2011
- **10% increase** in the overall number of **homicides**; this includes a single incident with 39 victims[8] which, if excluded, shows a 3% increase overall

Many of these lower-volume, higher-harm types of violence tend to be **concentrated in metropolitan police force areas** such as London, the West Midlands, West Yorkshire and Greater Manchester.

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[7] Crime in England and Wales: year ending March 2020, Office for National Statistics, July 2020. This publication is largely unaffected by the pause to the CSEW and the COVID-19 pandemic.
[8] In October 2019, the bodies of 39 migrants were found in a lorry in Grays, Essex.

Local trends

Over the last 5 years, **recorded crime has risen across all areas** of England and Wales, predominantly driven by improvements in police recording and some changes in legislation.
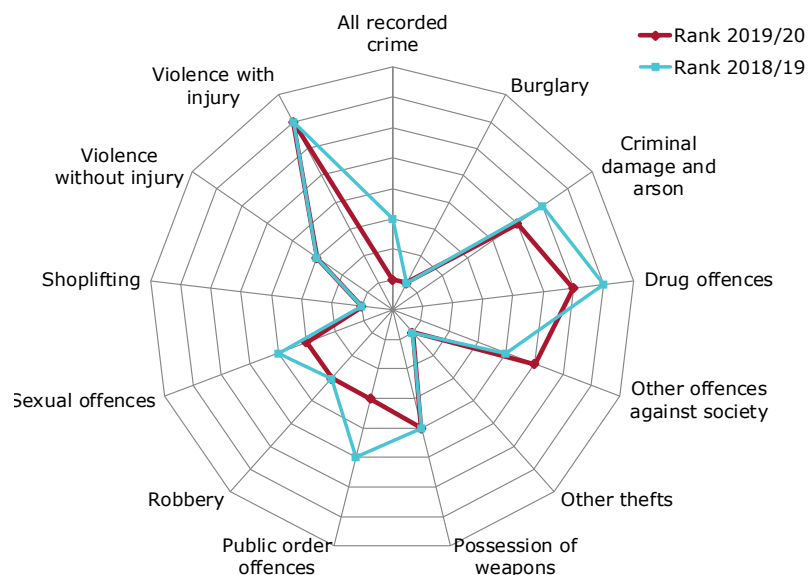This **trend appears to have now stabilised**, with the level of crimes in the types most affected – violence, sexual offences and public order offences – plateauing albeit at much **higher than historical levels**.

Crime rates have stabilised, further to steep rises in recent years

- Recorded crime **across the Peninsula** reduced by 6% in 2019/20 compared with the previous year. This equates to **6,690 fewer crimes**[9] being recorded over the last 12 months, marking the end of year-on-year increases since 2015/16;

- Devon and Cornwall Police now has the **lowest crime rate** in its most similar group of police forces – 56.6 crimes per 1,000 population compared with an average of 68.7 – and the **lowest of all 42 forces nationwide**.

The spider diagram shows 2019/20 crime rates in Devon and Cornwall ranked within our most similar group of policing areas nationally, alongside the ranks for the previous year. Note that a rank of 1 means the lowest rate in the group.

Interpreting the spider diagrams

Rates per 1000 population provide a standardised measure to compare the levels of crime in the Peninsula with the average for other areas in England and Wales with similar characteristics (known as 'most similar groups').

The spider diagrams show the ranking of our local crime rates in our most similar group, with a rank of 1 (lowest crime rate) in the centre and higher ranks (comparatively high crime rates) towards the outer edges. See Notes on the Data for more information on interpreting crime figures.

- The Devon and Cornwall area has higher ranks for **violence with injury** (7th), **drug offences** (6th) and **criminal damage and arson** offences (5th);

- Comparative changes in crime rate have either been **in line with or better** than our Most Similar Family across **all crime types**;

- We have seen an **improvement in rank** for all crime, public order, criminal damage and arson, sexual offences and 'other' offences;

- Rates of violence with injury are **greater than the average** for similar areas nationally in all CSP areas. The number of crimes was relatively stable in 2019/20 in Devon and Cornwall and reduced in Plymouth and Torbay.

Knife-related crime has increased

- We have seen a rise of **15% in crimes where knives are used** but the rate of crime remains **significantly lower** than in other areas nationally;

- Possession of a knife offences also rose, by 14%, and in all areas

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[9] Crime data to July 2020, iQuanta, Home Office

except Torbay. This has been influenced in part by a step-up in proactive work within the Peninsula on this issue;

- Around 27% of **intelligence submissions** about knife crime were linked to drugs and 13% to organised crime and suggests that **there may be a growing problem**;

- **Robbery** increased by 4%, predominantly reflecting rises in Plymouth (16%) and Cornwall (7%), although rates of robbery in these areas remain well below the average for similar areas nationally.

Increased reporting of domestic abuse and sexual violence has slowed

- The long-term drive to raise awareness about **sexual violence and abuse**, and improve victims' confidence in services, has resulted in **much higher levels of crimes being reported**, but recent trends indicate that this is stabilising;

- **Domestic abuse crimes increased by 3%** compared with last year. Locally the proportion of crimes recorded as domestic is understood to be higher than the national average;

- Overall the level of **sexual offences** was relatively stable, although **substantial rises** were noted in **Plymouth and Torbay**.

Rural areas see less crime than urban areas but share some common issues

- The urban CSPs of **Plymouth and Torbay have higher crime rates** than the larger CSPs with a greater rural component. All of the Peninsula CSPs have **lower overall crime rates**, however, compared with similar areas nationally;

- All areas have comparatively **high rates of violence with injury** and

drug offences (except the Isles of Scilly) when compared with their most similar family group. This is most pronounced in both Plymouth and Torbay but is a notable feature in the more rural areas;

- Overall drug offences have remained fairly static, but a closer look reveals a **drop in trafficking of class A drugs** (everywhere except Torbay) and a rise in possession and trafficking of other drugs. Drug crimes are strongly indicative of police targeting and priorities.

Summer crime rise places extra pressure on services

- A rise in crime levels over the summer months is to **some extent predictable**, due to seasonal effects (lighter nights and warmer weather) and the scheduling of school holidays and large scale events such as concerts and festivals, but the **impact is significantly greater in Devon and Cornwall** than the average for similar areas nationally;

- In Devon and Cornwall, the average number of crimes per month between **June and August is 8% higher** than the monthly average for the year, compared with an average rise of 4% for our most similar group of Forces and 3% across England and Wales;

- **Thefts and public order offences** are the crime types most affected.

Some types of crime are more hidden in nature

- **Under-reporting is a key limiting factor** in our understanding of the extent of these problems in our communities and in taking early harm reduction activity;

- Reported levels of **domestic abuse and sexual violence** have increased but remain **substantially under-reported**;

- From consultation and research with minority groups, we know that **reports of hate crime to the police are not representative** of their real experiences, and this is nationally as well as locally;
- **Exploitation linked to organised crime**, including drug trafficking and Modern Slavery, may not be reported due to **fear of repercussions** and risks of criminalisation.

The drug landscape has changed

We have seen the continued spread of **organised drug trafficking activity**, particularly County Lines, from the major cities into towns and rural areas across the Peninsula.

- **Crack cocaine** is more available and cheaper and use of the drug has **escalated**, especially amongst those who already use heroin;
- This brings with it a greater risk profile, including a rise in **violence and exploitation**, and serious health harms, particularly related to injecting and **drug related deaths**;
- This has increased the risks for some of our most **vulnerable populations**, including children and young people;
- The local picture also shows **increased poly drug use**, and **illicit use of prescribed medicines**, particularly amongst young people.

Although overall the **Peninsula crime rate remains low** compared with the average for similar areas nationally, we have **higher rates of violence with injury and drugs offences**.

- National research indicates that overall the proportion of crimes recorded as **domestic abuse in Devon and Cornwall is higher** than in other Force areas and this is likely also to be a factor in our higher than average violence rates.

Some people, including those who are more at risk, do not seek help

- **Under-reporting may be more acute in rural areas**, where victims may be more isolated with limited access to support – this was strongly highlighted by the National Rural Crime Network in their research into domestic abuse;[10]
- Certain populations are believed to be **less likely to report** that they have been a victim of crime and seek help – and their isolation can place them at **higher risk of victimisation**;
- Barriers can include **social** isolation, **language or cultural** differences and/or a **lack of confidence** in **or access** to reporting and support pathways;
- Local assessments highlight **knowledge gaps**, due to under-reporting or poor quality data, for people who are **homeless**, rough sleeping or otherwise transient, **minority ethnic groups**, **migrant workers** and people who identify as LGBTQI;[11]
- **Adults at risk and children** are particularly vulnerable and may **not recognise** that they are being abused or exploited.

Experience of trauma is a cross-cutting theme

Across the Peninsula, services continue to report that a growing number of people are seeking help with **highly complex and overlapping needs** for whom the current system is not supporting them to achieve good

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[10] [Captive and Controlled: Domestic Abuse in Rural Areas](#), National Rural Crime Network 2019

[11] Lesbian, Gay, Bisexual, Transgender, Questioning and Intersex

outcomes. This **recurring theme** cuts across all areas of partnership work.

Developing our ways of working to better meet their needs provides an opportunity to **reduce vulnerability and health inequalities** and also **reduce costs across the system**.

A key factor in understanding vulnerability is the **role that childhood adversity plays** in the long term social, emotional and behavioural experiences of individuals.

Across the Peninsula, partnerships are **adopting trauma informed approaches**, building on existing research and good practice from both national and international studies.

Increasing pressures on funding and resources, exacerbated by COVID

Capacity pressures are identified by all Peninsula partnerships as impacting on our ability to manage many of our high-risk issues effectively.

Delivery continues to be **constrained by funding and resourcing**

pressures. Specialist commissioned **services are working at above capacity** and unable to meet demand in some areas – this particularly affects community services for domestic abuse and sexual violence and for drugs and alcohol.

Whilst the **numerous grants** that have been made available from central government have supported innovation and creativity in service delivery, the **short-term nature of these funding streams**, alongside the shrinking of core budgets, **undermines service resilience** and presents an **uncertain picture for the future**, both in the public and the Voluntary, Community and Social Enterprise sector.

As funding in most areas of the public sector continues to reduce, partners are keen to see **services work together as a system** – with better co-ordination and appropriate training in place, particularly around people with complex and multiple needs.

Crime comparisons - urban areas

57% of the overall population within the Peninsula lives in areas classified as urban. Three of the Peninsula's CSPs are characterised as urban – Plymouth, Torbay and Exeter.

Although we have pockets of high deprivation in other parts of the Peninsula (particularly in Cornwall), the highest concentrations of deprivation are in Torbay and Plymouth. The greatest challenges are presented by **unemployment, low incomes, poor health/worklessness** and **poor quality housing**.

People living in our urban areas experience **higher levels of crime and disorder** and there are higher concentrations of demand on services – particularly for people with **complex and multiple vulnerabilities**.
Compared with other similar areas nationally, however, crime rates in our urban centres are lower than average.

These charts show how crime rates in the three urban CSPs compare with the 15 CSPs in their most similar group for each crime type.

- **Violence with injury** and **drug offences** are comparatively high;
- **Torbay performs least well** compared with its most similar group. **Possession of weapons** is a notable outlier;
- **Sexual offences** are high Plymouth and Torbay, but not in Exeter. Sexual offences in the rural CSPs are slightly closer to the group average;
- **All Devon CSPs** including Exeter have higher than average rates of **criminal damage**.
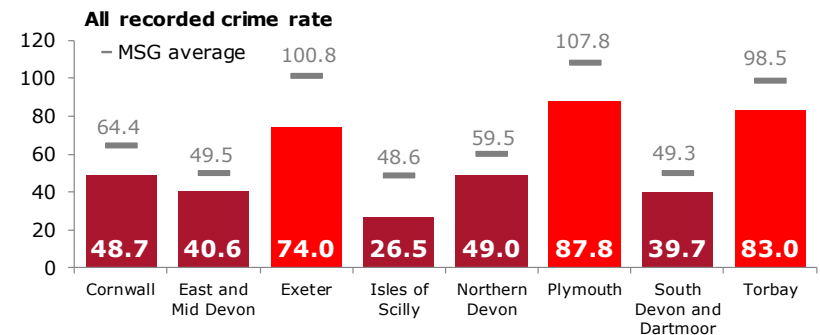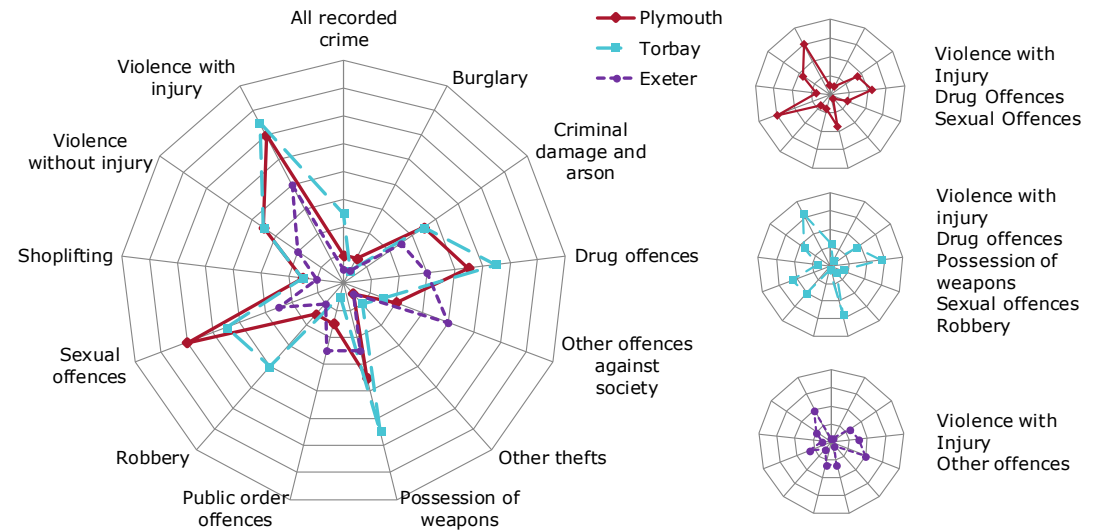
Crime comparisons - rural areas

23% of the Peninsula population live in areas classified as rural villages, with a further **20% living in town and fringe areas**. Five of the Peninsula's CSPs are characterised as predominantly rural – Cornwall, Devon (excluding Exeter) and Isles of Scilly. Our rural communities have **significant challenges around access to services**, both physically and through poor connectivity.

Just under **a third of the population** living in these areas are in the **most deprived 10%** nationally for **proximity to basic services** including a GP surgery and a shop. **Poor quality housing[12]** is a greater issue for our rural households too, with half of the population falling into the most deprived 10%.

Crime rates are lower in the more rural areas. These charts show how crime rates in the three CSPs that cover our rural communities compare with the 15 CSPs in their most similar group for each crime type.

- In common with the urban CSPs, **violence with injury** and **drug offences** are comparatively high; violence with injury in **Cornwall** is a notable outlier;
- There are **lower ranks for acquisitive crimes** such as burglary, robbery and shoplifting in the rural CSPs (except North Devon). The **lower density of shop and homes** is a key factor in this;
- As previously referred to, research indicates **higher levels of under-reporting in rural areas** for some types of crime, such as domestic abuse and exploitation, due to victims being more isolated and lacking ready access to help and support.

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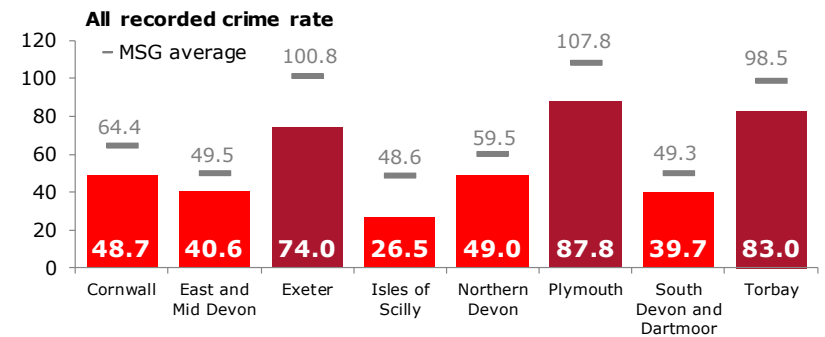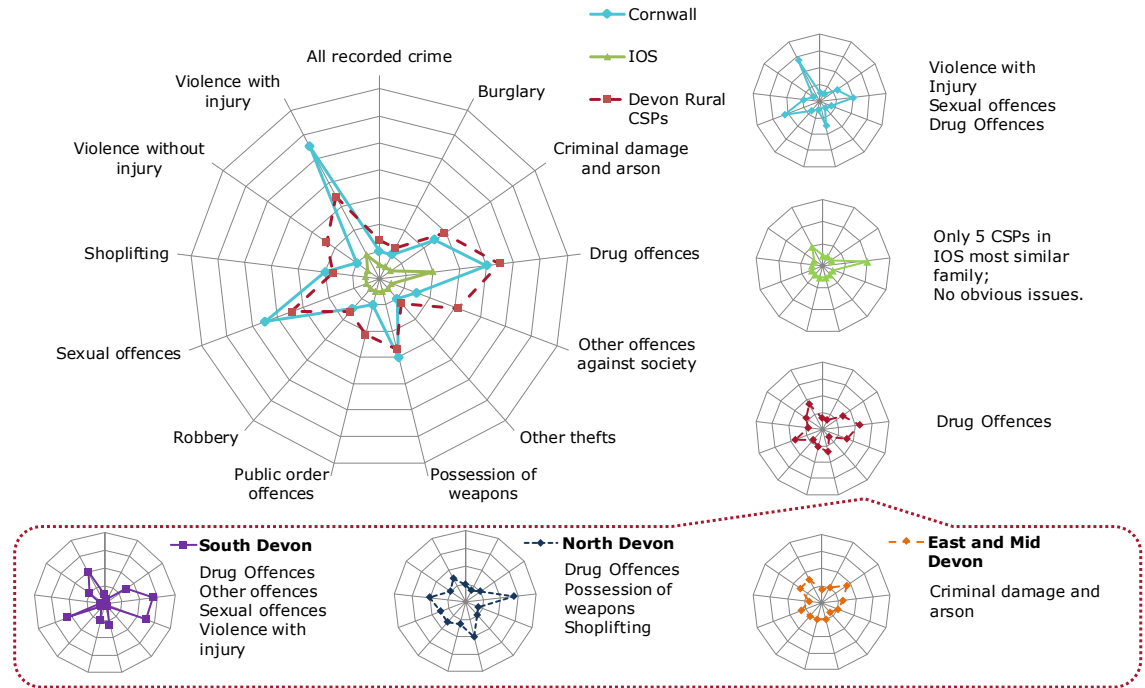
[12] This is measured by houses without central heating/social and private homes that fail to meet the Decent Homes standard

Domestic Abuse and Sexual Violence

Domestic abuse

Thematic area	Risk to the public	Organisational Risk
Domestic abuse	High	Significant concerns

National estimates indicate that **5.5% of the population** aged 16-74 years were victims of domestic abuse in 2019/20; 7.3% of women and 3.6% of men. This equates to **70,000 victims in the Peninsula**.

32,000 incidents of domestic abuse were reported to the police in this year, with an estimated 24,000 victims; a third of the estimated number.

Crime in England and Wales, Office for National Statistics 2020; Devon & Cornwall Police

Estimated **70,000 victims** 5.5% of the population

Domestic abuse covers a **broad spectrum of abusive behaviours** including physical and sexual abuse, violence and threats, control and coercion, economic abuse, psychological and emotional abuse, stalking, 'honour-based' violence, forced marriage and female genital mutilation. It is **commonly referred to as a 'gender-based issue'** because the majority of reported crime consists of violence by men against women, but **it occurs across society**, regardless of age, gender, race, sexuality, wealth, and geography.

The consequences are **far-reaching and long-lasting**, for the victim and family members, particularly children. Aside from physical injuries, the psychological harm can be complex and challenging. It can result in death (domestic homicide and suicide).

National research indicates that around 1 in 5 children[13] have been exposed to domestic abuse. Witnessing violence/abuse is a major component of **Adverse Childhood Experiences** (ACEs) and is linked to the **experience and perpetration of harm** and abuse during adulthood. It significantly affects outcomes for children but also has longer term impacts on the **health, wellbeing and mortality** of the wider population.

Costs to respond to domestic abuse are felt in all agencies and can be **long-term and repeated** – as both **direct costs** (police and criminal justice, health, social care and housing) and **indirect costs** (mental and physical health impacts in later life). There is also a **considerable cost to the economy** through time off work and reduced productivity.

Headlines for 2020

- **Heightened risk** of abuse and more serious harm due to **COVID restrictions and ongoing impacts**, resulting in increased volume of people needing support and greater complexity of needs; particular concerns about both short and longer term **impacts on the emotional health and wellbeing of children** exposed to abuse in the home;
- **Child to parent/carer violence** is a growing concern – local areas highlight increasing/ high levels of referrals for support linked to this issue and concerns from professionals; **domestic abuse in a safeguarding context for older people** has also been raised, particularly where dementia is an added complexity factor;
- The new Domestic Abuse Bill places **additional duties on partners**, including a duty for local authorities to provide support to victims and their children who are living in safe accommodation (based on assessment of local needs). **New Statutory Guidance** will outline best practice for multi-agency working and commissioning.

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[13] Radford, L. et al (2011) Child abuse and neglect in the UK today; 17.5% of 11 to 17 year-olds said they had been exposed to domestic abuse between adults in their home.

Prevalence and trends

Recorded crime:
- DA crimes 20,723 ▲3%
- DA non-crimes 11,266 ▶0%
- Total DA 31,989 ▶2%
- 41 DHRs since 2011, 5 this year

Domestic abuse, rate per 1000 pop

■ Crimes ■ Non-crime incidents

	Peninsula	Cornwall	Devon	Plymouth	Torbay
Total	22.2	20.7	16.8	31.7	32.6
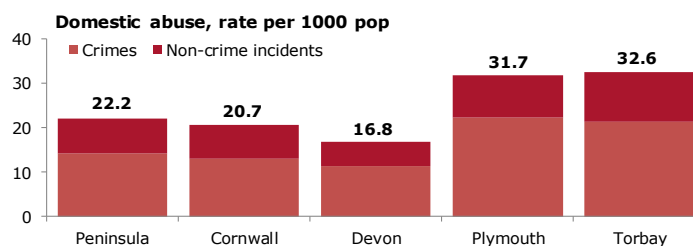
- The **increasing trend** in reported domestic abuse has **slowed in the last year**;
- Previous rises in domestic abuse are largely thought to **reflect factors related to improving recording**, more active encouragement for victims to come forward to report these crimes and greater victim confidence in services to help and support them. National measures show a small drop in experience of abuse in the population over the last 5 years;
- Despite the rise in reports, an estimated **two thirds of domestic abuse victims do not report the incident** to the police, with higher under-reporting rates for men than women;
- **Under-reporting** continues to be identified as a **major limiting factor in our understanding** of the scale and nature of domestic abuse.

COVID impacts

- Locally and nationally, concerns were raised about the **heightened risk of domestic abuse** for victims and families confined with their abusers under lockdown restrictions – evidence of this locally was mixed; DA commissioners and leads started meeting regularly to review service sustainability, during lockdown and beyond, organised by the OPCC;
- Reporting of DA crimes saw a **similar pattern to that seen the previous year**, and numbers were within the expected range. Commissioned DA support services in **Cornwall, Plymouth and Torbay** saw the number of referrals and helpline queries **reduce during the first lockdown**, whereas **Devon reported a rise** in demand from both new and existing clients and cases. Other impacts were noted, however, such as a **rise in people fleeing abuse** in Cornwall, where demand for safe accommodation outweighed capacity;
- Many of the people who experienced **abuse hidden in lockdown** have now come forward for support. The extended period without being able to access help has caused **needs to become more complex**, requiring more intensive support; Plymouth and Cornwall in particular noted increased impact upon mental health of victims, including more reports of individuals experiencing **suicidal ideation**; specific concerns about **impacts on the emotional health and wellbeing of children** confined within an abusive environment, without the usual routes of disclosure, safeguarding and support;
- **Face-to-face DASV training was disrupted** initially but some provision resumed virtually; the OPCC applied for and distributed over £600,000 in Government funding to provide **emergency support to DASV services** across the Peninsula.

Response

- **Comprehensive DASV strategies** are in place and **partnership working in this area is strong**, but effective delivery is constrained by funding, particularly **short-term grants**;
- All areas have **specialist services in place** to work with victims and their children; there are **refuge/safe accommodation places** in all areas, including specialist complex needs provision in Cornwall and Plymouth; provision for those **engaging in abusive behaviours** is developing, including specialist support for **young people and their families**;
- **Healthy Relationships and Operation Encompass** delivery in schools across the Peninsula; all areas are improving identification and early intervention in GP surgeries through **training and pathways in Primary Care**.

Knowledge gaps

- **Adult safeguarding** cases – including older people and those with a **learning disability**; **hard to reach** victims, **rural** and small communities, abuse in relationships for **young people under 18**; **Female Genital Mutilation and Honour Based Abuse** may be missed due to cultural/ language barriers; coercive control; scale of **online** harassment and abuse.

Domestic Homicide

Thematic area	Risk to the public	Organisational Risk
Domestic Homicide	Significant	Minor concerns

Domestic Homicide Reviews (DHRs) are a statutory responsibility of Community Safety Partnerships and came into force in April 2011. They are:

> "…a locally conducted multi-agency review of the circumstances in which the death of a person aged 16 or over has, or appears to have, resulted from violence, abuse or neglect by:
>
> A person to whom he or she was related, or with whom he or she was or had been in an intimate personal relationship or a member of the same household as himself or herself"

A DHR is usually undertaken in cases of homicide but can **also be undertaken in cases of suicide**, where domestic abuse is evidently a factor. The purpose of a DHR is not to reinvestigate the death or to apportion blame – the focus is on **establishing the lessons to be learned** to improve service responses for the whole family and prevent further deaths.

A DHR also identifies the **actions required**, a timeframe and expected outcomes. The associated reputational risks associated with DHRs are significant as this can **extend to corporate manslaughter** if we fail to respond adequately to the recommendations.

Since April 2011, **43 Domestic Homicide Reviews** have been instigated across the Peninsula CSPs, **7 of which were in the last year**. These were in Devon County and Cornwall only – it is of note that neither Plymouth nor Torbay have had a domestic homicide for several years.
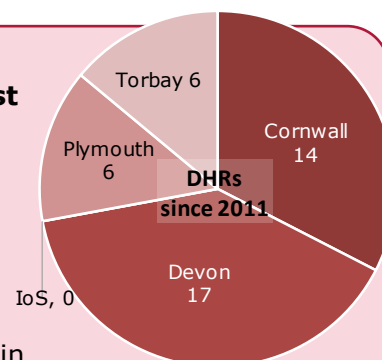
Cases continue to involve **significant complexity and multiple vulnerabilities**, including problems with mental health and drug use, and experience of previous trauma, including childhood abuse. **Coercion and control** continue to feature as a key factor in domestic homicides, especially in cases involving older people.

DHRs recommendations emphasise the importance of **training to support early identification** and **trauma informed approaches**. A recurring theme is the **lack of longer term intensive support** for victims, which is critical in supporting those with complex needs and for those whose children have been removed. **Key themes are now being shared** through local DHR briefings.

DHRs can be **costly**[14] and place **considerable demands on agencies involved**, particularly complex cases. Previous reviews of the DHR process highlighted **challenges for local areas in resourcing DHRs** and implementing the recommendations. It is noted that the Home Office have not addressed national recommendations e.g. training medical practitioners.

Where appropriate, **DHRs have been undertaken jointly** with a Safeguarding Adults Review (SAR) or Rapid Review/Child Safeguarding Practice Review and it is noted that **these processes are more flexible** in terms of approaches based on need and previous learning.

Nationally, there was an **increase in domestic killings during the first national lockdown** period.[15] This underlines the implications of lockdown measures in strengthening the control exerted by abusers over victims and increasing the level and intensity of violence.

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[14] Estimated average £13k for basic costs (Chair, administration, chronolator and external expertise)
[15] The Guardian (2020), Domestic abuse killings 'more than double' amid COVID-19 lockdown.

Rape and sexual assault

Thematic area	Risk to the public	Organisational Risk
Rape and Sexual Assault	Significant	Significant
Other sexual offences	Minor	Minor concerns

National estimates indicate that around **1.8% of the population** aged 16-74 years were victims of a sexual assault in 2019/20 – this equates to **23,400 victims** in the Peninsula (18,800 women and 4,600 men).

By contrast, police data shows that **2,400 sexual assaults involving adult victims** were reported in 2019/20.

Crime in England and Wales, Office for National Statistics 2020; Devon & Cornwall Police

Estimated **23,400 victims** 1.8% of the population

The impacts of sexual violence upon a person are well documented and include long term harm to **mental health and emotional well-being**, alongside other impacts such as reduced **social functioning**, chronic **physical health** conditions and negative consequences for **sexual health**.

Costs affect multiple agencies and can be long term but are **often hidden** or not recognised. This includes **direct costs** to respond (police and health) and **indirect costs** (mental/physical health impacts in later life). **Past life trauma is a common feature** in more complex cases requiring specialist support.

Around 1 in 10 reported sexual assaults involves a male victim, but the prevalence estimate puts victimisation at 1 in 5, indicating **higher levels of under-reporting amongst men**.

Police forces across the country have seen **rising trends in recorded sexual offences** over the last five years. The evidence suggests that a **greater willingness of victims to report** and **improvements in police recording and response** are key drivers of the increase. Over the same time period the Crime Survey for England and Wales does not indicate that victimisation has significantly increased.

Key issues for 2020

- **Heightened risk** of escalation of harm and hidden sexual violence due to **COVID restrictions**; some increases in demand on specialist services but not evenly across the Peninsula, **greater presenting complexity of cases**, including learning disability, mental health issues and problem use of drugs and alcohol;
- Gaps/insufficient capacity in pathways and therapeutic support for individuals reporting **non-recent sexual violence and abuse**;
- Police highlight a specific knowledge gap around **sexual exploitation linked to County Lines/Dangerous Drugs Networks**; we continue to see evidence that sexual violence is being used as a method of control in **drug trafficking/exploitation**, particularly targeting vulnerable women and young people; hidden harms/risks with victims unlikely to seek help.

Prevalence and trends

Recorded crime for victims aged 18 or over at time of report:
- Rape 1,256 ▲7%
- Other sexual offences 1,145 ▼-5%
- Child sexual abuse reported by an adult 507 ▼-16%
- Rates of 18+ sexual offences are highest in Plymouth and Torbay.

Sexual offences, adult victim, rate per 1000 pop 18+

■ Rape ■ Other sexual offences

	Peninsula	Cornwall	Devon	Plymouth	Torbay
Rate	1.7	1.5	1.3	2.8	2.1
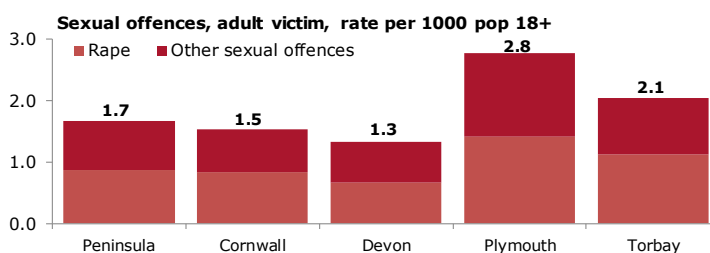
- Locally we have seen a **steep rise in sexual offences** reported to the police, in line with national trends. Although overall the trend for sexual offences has stabilised, the number of **crimes involving adult victims has seen a further increase**, whereas offences involving child victims have reduced (see Child Sexual Abuse and Exploitation);
- Despite the increase, there remains a **significant gap** between estimated experience of sexual violence in the population and crimes reported to the police.

COVID impacts

- Similarly to domestic abuse, concerns were raised about the **heightened risk of sexual violence** for adults in abusive relationships whilst confined with their abuser under lockdown restrictions – and again, evidence of this locally was mixed;
- The pattern of **sexual violence crimes reported to the police** showed a fall in the first five weeks of the initial lockdown period, after which numbers increased again. Numbers have fluctuated but remained broadly **within the expected range**;
- Cornwall SARC experienced a drop in referrals in the first quarter but Devon's SARCs saw increased demand for services (after a small dip in April), including more referrals for children. **SARCs report an increase in complexity of cases**, including learning disability, mental health issues and problem use of drugs and alcohol – with COVID restrictions acting as an underlying complicating factor. Other services have reported higher levels of calls (such as the Women's Centre helpline);
- An **increase in people seeking help for non-recent sexual abuse** was noted across the Peninsula, citing the triggering effects of lockdown on survivors and disruption to routines and coping strategies;
- **On-line provision** has been highlighted as a welcome addition to services and potentially opens up a rapid alternative route to access help for some that couldn't previously engage.

Response

- **Comprehensive DASV strategies** are in place and **partnership working in this area is strong**; all areas have **specialist services in place to work with victims** but funding arrangements across the Peninsula are varied and fragile; **very little is available** currently to support **people who demonstrate sexually abusive behaviours**;
- **Healthy Relationships programmes** are offered in all areas but resources for wider preventative work are limited;
- Where **routine enquiry in health settings** is established this is proving beneficial in increasing **identification and disclosures**, and improving **communication** and engagement across services;
- There is insufficient service capacity in Cornwall for victims seeking **therapeutic support for non-recent sexual abuse** and Plymouth also noted a gap for clear pathways for reporting non-recent sexual violence.

Knowledge gaps	- Significant gaps around **those who demonstrate abusive behaviours** – small evidence base to draw on and a lack of community models; - There are some **significant areas of hidden risk around our more vulnerable populations**, such as people who are **street homeless** or otherwise transient, people with **mental health problems** and other vulnerabilities and **people working in the sex industry**. The police are less likely to be aware of these crimes and services find it more challenging to engage victims in support; - Additional knowledge and skills are needed to support **individuals with a learning disability** and to recognise risk and vulnerability to exploitation.

Child Sexual Abuse

Thematic area	Risk to the public	Organisational Risk
Child Sexual Abuse and Exploitation	Significant	Significant concerns

An estimated **1 in 20 children** in the UK have been sexually abused – this equates to **23,900 children in the Peninsula**.
Girls and older children are more likely to experience sexual abuse, and the vast majority of children who experience sexual abuse were **abused by someone they knew**.

NSPCC Statistics Briefing: child sexual abuse April 2019

Estimated **23,900 children** 1 in 20 of the population under 18

Child sexual abuse relates to forcing or enticing a child or young person into taking part in sexual activities. This **can involve physical contact and non-contact activities**, and **grooming** for the purposes of abuse, and can take place **in person or virtually**. Child sexual exploitation is a form of sexual abuse and the two issues are highly interlinked.

Experience of abuse is a key component in **Adverse Childhood Experiences**, leading to poorer life outcomes and an intergenerational cycle of abuse. Although it often affects individuals over their life course, **victimisation often doesn't become apparent until identified in later life**.

We know that **child sexual abuse is under-reported**. Sexual offences against children have been reported in increasingly higher volumes since Operation Yewtree[16] in 2012, revealing a significantly greater extent of harm for both non-recent and current abuse.

As for sexual offences against adult victims, despite the increase in recent years, there remains a **significant gap** between estimated experience of sexual violence in the population and crimes reported to the police.

Key issues for 2020

- Risk of **escalation of harm and hidden familial sexual abuse** due to COVID restrictions; some increases in demand on specialist services but not evenly across the Peninsula;
- Continued concerns about **sexual violence amongst children and young people**, arising from unhealthy relationships and peer group cultures, where it is linked to harmful attitudes towards sexual relationships and sexual behaviours;
- We need to ensure that **the voices of children and young people** are heard and what they need and want is informing service design.

Prevalence and trends

Recorded crime, victims U18 at time of report:

- Rape 356 ▼-9%
- Other sexual offences 1,230 ▼-11%
- Child sexual abuse reported by an adult 507 ▼-16%
- Peer on peer offences 552 ▼-6%
- Crimes related to indecent photographs of children 715 ▶-1%

Sexual offences, child victim, rate per 1000 pop U18

Rape ■ Other sexual offences

Peninsula	Cornwall	Devon	Plymouth	Torbay
4.7	4.3	3.7	7	6.6

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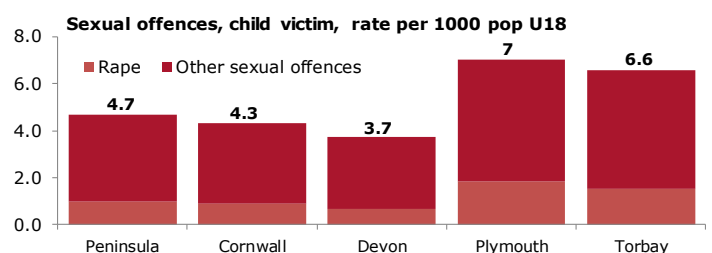
[16] Operation Yewtree was a high-profile investigation into sexual abuse allegations, predominantly the abuse of children, against Jimmy Savile and others. The investigation, led by the Metropolitan Police Service, started in October 2012.

- In line with national trends, reported crimes of **child sexual abuse** increased year on year from around 2013/14. In 2019/20, however, the number of **crimes dropped by 11%** further to the trend having stabilised in the preceding 12 months;
- Based on age at report, 40% of sexual violence reported in 2019/20 was against a child victim and a further 13% related to child sexual abuse reported by an adult, meaning **that sexual offences against children accounted for 53%** of reported sexual violence;
- The **most common relationships** between victim and alleged abuser are **peer/friend**, **family member**, **stranger on-line** and **boy/girlfriend**. Children who engage in abusive behaviours **require a different response to adults**.

COVID impacts

- Nationally the risks of child sexual abuse were expected to increase[17] during the first period of COVID-19 restrictions, driven by the reduced oversight from schools and increased **online sexual abuse and grooming**; a heightened risk of familial abuse was also noted due to increased opportunity for abusers and less chances for victims to seek help;
- The latest NSPCC briefing[18] reports a threefold increase in the number of Childline counselling sessions about **child sexual abuse within the family**, with abuse often having got worse due to lockdown. Similarly to adults, there was also an increase in **children seeking help for past abuse**, triggered by spending more time alone and without the usual distractions;
- Cornwall SARC reported a dip in referrals in quarter 1 but Devon SARCs have seen a sustained increase in referrals for children and Plymouth noted an **increase in sibling related incidents** during lockdown. Voice of young people work (NSPCC) indicates that many young people experience harmful sexual behaviour as a norm that they know is not ok, but do not report it to anyone;
- Conversely, **lockdown restrictions will have reduced the opportunity for some types of abuse** to occur, e.g. some of the less serious sexual offences may not have happened due to **reduced social contact between young people** during lockdown. In Cornwall a drop in other sexual offences for under 18s was noted, providing some evidence of this.

Response

- **Specialist services are in place to work with victims** – Sexual Assault Referral Centres (including the Paediatric Centre of Excellence in Exeter), support and therapy; **Healthy Relationships** is delivered in schools across the Peninsula; **limited support in the community** for people with **sexually abusive behaviours**, especially for young people;
- **Routine enquiry is becoming more widely embedded** and health professionals are getting better at recognising signs of sexual abuse; some professionals said that the initial drive to improve the response to sexual exploitation resulted in less action for sexual abuse;
- **Whole family and trauma informed approaches** are improving but still new to some partners; more work is needed to ensure that **the voices of children and young people** are heard and what they need and want in a response are key drivers in service development.

Knowledge gaps	• Under-reporting identified as a major limiting factor, particularly from **'seldom heard groups'** such as children with disabilities; **home educated students are more isolated** from peers and professionals and may be more vulnerable to online exploitation and abuse; young people around **transition age** in danger of 'falling through the gap' in services; • **Peer to peer abuse and exploitation is likely to be an under-reported area** and there is a danger that both victims and authorities may view an act of abuse as "experimenting".

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[17] [NCA predicts rise on online child sexual abuse](#), Guardian (2020)
[18] [Impact of the Coronavirus Pandemic on Child Welfare: Sexual Abuse](#), NSPCC August 2020

The good stuff – what CSPs are doing

Working with people who engage in abusive behaviours

Peninsula-wide

In October 2020 the **OPCC in partnership with domestic abuse commissioners** from Cornwall Council, Plymouth City Council, Torbay Council, and Devon County Council, successfully applied to the Home Office Domestic Abuse Perpetrator Fund. Using a 4-tiered model, the fund will help us to create a **community and system wide response for people who engage in abusive behaviours** which reduces harm and improves outcomes for people affected by domestic abuse.

- **Tier 1 Action through Awareness** – to include Bystander Training and the delivery of the Respect young people's training programme
- **Tier 2 Action through Ownership** – to include CRAFT training and bespoke AHIMSA training in Plymouth
- **Tier 3 Action through Targeted Intervention** – including Integrated Offender Management (IOM) behaviour change IDVA, support for Cornwall's Change 4U programme and a new IOM perpetrator engagement offer in Plymouth
- **Tier 4 Action through Evidence** – an evaluation of the proposal to inform future service re-commissioning and to inform the next Police and Crime Plan.

Behaviour Change Independent Domestic Violence Advisor

Devon and Torbay

Following the success of the **Exeter-based IOM Behaviour Change pilot**, (funded through the OPCC devolved grant to the Safer Devon Partnership), the programme has been scaled up to support further work with people who engage in abusive behaviours across Devon and Torbay to challenge harmful patterns of behaviour.

- It is a whole family approach with a **Behaviour Change Independent Domestic Violence Advisor** (BC IDVA), co-located within the IOM Team, working with the individual engaging in abusive behaviour, an IDVA working with the victim and Children's Resilience Workers working with any children in the family. The programme is now being expanded to include a **housing component**;
- The **programme is showing successful outcomes** with 79% reduction in reported domestic abuse crimes and in convictions and a reoffending rate of less than 5%. The programme is **undergoing rigorous evaluation from Exeter University** to establish an evidence base for future provisions and to promote the approach as best practice across the Peninsula.
- The Safer Devon Partnership is also using some of the devolved grant this year to **pilot a Young Person's BC IDVA**, co-located in the Youth Offending Team, who will work with adolescents displaying harmful patterns of behaviour.

Domestic Abuse Safety Car

Plymouth and Cornwall

- The Safety Car is being piloted in Cornwall and Plymouth. It provides an **enhanced response to police call-outs for domestic abuse**, with specialist support from commissioned DA services alongside a response officer with enhanced DA training;
- This enables the victim to access immediate support and provides extended DA provision across evenings and weekends. An independent evaluation is being completed but initial findings suggest the pilot has been **successful in engaging and supporting people earlier**, therefore reducing future risk.

Standing Tall Partnership

Torbay

- Community groups and organisations based in **Paignton** have come together in the **new Standing Tall partnership** around domestic abuse and sexual violence, which has formed out of the Torbay DASV Community Forum;
- The partnership includes Ladies Lounge, Make Amends, Shekinah, The Devon Clinic, Rising Moments, What's Your Problem CIC, Torbay Community Development Trust and Healthwatch Torbay;
- Since its formation in 2020 and during the national COVID lockdown period the partnership has **received over 100 referrals**.

Eos project – safe accommodation and support for complex needs

Plymouth and Cornwall

- The Peninsula Eos Project was established using two-year grant funding secured from MHCLG to develop a whole system approach for **women and families with complex needs fleeing domestic abuse**. The main aims of the project are to provide **specialist housing support**, roll out a **workforce development programme** across the Peninsula to upskill the workforce and **invest in system change** to share and embed best practice. The **funding ends in March 2021**;
- In Cornwall this has funded **12 units of accommodation** for those fleeing domestic abuse who have **additional complex needs**, providing drug and alcohol tolerant housing with access to specialist support, health care and recovery services on-site and a range of trauma-informed support to promote recovery and independent living; the Vulnerable Women's Unit also now offers a **self-contained unit designed for use by women with disabilities**, the first of its kind in the South West;
- In Plymouth the funding is providing a **Complex Lives IDVA** (1.5 FTE) specifically to support **women with multiple vulnerabilities**, including housing/homelessness issues and drug and alcohol dependency.

Primrose House – trauma-informed women only accommodation pilot

Plymouth

- Pause works with women who have **experienced, or are at risk of, repeated pregnancies** that result in children needing to be removed from their care. Through an intensive, relationship-based programme, Pause aims to **give women the chance to pause and take control** of their lives;
- Almost every woman supported has **experienced control and violence**, and although referrals are made (domestic abuse support, housing etc.), they struggle to engage effectively. Safe, trauma-informed and nurturing accommodation is highlighted repeatedly as a need, but some women receiving support from Pause are in **inappropriate/risky living situations**, with options such as B&B and hostels not providing suitable alternatives;
- **Primrose House is a pilot to provide 5 single rooms** in a homely and safe house with a communal kitchen and living area alongside intensive support, including out of hours. The women can also **access other groups and services** needed via Primrose House and Sunflower Women's Centre;
- Referrals are received through the usual homelessness referral route, but **Primrose House is not a crisis option** and each case is assessed individually. The vision is that women who have begun to make changes and work towards particular goals can have the opportunity to live somewhere where this is understood and reinforced, alongside good boundaries, clear expectations and a nurturing environment;
- This pilot will be **evaluated in the new year** to drive future funding bids for a sustainable service.

Exploitation

Exploitation features prominently within our **highest risk community safety issues**, either as the primary cause of harm, or as a major contributory factor.

Exploitation involves people being groomed and coerced into doing things for another person's gain – this could involve taking part in activities that harm them or other people, becoming involved in criminality, and handing over possessions, money and property.

It takes many forms including modern slavery and human trafficking, enslavement, forced labour, sexual exploitation, and drug-related exploitation. Financial exploitation is a growing concern, taking place through scams, internet fraud and cybercrime. Exploitation is also **key factor in radicalisation**, with extremists using propaganda and hate to groom people into supporting and enacting violent extremism.

Exploitation can affect anyone, although with the rise in online grooming more sections of the population are becoming vulnerable – a trend amplified during the first COVID-19 lockdown due to **increased activity online** by both potential victims and perpetrators.

The **cost of exploitation** to law enforcement agencies and to wider society **is substantial**. The activities of Organised Crime Groups often **span large geographies**, involve a **network of perpetrators** and the **victimisation of many individuals** and require significant resources to disrupt and safeguard victims.

Child Exploitation

Thematic area	Risk to the public	Organisational Risk
Child Sexual Abuse and Exploitation	Significant	Significant concerns

The Government identified child sexual exploitation as one of the key crime strands to be tackled through the **Serious and Organised Crime Strategy**.[19] Practice and governance has quickly shifted beyond child sexual exploitation to include **consideration of children and young adults who are at risk of all forms of exploitation**, including criminal exploitation and being targeted by County Lines or other drug trafficking activity.

Key issues for 2020
• Risk of **escalation of harm and hidden risks** due to COVID restrictions, with exploitation being harder to identify, disrupt and intervene – continuing to impact after restrictions lifted;   • **Sexual violence/exploitation as a form of control and grooming** in County Lines, ensuring that we have the right response to identify and address the risks;   • We need to ensure that **the voices of children and young people** are heard and that service responses are informed by lived experience.
Prevalence and trends
• CSE flagged crimes 183 ▲95% (see note) • Partner intelligence (last 6 months):   • Missing episodes – children 4,451 ▼-13% o Child Sexual Exploitation – 113 (12%)

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[19] Serious and Organised Crime Strategy, HM Government 2018

- Partners believe that the **prevalence of exploitation is increasing** but the true scale is unclear; currently **available data** related to child exploitation is **too limited** to provide reliable indication of current trends; use of the CSE flag within police data has increased but the contexts in which it is applied are **inconsistent**;
- Nationally, law enforcement agencies are **safeguarding over 600 children per month** to tackle online child sexual exploitation. Child criminal exploitation is strongly linked to drug related exploitation – the Children's Commissioner estimates that up to **30-50,000 young people could be affected by County Lines**, with those in their mid to late teens most likely to be affected – although children much younger have been known to be involved;
- **Extensive training** has been undertaken within frontline services and schools to identify exploitation and the **pathways to intervention and support** have improved; this is resulting in **more visibility of the issues** and more targeted action being taken.

COVID impacts

- Along with other types of abuse in the home and on-line, the risks of child exploitation were expected to increase[20] under COVID-19 restrictions, driven by the **reduced oversight** from schools and other professionals, increased **activity online** and **isolation** (as a contributing factor in vulnerability);
- Despite restrictions being in place, **some vulnerable young people continued to meet with others outside the home**. Without the usual safeguards in the community, exploitation activities were harder to identify, disrupt and intervene. This also presented additional concerns around **heightened risk of COVID transmission**.

Response

Public information campaigns have raised awareness in the community and within agencies about exploitation; #CE The Signs was running in Cornwall when this assessment was written.
- **Multi-agency arrangements are well-established** to manage and respond to child sexual exploitation cases; all areas except Torbay have expanded these forums to consider and respond to criminal and drug-related exploitation of young people;
- **Adolescent Safety Frameworks** developing in Devon and Plymouth will enable contextual understanding and interventions for children and young people at risk of child exploitation. Plymouth is seeking to ensure that **child exploitation screening tools** are used consistently to provide qualitative and informed professional judgments as to risk and the lived experience of a child/young person; understanding of **risk factors and vulnerability** amongst non-specialist services still needs to improve;
- One of the challenges is that the groups identified are often a **mix of young people both under and over the age of 18** - the problem transcends the boundaries between children's and adults' services, but the response often involves separate child/adult approaches to risk;
- The police's online Partner Agency Information Form went live in October 2018 and partners report that **information sharing has improved**.

Knowledge gaps	- Some groups expected to be at higher risk, but true impact is unknown – including **home educated students** due to their relative isolation and young people around **transition age** in danger of 'falling through the gap'; **Exploitation and grooming within peer groups are less likely to be reported** - some young people are exploited themselves whilst also exploiting others and need a different approach to tackling their behaviour; perceived differences between **exploitation risks for males and females** needs further examination; **Reporting weakness** (lack of detail, poor but improving use of CSE and Cyber flags) in police data, lack of data contributions from other agencies; **Online/cyber offences are less visible** and not well understood with systems and platforms evolving rapidly.

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[20] NCA predicts rise on online child sexual abuse, Guardian (2020)

Drug Trafficking and Exploitation

Thematic area	Risk to the public	Organisational Risk
County Lines/Dangerous Drug Networks	High	Moderate concerns

Nationally **drug trafficking is highlighted as a major driver of serous violence** within the government's Serious Violence Strategy. Analysis by the National Crime Agency highlights that violence is endemic within drug trafficking activities, used for intimidation, coercion and as retribution for drug related debts.

The 2018 Home Office Serious Violence Strategy defines County Lines as:
"…gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas [within the UK], using dedicated mobile phone lines or other form of "deal line". They are likely to exploit children and vulnerable adults to move [and store] the drugs and money and they will often use coercion, intimidation, violence (including sexual violence) and weapons"

Devon and Cornwall, as a largely rural area with many coastal and market towns, is a net importer of County Lines, the majority of which originate in **Merseyside, the West Midlands and London**. The ongoing situation is dynamic. It changes frequently as new lines start up, existing lines are disrupted, and old lines resume their activity. There are **typically up to 20 active County Lines** in Devon and Cornwall at any one time, plus a number of other Dangerous Drugs Networks which do not meet the technical definition of a County Line.

County Lines groups **use a range of transport**, including personal and hire vehicles and public transport, often changing **between methods of transport** according to availability or if disrupted by police. Arterial roads such as the M5 and A303/A30 are frequently used.

Most County Lines **dealing takes place in coastal and market towns** and cities, because this is where their customers are most likely to be found, but occasionally County Lines groups base themselves in more rural areas to avoid detection by police.

County Lines gangs can pose **a violent threat to the community**, particularly when this involves 'cuckooing' – where the homes of local drug users and other vulnerable people are forcibly used for drug dealing activity. Violence also occurs in the **enforcement of drug debts** and where County Lines **compete for territory and customers**.

Key issues for 2020

- Organised Crime Group activity related to drug trafficking, especially County Lines, has **continued to increase across the Peninsula**. Noted that Plymouth sees more Dangerous Drug Networks than County Lines. This sits within the wider context of a shift in drug crime from large cities to towns and rural areas as **drug gangs seek to exploit new and potentially untapped, drug markets** by ruralising operations; high levels of community concern due to activity being more visible; **increased risk to vulnerable young people and adults** who are being recruited/blackmailed into engaging in criminal activity;
- **Sexual violence/exploitation** has been identified as a **form of control and grooming** in County Lines, we need to ensure that we have the right response to identify and address the risks (cross-cutting issue under DASV and other forms of Exploitation);
- Some **good multi-agency approaches** have been delivered within the Peninsula, but coverage is not universal due to limitations of grant funding; **piloting of the '5C4P' approach** in several areas – methodology being refined and developed with partners;
- The government's Serious Violence Strategy stresses the strong link between County Lines, drugs, and violence, and the accompanying duty requires community safety partnerships to make **serious violence an explicit priority** – this is discussed under Violence.

Prevalence and trends

- Average 20 active County Lines at any one time (Aug 2020)
- Drug Trafficking 858 ▼-13%
  - Suspects 18 and over 1,122 ▼-13%
  - Suspects under 18 years 121 ▲41%
- Highest crime rates in Torbay and Plymouth
- Partner intelligence (last 6 months):
  - County Lines/Drugs – 261 (27%)
  - Criminal Exploitation – 127 (13%)

Area	Drug Trafficking rate per 1,000 population
Torbay	0.9
Plymouth	0.7
Devon	0.5
Cornwall	0.3
Peninsula	0.5
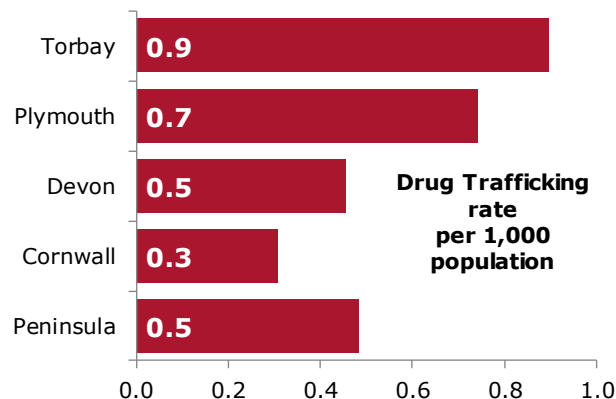
- Drug trafficking offences reduced in 2019/20 but have **increased again swiftly since April 2020** and are above the level of the previous year. Drug offences recorded by the police are **heavily influenced by policing priorities and proactive operations**, however, so are not a robust measure of actual prevalence of drug related harms;
- A **growing number of children and young adults** are being recruited and exploited for involvement in crime; **social media is making it easier** for Organised Crime Groups to market drugs, recruit and control vulnerable people and compete for status at street level; **violence and debt bonding are used as methods of control** in these situations;
- Work conducted in Exeter to understand the risks facing people involved in sex work found that **vulnerable women were being coerced into sexual exploitation as part of County Lines** exploitation, including as a result of accruing drug debts, with particular concerns about targeting of female rough sleepers.

COVID impacts

- Drugs **shortages, quality issues and price increases** were widely reported during the initial lockdown, along with **isolated reports of increased violence** between County Lines groups in some areas. This was in line with national trends reported by the police and the media. As the lockdown eased, County Lines gangs re-adjusted and we have seen a **return to 'business as usual' activity**;
- **Methods of drug delivery diversified** in order to remain covert, with anecdotal reports citing dog walking and key worker cover stories; we have also seen **harmful counterfeit drugs** and high strength benzodiazepines and "designer drugs" being sold locally, which have been linked to overdoses and hospitalisations. Local and national drug alerts issued.

Response

- **Proactive police teams** generally have a good understanding of networks, locations and people involved in local drugs markets and **use of partners' intelligence** to enhance the local picture is **developing but not fully embedded**;
- **Multi-agency arrangements established** to manage and respond to child sexual exploitation cases now recognise and respond to wider exploitation in all areas but Torbay; partners report that **information sharing has continued to improve;**
- There is a **lack of consistency in definitions and methods** to identify gang related risks, vulnerability and exploitation; **workforce development is needed** to understand and reduce risk (but this lacks a consistent agreed approach or resources to deliver);
- There are **resources available** and examples of **good practice and innovative approaches** across the Peninsula; this would benefit from better **co-ordination**, **consistency** of approach and more **sustainable funding** solutions.

Knowledge gaps

- Police have highlighted specific knowledge gaps around **vulnerability factors for 'cuckooing'** and the **recruitment of children;**
- The extent of **sexual exploitation linked to County Lines/Dangerous Drugs Networks** has not been possible to quantify, but victims in these situations are high risk and unlikely to seek help.

Focus on violence

A new 'public health duty' to tackle serious violence

In 2018, the Government launched its new Serious Violence Strategy to respond to concerns about increases in **homicides, gun crime and knife crime**. These offences – homicides and knife and gun crime – account for around 1% of all recorded crime, but the **impact on society is significant** due to the cost to individuals, families and communities through loss of life, and the trauma caused through both the physical and psychological injuries suffered.

As part of this approach, a **new 'public health duty' to tackle serious violence** was announced, which provides a legal framework for police, local councils, local health bodies such as NHS Trusts, education representatives and youth offending services to work together to address the root causes of serious violence including knife crime. The new duty will ensure that the relevant services **share data, intelligence and knowledge** and **target their interventions** to prevent and stop violence altogether.

A 'public health approach' means looking at crime not as isolated incidents or solely as an enforcement issue but instead, regarding it as a preventable consequence of a range of factors, such as **adverse early-life experiences**, or harmful social or community experiences and influences (the same as the wider determinants of health).

Funding includes **a £200 million Youth Endowment Fund** to be delivered over 10 years to support early intervention approaches to serious violence amongst young people. Alongside this, funding to address knife crime and drug related violence has also been expanded.

The government also intends to **amend the Crime and Disorder Act** to ensure that serious violence is an **explicit priority for Community Safety Partnerships** and ensure that they have a strategy in place to tackle violent crime.

Locally, the **Police and Crime Commissioner is committed to serious violence as a strategic priority**, with work ongoing to develop a robust response to addressing and preventing violence across the Peninsula through the newly established Serious Violence Programme Board. A **strategic needs assessment for serious violence has been commissioned to be delivered in early 2021**.

Local trends in violence

Violence spans a wide range of harm from minor assaults (such as pushing and shoving), to harassment and psychological abuse (that result in no physical harm) and, at the most serious end of the scale, life-changing injuries or death. Violence makes up just over **40% of all recorded crime**.

Over the last five years, **police recorded violence has almost doubled**, as the police have improved recording of less serious offences and a number of new offence types have established (including dangerous dogs and malicious communications offences). This trend has been evident locally and nationally and has now stabilised.

Responses to violence **span a number of thematic areas**, including domestic abuse and sexual violence, exploitation and drug trafficking, with significant overlap between them. Having discussed these areas as separate themes within this assessment, this section covers the broader threats related to violence – focusing on **youth violence and weapons** and also highlighting the lesser/reduced threat from **Night-Time Economy (NTE) violence**.

Thematic area	Risk to the public	Organisational Risk
Homicide	Significant	Minor concerns
Violence with Injury (non-domestic)	Moderate	No concerns

Thematic area	Risk to the public	Organisational Risk
Violence without injury (non-domestic)	Minor	No concerns
Possession of Weapons	Moderate	No concerns
Youth gangs and knife crime	Moderate	Significant concerns
Violence - NTE	Minor	Minor concerns

The **statutory definition of a gang** is a group with one or more characteristics that enable its members to be identified as a group by others.

We have seen the **emergence of street gangs** across the Peninsula since early 2017, with problems initially in South Devon and Plymouth but then featuring in all areas to some extent. The young people at the core of these groups are usually **complex and vulnerable**, virtually all of them having **experienced trauma and/or abuse** in their early lives.

Analysis of youth behaviours in Devon found some evidence of County Lines/young people being coerced to deal drugs but this was not a universal theme. Anecdotal evidence from partners indicates that the **intensity of violence amongst young people has increased**, and there is a reluctance to report incidents due to fear of reprisal.

Violence largely occurs between peer groups, but partners have cited evidence of tensions and conflicts between rival groups and expressed concerns about their **potential to spill into communities**. Devon highlight that these activities have been associated with increasing violence within rural areas.

The **demand on police and other agencies in these cases is significant**, due to the escalating nature of the criminality, the numbers of people involved, the impact on the local community and the safeguarding considerations for those involved and others as a consequence of the behaviour of the group.

Whilst the **Night-Time Economy (NTE) environment** remains a notable generator of violence, particularly linked to alcohol, the level of crime has reduced year on year and NTE responses are well established and managed.

Key issues for 2020

- Partners have identified **escalating concerns around the risks to young people** from involvement in violence – both as victims but also being **coerced into use of violence**, including sexual violence, against others. Further work to **build the evidence base around youth violence** needs to extend beyond what is reported to the police, to develop a more accurate picture of its local **intensity, prevalence and risk factors**;
- **Weapons use (particularly knives) and robbery** have increased. Whilst these crimes continue to be very low volume, they potentially may be part of a **more serious harm picture linked to organised crime and drug trafficking**;
- **Adverse Childhood Experiences** feature as important drivers of vulnerability for our young people within the Peninsula, including violence in the home.

Prevalence and trends

- Violence (non-DA)
  - Homicides 14 ▶ -18%
  - With injury 10,177 ▶ -3%
  - Without injury 15,007 ▶ -3%
- Alcohol-related crime 15,329 ▲7%
- NTE violence 3,889 ▼-9%

- Possession of weapons 1,078 ▲12%
  - Knife/blade 549 ▲14%
  - Firearm 139 ▲8%
- Knife crimes 507 ▲15%
- Gun crimes 107 ▼-15%

- All areas have **comparatively high rates** of **violence with injury** (except the Isles of Scilly);an ONS report[21] indicates that the proportion of crimes recorded as **domestic abuse in Devon and Cornwall is higher** than in other Force areas and this is likely also to be a factor in our higher than average violence rates.

Violence with injury rate (including DA)   — MSG average

	Peninsula	Cornwall	Devon	Isles of Scilly	Plymouth	Torbay
MSG average	8.4	7.7	7.5	5.3	11.2	10.4
Rate	8.8	8.3	6.8	4.0	13.4	13.6
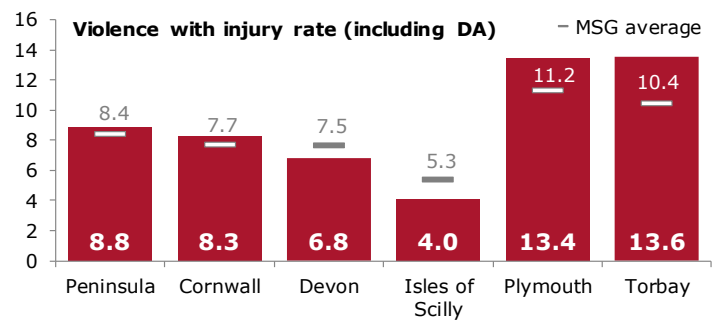
- Overall violence trends were **fairly static** in 2019/20 and **reported levels of serious violence reduced**, having seen a rise in the last two years;
- **Alcohol-related crime is increasing but not linked to the NTE** – predominantly reflecting a rise in domestic abuse and other violence; **alcohol-related violence** sees a higher proportion of physical injury assaults than other types of violence;
- **Knife crime** has increased further this year (up by 22% at end of June 2020); Around 27% of intelligence submissions about knife crime were linked to drugs and 13% to organised crime and suggests that there may be a growing problem; anecdotal evidence from partners suggesting that more people, **particularly young males**, are carrying weapons. Plymouth have also flagged **increasing use of weapons in domestic abuse cases**;
- There are some cases of **suicide** which have been linked to **youth gang issues** and drugs. We have **not been able to quantify the impact of gang violence** within police data.

COVID impacts

- Lockdown restrictions **reduced opportunities for non-domestic violence** to occur, particularly related to the NTE and we saw much lower volumes of violent crime. Conversely, **risks around more hidden harms**, such as domestic and other abuse and exploitation, **intensified** and the impacts of this are starting to unfold as restrictions have eased.

Response

- **Well established** expertise around NTE violence, with limited but generally adequate resources in place across a range of agencies to provide a response, **targeted according to risk and vulnerability**; **reduced visibility of the police** is a recurrent concern from community engagement, however, and has a strong impact on feelings of safety; this was specifically raised with respect to the NTE where it may place **added pressure on voluntary organisations**, such as Street Pastors;
- There are examples of **good practice and innovative approaches** to tackle youth violence. In South Devon and Torbay, a range of **intensive interventions** were put in place through the **Turning Corners project**, which collectively had a measurable positive impact;
- **Specific initiatives related to youths and knife crime** have been undertaken across the Peninsula, particularly in Plymouth, Exeter and South Devon. Preventative work to reduce knife possession amongst young people has been delivered in Exeter, East and Mid Devon.

Knowledge gaps	- **Police data is believed to underestimate the scale and impact** of violent crime - Emergency Department data on assault presentations indicate that **around a third of assaults are not reported to the police** and partners working in the areas most affected by gang issues, in South Devon, are aware of **incidents that resulted in serious injuries not being reported** due to fear of further violence. This concern is also being reported by Devon partners in relation to **drug related crime**; - We need a better understanding of the **needs and risk factors for young people** and how these map out across the Peninsula.

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[21] [Domestic abuse in England and Wales](); Office for National Statistics 2018; How domestic abuse is dealt with at the local level, using data from the Crime Survey, recorded crime and other sources.

The good stuff – what CSPs are doing

Adolescent Safety Framework

Devon and Plymouth

Following its initial launch, work has continued to embed and strengthen the [Adolescent Safety Framework](#) (ASF) contextual safeguarding approach across Devon. Key updates include:

- Introduction of a **comprehensive exploitation risk assessment tool (Safer Me)** and new pathways to support young people through a contextual safeguarding lens;
- **Mapping work** to assess contextual risks arising from **peer networks** and identify young people at greatest risk of harm and those who are on the periphery of involvement;
- **Ongoing learning to assess the impact** of the ASF, to inform the future development of the framework.

A very similar framework is being used by Safer Plymouth to pilot a **place-based safeguarding approach** for a group of young people in St Budeaux.

Turning Corners

Devon and Torbay

- The **Home Office funded Turning Corners project** in South Devon and Torbay, which ran from 2019/20, identified a number of effective interventions to **support and divert young people** away from crime, violence and exploitation. The learning from Turning Corners has been embedded in initiatives and approaches across Devon and has helped direct the development of the Adolescent Safety Framework;
- Following this success, the **OPCC has provided funding over four years** to reinstate three elements of Turning Corners within South Hams and Teignbridge. Each project is grounded in **preventative, trauma-informed and intelligence-led practice** and a trusted relationships approach to supporting children and young people:
  - **Parent support groups** – bringing parents of vulnerable children together to offer advice, support and guidance about how to keep their children safe
  - **Moving up Together** – support for children transitioning from primary to secondary school who have been identified as potentially vulnerable to violence.
  - **Outreach and prevention** – needs and intelligence-led youth outreach work focused on building trusted relationships.
- Evaluation of the projects over the four years will **build on, and develop, our understanding of what works**. These projects will be integrated into existing countywide multi-agency work around youth crime and violence prevention, which is being driven by the Safer Devon Partnership's Youth Crime Prevention Partnership.

Working in partnership to prevent and reduce youth violence

Devon

- A **Youth Crime Prevention Partnership** has been established to lead the development and delivery of a Youth Crime Prevention Strategy across Devon. Representation includes children's services, education, youth services, community safety partnerships, Youth Offending and Youth Intervention Teams, domestic violence and abuse providers and the police;
- The work of the new Partnership will be informed by a **Strategic Profile of Youth Violence** and will centre on preventing and addressing the root causes of vulnerability and risk around youth offending, with focus on addressing **intra and extra familial harm** and building resilience. The Partnership will provide **a forum for sharing expertise and best practice** and will deliver strategic leadership across the youth crime prevention agenda.

Children Affected by Parental Offending (CAPO) group

Plymouth

- **CAPO is part of Safer Families**, who focus on awareness of Adverse Childhood Experiences, prevention and early intervention for Safer Plymouth. Membership includes Police, Health, Social Care and Prisons as well as third sector organisations;
- There are **termly meetings with agencies** including Primary, Secondary and Early years setting with regards to support services for CAPO. Schools have **named CAPO champions** to raise profile across their settings;
- **Resources and services are shared** across the network of champions and **support is also offered to parents** on request.

Evening and Night-Time Economy (ENTE) Strategy

Torbay

- Torbay Council partnered with Night-Time Economy Solutions Ltd to produce a new Evening and Night-Time Economy (ENTE) Strategy following **data analysis, public consultation and stakeholder engagement**. This strategy helps consider a diversification of Torquay's ENTE so that it is **more inclusive of wider interests** in social and leisure activities and **less seasonally reliant** whilst maintaining a continued **safe environment**. It includes **piloting a Hotspot Policing approach** to assess different policing models to provide resilience and maximise impact. This forward-thinking strategy has short, medium and long term objectives, that build on the principle that **a well-planned ENTE is a safe one**;
- Torbay has successfully retained its **Purple Flag status for the ninth year running**, and is one of only two places in Devon and Cornwall to hold this prestigious award;
- Purple flag is an accreditation that is awarded by the Association of Town Centre Management. It represents a **"gold standard"** and highlights that **Torquay is a safe place to have a night out**. By focusing on key areas, this ensures a safe, vibrant and attractive ENTE and includes a focus on partnership working.

Piloting a public health approach

Devon and Cornwall, alongside other areas across the UK, have started to **pilot new ways of working to combat serious and organised crime** that will embed a partner and community-led public health approach alongside police response. The **evidence base around this is growing** as new approaches are tried and tested and the learning shared.[22]

Our **local problem-solving approach adopts the '5C4P' methodology** – it takes the 5Cs[23] of the public health approach and wraps these around the 4Ps of the traditional police response to serious and organised crime. There are a number of **active operations testing this approach**, and it requires significant **cultural change** alongside **new ways of working and learning** from each other.

Five Cs	4Ps
• Collaboration	• Prevent
• Co-production	• Prepare
• Co-operation (information sharing)	• Pursue
• Counter-narrative	• Protect
• Community Consensus	

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[22] Taking a public health approach to tackling serious violence: case studies, LGA July 2020
[23] A whole-system multi-agency approach to serious violence prevention, Public Health England 2019

The 5C4P approach is inherently linked to the Police's new **Vulnerability Reduction Strategy** (VRS) which advocates a **whole system approach to policing** with prevention and public health approaches at its heart.

Made up of a series of 'building blocks', many of which are in place or developing, the VRS links into many other areas of business and is described as a **'Command Strategy'** – providing a clear direction of travel for all of the associated elements to deliver a **true whole system policing service**. The VRS provides the structures and enablers for the delivery of public health approaches, and **5C4P provides the methodology** for the tangible **delivery of interventions as a whole system**, involving all partners, the voluntary, community and social enterprise sector and the communities themselves.

It is recognised that **more focus** is needed to effectively **connect the Pursue elements with the other 3Ps** (Prevent, Protect and Prepare) across partnerships, and the approach would benefit from a **better understanding and use of wider determinant data**, such as information from schools, health and deprivation indicators, in order to **move interventions 'upstream'** into more sustainable primary prevention interventions.

As the 5C4P approach develops across partnerships and the learning and shared ownership of this way of working evolves, it will be important to **understand the 'system gaps'** in terms of **process, data and evidence base and commissioning/funding**, as much as the outcomes of the interventions put into place. '**System optimisation' forums or groups** are being explored in some CSP areas to further understanding and develop solutions.

Modern Slavery

Thematic area	Risk to the public	Organisational Risk
Modern Slavery	High	Moderate concerns

Slavery continues today in every country in the world but is largely uncovered in the UK. The National Crime Agency estimates that **tens of thousands of people are enslaved in the UK**. The most common forms are Forced Labour, Debt Bondage or Bonded Labour, Forced and Early Marriage, Descent-based slavery, Child Slavery and Human Trafficking.

Modern slavery can affect people of any age, gender or race but **some people are much more vulnerable than others**, including those living in poverty with limited opportunities for fairly paid and stable employment, and people who are discriminated against on the basis of race, social standing or gender.

Modern slavery cases identified locally include **exploitation and trafficking** for the purposes of labour, sexual exploitation or drugs. Identification of cases is in**frequent**, and although awareness is improving, it remains a largely hidden area of criminality and harm. Challenges highlighted in national studies include **rurality**, lack of **workforce training and skills,** limited **community awareness** and public **attitudes towards minority groups**.

Devon and Cornwall have the **national police lead for Modern Slavery**.

Key issues for 2020
• The **true extent** of where and how modern slavery is occurring in Devon and Cornwall is still **not known**. **Intelligence submissions** from partners and the community to the police are very low in number and a **more proactive approach** is needed;
• Nationally and locally, human trafficking has become **increasingly linked to County Lines activity**, with young people being trafficked across the country to transport drugs. Law enforcement agencies are increasingly **using Modern Slavery legislation to prosecute drug gangs,** and this has resulted in more charges and prosecutions.

Prevalence and trends

- Modern Slavery crimes 82 ▲116%
- Referrals to National Referral Mechanism 32 ▼ -62%
- Partner intelligence (last 6 months):
  - Modern Slavery 7 (1%)
- **Devon has the highest level of activity**, recording 36 crimes and 18 referrals to NRM in 2019/20.

Legend: ■ Cornwall ■ Devon ■ Plymouth ■ Torbay

14	36	11	21

0%   20%   40%   60%   80%   100%
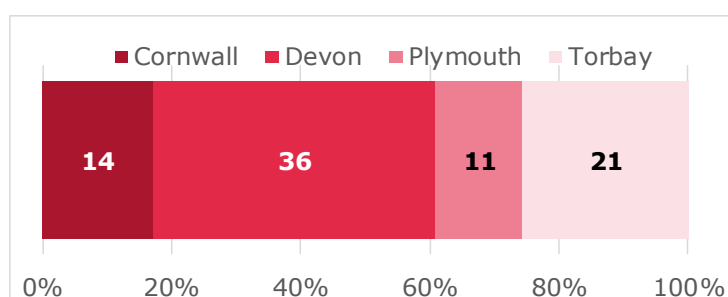
- Numbers of cases uncovered remain **low but are increasing**, potentially as a result of greater identification and 'pursue' activities;
- **Drug-related exploitation** continues to account for a substantial and rising proportion of modern slavery and human trafficking referrals, nationally and locally; modern slavery related **to labour, sexual and criminal exploitation is believed to be largely unreported** and knowledge of prevalence and impact within the Peninsula is unclear;
- Regional data indicates that **labour and sexual exploitation** are likely to be **most common locally**; also, on a national level, **labour exploitation in rural areas** is being increasingly reported, with victims exploited in remote locations over many years.

COVID impacts

- COVID restrictions have **reduced opportunities for surveillance in the community** and identification of the signs that modern slavery may be occurring; during lockdown the closure of businesses such as nail bars and car washes may have forced exploitation further underground and led to diversification in the forms of exploitation victims are forced to take part in – for example, anecdotally there are reports of more on-line sex work;
- **Health protection risks have also intensified**, with unsafe and often cramped working and living conditions within exploitative operations putting victims at greater risk of contracting COVID-19 and **increasing risk of transmission** to the wider community;
- Partner agencies in Devon have reported that the level of risk and potential for **women involved in sex work** or experiencing other vulnerabilities to be coerced into exploitation has increased since the beginning of the COVID-19 pandemic.

Response

- **Local areas are responding effectively** and managing cases through the **mix of local and national resources** in place and no resourcing pressures have been highlighted – it is accepted, however, that the current level of known cases is unlikely to be representative of actual prevalence; **skills are rapidly evolving** as partners gain experience from new cases;
- There continues to be a basic **lack of understanding of risk** in the wider workforce and the general public; although local areas are delivering training in modern slavery awareness, it is **not a core element of workforce development** and this is required to extend across the public sector, VCSE, education and the public;
- **Victims** are often **viewed as offenders** (e.g. young people coerced into trafficking drugs, or foreign males coerced into running cannabis farms etc.) and this means that they may not be not given the support that they need to prevent re-victimisation.

Knowledge gaps	• Partners report that the intelligence picture is improving but currently only "scratching the surface"; **partners are actively seeking to share information** and raise awareness but the evidence is not always apparent - Torbay are unable to evidence this being a priority for them locally and does not feature in their strategic assessment.

The good stuff – what CSPs are doing

Sharing learning to strengthen emergency response

Peninsula-wide

- In response to **learning from a large scale human trafficking incident** in 2019, partners from across the Peninsula, including the Local Resilience Forum, Devon and Cornwall Police, local authorities, healthcare partners and voluntary sector partners, are **working together to develop protocols and processes** for responding to modern slavery and human trafficking incidents where **multiple potential victims** are identified;
- This work will **strengthen system-wide responses to complex incidents**, enabling effective safeguarding and support of potential victims.

Devon and Torbay Anti-Slavery Partnership (ASP)

Devon, including Torbay

- ASP provides **multi-agency strategic leadership and co-ordination** in the response to modern slavery and human trafficking;
- A key area is promoting and enabling the **upskilling of staff.** During the last 12 months ASP has **commissioned UK anti-slavery charity Unseen** to deliver their CPD accredited e-learning to frontline staff working in the community and voluntary sector. Approximately **370 people** across Devon and Torbay received this training;
- **Soup kitchens, shelters, and rough sleeping sites** have been identified as hotspots for Organised Crime Groups to target modern slavery victims. ASP supports organisations and staff working with homeless individuals by offering **free training to help raise awareness** and provide target hardening in these locations.

Radicalisation and prevention of extremism

The UK faces a **continuing threat** from terrorism, with international terrorism and the extreme right-wing presenting the greatest risk. The **current level of risk is severe** and since 2019 the UK has experienced 4 terrorist incidents.

Incidents such Manchester Arena and London Bridge have had a **very high profile**. There is a continued escalation in terror related activity internationally, particularly in Europe. **Attacks of low sophistication carried out by lone actors are a key area of concern**.

The **Peninsula is assessed as low risk area,** but Plymouth has higher risk military sites (Devonport and Millbay Docks). Should an incident occur, the impact on the community would be severe and would attract both **national attention and scrutiny**. Risk of significant reputational damage if local areas were found lacking in their preparations and response.

Key issues for 2020

- The current **national and international political context** holds the potential to **heighten support for extremist ideologies and groups**, and to increase tensions between and within communities – including Brexit, movement of refugees, the involvement of British people in terrorist groups abroad, the apparent growth in support for and visibility of extremist right-wing views, responses to the Black Lives Matter movement and COVID-19;
- Specific threats around **lone actors and attacks** requiring limited planning and sophistication, and **on-line radicalisation**.

Prevalence and trends

Terrorist incidents are single events and occur very rarely

Referrals to Channel (Prevention[24]) - reported as weekly, increasing ▲

- The threat from **online radicalisation continues to increase** and is a feature in a rising number of local Prevent referrals – this includes self-radicalisation online as well as from other forms of online radicalisation. The **internet, social media and gaming sites** have become platforms for extremists to groom people into supporting violent extremism, and have enabled individuals to self-radicalise through exposure to extremist materials;

- There continues to be a **high level of complexity in local cases**, with multiple vulnerabilities, underlying needs and wider safeguarding concerns present in a substantial number of referrals.

COVID impacts

- With schools closed, there was a **substantial downturn in Prevent referrals** and whilst there is no evidence to suggest that there is an increased threat, isolation will have certainly played a part in this. **Online risks increased** due to children and young people spending a vast amount of time online for education and socialisation, at a time when their 'normal' lives were placed on hold, affecting both emotional resilience and mental wellbeing; this is **continuing to have an impact**;

- There are concerns that **young and vulnerable adults will not have been identified for support** and that the level of radicalisation will be moving to the terrorism or criminal arena **without the opportunity for intervention** at an earlier stage;

- Face-to-face **training was suspended** temporarily;

- COVID-19 has also been **actively used by extremists to advocate hatred and intolerance** towards certain sections of society. Cornwall and Devon identified some cases of organised extremist and hate activity during the first national lockdown, exploiting anxieties about COVID-19 to spread racist messages.

Response

- **Mainstreamed resources in place** across all agencies; **confidence in the Counter Terrorism Local Profile** as an evidence base for local response; vulnerabilities of minority groups are well understood by practitioners; **Channel process is universally viewed as effective**; good joint working arrangements with Emergency Management; the police are **using more nationally accredited intervention providers** to respond to increased complexity of cases;

- A **range of training packages** are being offered in order to raise awareness the risks of exploitation, radicalisation and grooming and **delivery has been extensive**; Devon, Torbay and Plymouth partners have launched a **Prevent Workforce Development Strategy** to improve the consistency and effectiveness of provisions across the local area. This has **received high praise as best practice**, regionally and nationally, and is being used by partners outside of our local area to inform their own workforce development provisions;

- **Lack of dedicated capacity** in 'low risk' areas limits the amount partners are able to do at a local level; partners in Cornwall expressed concerns that high thresholds for some services (safeguarding, mental health services) meant that **Prevent risks are often held by the identifying agency**.

Knowledge gaps	• **On-line gaming** environment is dynamic and constantly evolving; threats from **Cornish nationalist groups**; access to and **use of smart technology** in increasingly younger children; threat from extreme right-wing groups; lone actors; using vehicles as weapons; cases of **unclear, mixed or unstable ideology**.

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[24] A process for preventing terrorism through safeguarding people who may be vulnerable to being radicalised into violent extremism

Vulnerability and Complex Needs

What do we mean by 'complex needs'?

Multiple vulnerabilities are **persistent, problematic and inter-linked health and social needs** which affect a person's life and their ability to function in society. They are likely to include repeat street homelessness, mental and physical health problems, drug or alcohol dependency, and anti-social or criminal behaviour.

People with multiple vulnerabilities are more likely to experience **violence and abuse**, including domestic abuse, live in **poverty** and have experienced **multiple trauma in childhood** and throughout their lives.

Getting the right help can be difficult because services are often designed to **work with one problem at a time** and within **thresholds that do not recognise the cumulative impact** of multiple vulnerabilities. Without the right support, people easily end up in a downward spiral, made worse by poverty, poor housing and exclusion from services.

Across the board services are recognising and increasingly aware of a growing number of people seeking help with **multiple and overlapping issues**. This is a **recurring theme** that cuts across all areas of partnership work and has been exacerbated by restrictions imposed due to the COVID-19 pandemic.

Experiences of social isolation, trauma, exclusion and poverty in childhood and adulthood are all too common. A growing body of research[25] is revealing the **long-term impacts of violence, abuse and neglect** experienced in childhood, supporting the causal link with poor health and social outcomes.

Adverse Childhood Experiences (ACEs), as well as referring to the well-recognised impact of child sexual, physical and emotional abuse and neglect, also include witnessing or experiencing **violence or abuse**, poor **mental health** of a parent, parental use of **alcohol and other drugs**, or **a parent dying** or **being in prison**.

High ACE scores are linked to chronic **disease**, frequent mental **distress**, morbid **obesity**, sexually transmitted diseases, **homelessness**[26] and greater risk of **early death** (by up to 19 years).

Children and young people who have **experienced 4+ ACEs** are significantly more likely to:

- Develop **mental health conditions**, such as anxiety, depression and psychosis
- Adopt **health harming behaviours** such as smoking, harmful drinking, or use of illicit drugs and risky sexual behaviour
- Become a victim of **violence** or commit acts of violence

High ACE scores have also been linked to **anti-social behaviour**, **violence**, problem use of **alcohol and drugs** and harmful/unhealthy **sexual behaviour**.

Children who experience multiple ACEs are **more likely to be taken into care**, due to abuse or neglect. Children in care tend to **go missing more often** than other children and this exposes them to a much **greater level of risk and harm**. They also may form friendships with other young people with similar challenges, which may be **unhealthy relationships** and escalate their risk.

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25 Such as the Welsh Adverse Childhood Experiences Study, Public Health Wales, 2015
26 Cited in the Rough Sleeping Strategy, Ministry of Housing, Communities and Local Government, 2018

Problem Drug Use

Thematic area	Risk to the public	Organisational Risk
Drug-related deaths	High	Significant concerns
Problem Drug Use	High	Significant concerns

National studies estimate that there are **8,178 people using opiates and/or crack cocaine** in our local population; prevalence has increased across all areas but the rise is particularly pronounced in Torbay.
53% of this number are receiving help through local treatment services.

[Estimates of opiate and crack cocaine use prevalence: 2016 to 2017](#), Public Health England

Estimated **8,178 people** using opiates and/or crack cocaine

Drug markets and use have changed. Crack has been a feature of the urban landscape for decades but there was a relative reduction in use over the ten year period following the launch of the National Crack Action Plan in 2002. National trends show a **growing problem** over the last few years, however, and a rapid increase in linked **crime and health harms**.

Socio-economic factors such as high youth unemployment combined with **cuts to social and other services** under austerity have been cited nationally as contributing to this trend. Other important drivers include **price, purity and availability**.

Aggressive targeting by Organised Crime Groups (OCGs), particularly via County Lines, means that crack has become readily available across all areas of the Peninsula. **Crack use has escalated quickly through our local population** and vulnerable people are being targeted by OCGs, using them and their homes to sell drugs and recruit more users.

Drug-related deaths have reached an all-time high and the market has become more violent. There are increasing reports of **more vulnerable adults with complex needs**, homeless drug and alcohol users and **visible impacts in the community**, such as public drug taking, drug litter and **anti-social behaviour**. Higher numbers of people are seeking help for drug problems and crack use is an increasing factor in new presentations.

Costs to respond are high across the system (housing, social care, health, criminal justice). An estimated **£19,000 per year is spent on each individual**[27] facing a combination of addiction, homelessness, offending and poor mental health.

Key issues for 2020

- Heightened risk profile due to **escalation of crack use**, including health related harms (particularly street injecting) and rise in Organised Crime Group activity, violence, and exploitation; the South West is a Home Office **Heroin and Crack Action Area**;
- High **drug-related deaths** – key factors include the availability of **high purity heroin and cocaine** and an **ageing drug using population** with complex health needs; increasing **poly-drug use**; illicit use of **prescription drugs** (including counterfeit drugs), benzodiazepines and new psychoactive substances, particularly amongst **young people**;
- Greater recognition of the **prevalence of underlying adversity and trauma**, for both adults and children, and the need to embed trauma-informed approaches; the challenges of **breaking the cycle of Adverse Childhood Experiences**;
- **Reduced funding** for treatment services at a time when demand is rising, coupled with increasing complexity and vulnerability of users – longer **waiting lists**, **reduced options** for those receiving treatment and a **lack of capacity for prevention** work.

[27] Bramley and Fitzpatrick 2015, as cited by the Institute for Public Policy Research

Prevalence and trends

- Opiate/Crack Users 8,178 people, 7.8 per 1000 aged 15-64 ▲+15%
- Rates highest in Plymouth and Torbay
- 4,350 opiate users in treatment; unmet need c. 3,800
- Drug Related Deaths (ONS, 2017-19) 247 ▶-2%
- Drugs Possession 3,312 ▲6%

Opiate/crack users, rate per 1000 pop 15-64

Peninsula	Cornwall	Devon	Plymouth	Torbay
7.8	6.7	5.5	13.8	13.3

South West, 8.3
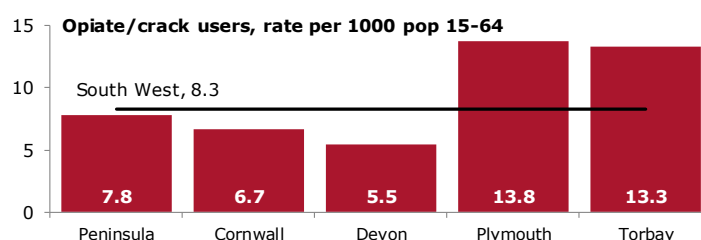
- PHE estimate that prevalence of **opiate and crack cocaine use has increased** across all Peninsula CSPs, but the rise is particularly pronounced in Torbay; drug-related **deaths have increased locally and nationally** and are at their highest since records began;
- Increased **concern in communities** where drug use is visible, including outward signs such as public injecting, drug related litter and anti-social behaviour; impacts on **fear of crime and quality of life**; **Public Health risks** of Blood Borne Viruses and treatment resistant infections; escalation in **Organised Crime Group activity** (see Drug Trafficking);
- **Complexity and vulnerability** continue to be increasing themes amongst drug users, with significant cross over in mental health issues, childhood trauma and abuse, domestic abuse, housing difficulties and involvement in the criminal justice system.

COVID impacts

- **Specialist services had to adjust rapidly** to meet the needs of clients under COVID restrictions and prioritise face-to-face contact for the most vulnerable. Plymouth note **potential longer term benefits for use of technology** in engaging clients, managing higher levels of referrals/ improved engagement. **Continued safe supply of medication** was an immediate challenge due to disruption in pharmacy services;
- Securing housing and support was a key priority for rough sleepers during **COVID 'Everyone In' approach** – see Vulnerability on the Streets; evidence of **strong partnership working** and desire to maintain the gains made; challenges around social distancing and isolation amongst drug users and homeless people leading to higher transmission risk;
- Some changes in **drug prices and supply**. Harmful counterfeit drugs, high strength benzodiazepines and "designer drugs" being sold locally, linked to **hospitalisations and overdoses** across the Peninsula. Local and national warnings issued with Public Health;
- **Increased use of social media**, including Snapchat and Instagram, being used with young people to obtain and sell substances during COVID period.

Response

- **Established and effective local community services** (although services may be under threat due to funding reducing); including **outreach, needle exchange** and specialist **young people's services**; knowledge is building about **trauma informed approaches** and focus is shifting to recognise those involved in drug trafficking as **victims of exploitation**;
- Take-home and supported housing **Naloxone initiatives** (reverses the effects of opioid overdose); robust process for **investigating and learning from drug-related deaths**;
- Insufficient funding for **prevention work in schools** and **targeted youth outreach**; securing **housing and tenancy support** is an ongoing challenge - **particularly for complex clients**, with current housing provision under significant pressure;
- Wider training needed in **drug screening to support earlier intervention**, including in the criminal justice system, and Making Every Contact Count (MECC).

Knowledge gaps	- Drug use in **young people**, including poly-drug use and illicit use of prescription drugs; **use of social media** for drug supply; - Significant risk around **new substances** – gathering of sharing of community intelligence critical; anecdotal reports from Devon that 'Spice' has also returned to parts of the Peninsula.

Problem Drinking

Thematic area	Risk to the public	Organisational Risk
Problem Drinkers	High	Significant concerns
Alcohol-related hospital admissions	Significant	Major concerns

National estimates indicate that there are **19,059 dependent drinkers** in our local population; only **12% of this number are receiving help** through local treatment services.

Estimates of Alcohol Dependence in England Public Health England (2019)

Estimated **19,059 dependent drinkers, 1.3% of all adults**

Problem drinking is one of the **most common factors** affecting the health, wellbeing and behaviour of residents and impacts on the local economy. Alcohol is one of the **5 lifestyle behaviours that cause 75% of premature death and disability** (smoking, alcohol, physical inactivity, diet and social isolation).

Alcohol is a **persistent feature in criminality**, being linked to 15% of recorded crime occurring in the past year, and particularly **strongly associated with violent crime** – this is discussed in more detail under Violence.

Costs to respond are high and affect all partners. As well as acute and chronic health impacts requiring frequent/sustained demands on health services (and can lead to disability and early death), the wider costs extend to **crime and anti-social behaviour**, impacts on **families**, lost income due to **unemployment**, lost **productivity**, **absenteeism** and accidents.

Key issues for 2020

- **Only 1 in 10 people** with an alcohol treatment need are **accessing specialist help**; wider **training is needed in alcohol screening** and brief interventions to build capacity for early identification and response;
- **Reduced funding** for treatment services at a time when demand is rising, coupled with increasing complexity and vulnerability of users – this will result in longer **waiting lists**, **reduced options** in treatment and **less capacity for prevention** work;
- Greater recognition of the **prevalence of underlying adversity and trauma**, for both adults and children, and the need to embed trauma-informed approaches; the challenges of **breaking the cycle of Adverse Childhood Experiences**.

Prevalence and trends

- Dependent drinkers 19,059 adults ▶-2%, 1.3% of the population 18+
- 2,390 people in alcohol treatment, estimated unmet need c.21,500 people
- Alcohol-related hospital admissions (broad) 38,475 ▲4%

Dependent Drinkers, rate per 1000 pop 18+

England, 1.3

1.3	1.5	1.1	1.6	1.5
Peninsula	Cornwall	Devon	Plymouth	Torbay
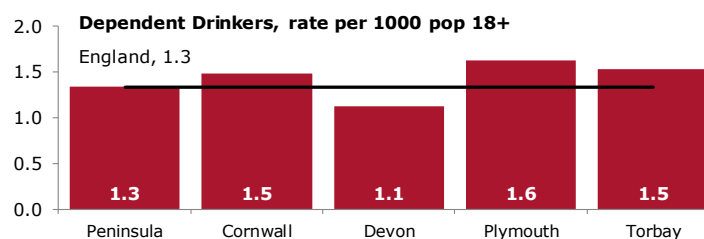
- PHE prevalence estimates indicate **19,059 dependent drinkers** in the Peninsula and the estimate has remained broadly stable compared with the previous year, accounting for 1.3% of the adult population; 2,390 people accessed specialist alcohol treatment services in 2019/20, equating to only 13% of people with an alcohol treatment need – the **vast majority are not receiving any specialist help**;

- **Alcohol-related hospital admissions**[28] **are a mixed picture**, with reducing trends in Plymouth and Devon, a stable position in Torbay and an increase in Cornwall; local rates are in line with or lower than the England average; with the exception of Cornwall, rates of **admissions for under-18s are higher** than the England average and in Torbay rates for under-18s are rising;
- **Street drinking** is a visible feature in town centre anti-social behaviour and has a negative impact on **residents' behaviour and satisfaction** with their area as a place to live; it can also have physical and economic **impacts on local businesses**;
- **People with alcohol dependency combined with other vulnerabilities** are often challenging to engage with help and are frequent users of hospital and other emergency health services – the cohort of frequent attenders engaged with the Hospital Outreach Team in Cornwall reported on average 12 Emergency Department visits and 4 hospital admissions in the year prior to engagement.

COVID impacts

- Local **drug and alcohol services experienced increased demand** from people seeking alcohol-related support during the early weeks of the pandemic. Measures had to be put in place swiftly to **support the most dependent drinkers to self-isolate and shield**, whilst providing assistance with **safe access to alcohol to prevent sudden withdrawal and death**; people with alcohol/drug dependency were **not identified as a vulnerable group** for government shielding initiatives;
- Homeless/transient street drinkers were included within the **COVID 'everyone in' approach**, testing the agility of local partners to respond quickly and effectively to safeguard the most vulnerable; as for drug users, there are **significant challenges around social distancing and isolation** amongst street drinkers, leading to higher transmission risk;
- Since the start of the COVID-19 pandemic, **alcohol has increasingly featured in local domestic abuse crimes**, coinciding with an anticipated increase in drinking levels during lockdown, and highlighting the role that alcohol can play in exacerbating abusive behaviours.

Response

- Established and **effective local community treatment services** (although funding is reducing across all CSP areas and may result in some services being reduced); **outreach services** are in place to reach those hardest to engage; **good quality training** in identification and brief advice (IBA) for alcohol problems is available; **trauma informed approaches** are starting to be embedded into service delivery;
- The **sheer scale of numbers involved compromises effectiveness of response** with resources geared to fixing the presenting problem (treatment for alcohol dependency) rather than helping people to live healthier, happier lives through achieving what matters to them;
- **Capacity/capability** for prevention and early intervention is **limited** – there is **knowledge in specialist services but not in the wider system** which means issues are not being picked up and intervention offered at an early enough stage; **more training is needed in** Making Every Contact Count (MECC), alcohol screening and brief interventions – gaps are highlighted in social care, housing and criminal justice services;
- Services are configured to provide support for a broad range of presenting needs but people with **complex and multiple needs** are often viewed as **too challenging** to help – this requires a **change of culture** and **better collaboration between services** to really listen to what matters to individuals; strong partnership working evidenced in Plymouth through Operation Hippic and the work of the Alliance in taking a holistic and co-ordinated approach to complex needs, which has made significant improvements in the City.

Knowledge gaps	- Dependent **drinkers not engaged** with services (older drinkers, 'silent' drinkers, hidden harm in families); nature and extent of **drinking in the home** and impacts of COVID on drinking behaviours.

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[28] Based on the broad measure for all persons 2018/19, Local Alcohol Profiles for England

Hospital Outreach Team (HOT)

Cornwall

- Review of the **most frequent Emergency Department attendees** found that the majority were dependent alcohol and/or drug users with highly complex needs. A **rapid response team was set up within the hospital**, delivered by commissioned Community Services alongside hospital staff;
- HOT uses an **assertive engagement approach** to work with the most frequent attenders to help meet their needs effectively and thus reduce hospital attendances and admissions, length of stay and ambulance call-outs;
- This is a **Social Impact Bond project**, the only one of its kind in the UK, bringing innovation and additional funding to Cornwall.

Strengthening support around complexity

Devon

- Devon's **Together Adult Drug and Alcohol Service** has implemented a new model of service delivery which will provide swift access to support and tailored treatment pathways. The new model draws on best practice around service delivery and will **prioritise holistic multi-agency approaches for clients with complex needs**;
- Early indications are that the new offer **reduces waiting times**, **improves the number of people achieving abstinence** from illicit substances and alcohol and has **increased successful completions** in treatment;
- **Together and the Y-Smart Young Person's Service** have also improved the join-up across specialist services to provide i**ntegrated responses for clients with complex needs**. This has included work with homelessness and housing providers, domestic violence and abuse and sexual violence providers, and social care.

Vulnerability on the Streets

Thematic area	Risk to the public	Organisational Risk
Street-based Vulnerable Groups	High	Significant concerns
Homelessness	High	Significant concerns

The impacts of homelessness on the individual are severe, increasing the likelihood of **serious illness and premature death**. People who are street homeless are particularly **vulnerable to abuse, violence and exploitation**, targeting by Organised Crime Groups, and are **unlikely to report their experiences** – reducing opportunities for safeguarding and support and further heightening risk.

The presenting issue with **individuals or groups living on the streets**, and others associated with them is often **highly visible anti-social behaviour**, including street drinking and drug use, but **underlying this is a complex** picture of multiple vulnerabilities and trauma. Finding sustainable solutions requires **intensive multi-agency effort**.

A specific threat, risk and harm assessment undertaken for this issue in Cornwall, where it was rated it as a **high-level threat** but localised issues with similar characteristics are **apparent in other parts of the Peninsula, including Exeter and Torbay.**
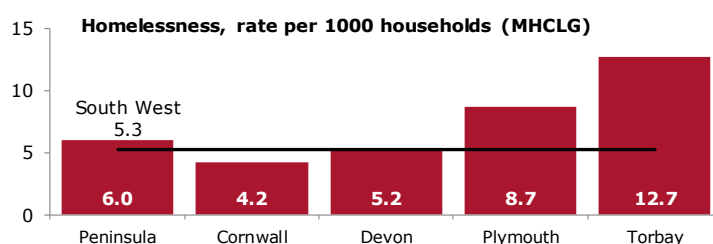
The **visibility and vulnerability of street populations have increased due to COVID** and this has also added the risk of contracting and spreading the virus to the challenges to be faced.

Key issues for 2020

- The number of households classed as homeless in the Peninsula is **above the regional average and increasing at a faster rate**. Although the overall rate for Devon is in line with the South West, there are very high rates of homelessness in Exeter and North Devon. This increase is expected to be sustained as **employment difficulties and rising financial hardship impact** on housing affordability and security;
- Communities are increasingly reporting concerns about **individuals or groups living on the streets**, and others associated with them. The presenting issues may be highly **visible anti-social behaviour**, but the people concerned are themselves **vulnerable and needing support** for a complex range of issues;
- Significantly **higher numbers of rough sleepers were rapidly placed into temporary housing** during the early weeks of the pandemic under the "Everyone In" initiative. Local areas will have additional support to prevent rough sleepers from returning to the streets through the **Next Steps Accommodation Programme**.

Prevalence and trends

- Rough sleepers (MHCLG, 2019) 149 people ▼-24%
- Households assessed as homeless (MHCLG) 4,669 ▲ 22%[29]
- ASB Street Drinking only 105 ▼-36%
- Missing persons adults 3,387 ▼-13%

Homelessness, rate per 1000 households (MHCLG)

South West 5.3

Peninsula	Cornwall	Devon	Plymouth	Torbay
6.0	4.2	5.2	8.7	12.7

- The rough sleeper count provides a ratified **snapshot of homelessness,** but it is recognised that it **underestimates the extent of the problem**, not taking into account people who are sofa surfing, in hostels etc. The 2020 count was not ratified in time for this assessment;
- **Residents and local businesses** are increasingly reporting concerns about individuals or groups living on the streets, and others associated with them but the focus is on the most visible elements; concerns about **anti-social behaviour**, such as street drinking, drug use and aggressive begging, vandalism, waste issues and criminal damage; **negative impacts on residents' fear of crime**, satisfaction with local area and confidence in services;
- **Individuals involved have multiple vulnerabilities** and these commonly include drug and alcohol problems, mental health issues, past and current abuse, violence and exploitation; situations are **dynamic and groups change** frequently, making it challenging to monitor risk effectively; evidence of female rough sleepers in Exeter being coerced into sexual exploitation as part of County Lines exploitation;
- **Domestic abuse is an important driver of homelessness** – 9% of households assessed as homeless in 2019/20 lost their last settled home due to domestic abuse;
- **New and existing problems** in most of our major towns; **proactive efforts** to raise awareness about risk and vulnerability and improve pathways into support are identifying more people that need help.

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[29] [Statutory homelessness: Detailed local authority-level tables](#) (MHCLG), note that Torbay did not provide accurate data for all four quarters in 2018/19 so are excluded from the calculation of % change. Torbay is included in the 2019/20 total.

COVID impacts

- On 27th March, the Government asked local authorities to make arrangements to **bring 'Everyone In'** and places had to be found rapidly for every person rough sleeping. Numbers of **rough sleepers were much higher than usual at this time** due to individuals having lost their usual sofa surfing arrangements or lost service accommodation due to the shutdown of tourism. Cornwall report having accommodated over 370 single households in direct response to COVID-19, compared with c.100 people under normal circumstances;
- Between April and June, the number of **households assessed as statutorily homeless increased by 54%** across the Peninsula, compared with a rise of 48% in the region and 15% for England overall;
- As well as providing a place to stay, **wraparound services** (such as drug and alcohol support) also had to mobilised swiftly to ensure that the right support was in place to keep individuals housed and safe insofar as possible;
- The Government have since made funding available for delivery of new move-on accommodation through the **Next Steps Accommodation Programme** to support local authorities and their partners to prevent these people from returning to the streets.

Response

- Across the Peninsula, it has been proved that it is possible to resolve issues through providing a **more flexible, persistently assertive approach**; Torbay's Homeless Service has been revised and given greater resource, although impact still needs to be evaluated;
- **Capacity** is there to respond and the **culture of working practices has started to change** as local areas move towards a more integrated trauma-informed approaches, with better **co-ordination** between mental health, housing and community treatment services; Cornwall and Torbay report **a lack of housing options** for complex clients; **no dedicated resources for missing adults** (as there are with children), much harder to engage partners in problem-solving around adults (not a statutory requirement);
- **Education is required to improve capability** of response, volunteer services often seen as exacerbating the problem by providing support and "attracting" problems; **conflict between removal of problem and safeguarding** affected individuals, public perception and lobbying by community representatives often focuses on the former; **dispersal** makes it harder to engage/retain and safeguard people at risk.

Knowledge gaps	- Intelligence picture is patchy – **groups are transient and dynamic** – challenging and changing mix of complex needs; we need to understand more about the **risk factors** linked to domestic abuse and sexual violence, exploitation of vulnerable people, particularly women and young people.

The good stuff – what CSPs are doing

Adult Safeguarding and Vulnerability Approaches

Across the Peninsula, partners are bringing resources together in various models to deliver **multi-faceted system responses** that work more effectively with people with complex and multiple needs and improve their outcomes.

Cornwall – "Complex Needs, Multiple Vulnerabilities" Strategy

In Cornwall we are in the third year of developing and implementing our innovative Complex Needs Strategy as a **whole system transformational approach** to support people with multiple needs more efficiently and effectively, embracing Making Every Adult Matter, Making Safeguarding Personal and High Risk Behaviour Panel (developed by the Safeguarding Adults Board) as part of the approach. In the last year, we have:

- Set up a **joint commissioning group** across our organisations to move towards designing and providing services in a more co-ordinated and joined up way. This has been successfully tested with recent **joint bids for outreach initiatives**;
- Set up the **Trauma Informed Network Cornwall** to promote and support trauma-informed practice, assist in training staff and raising awareness in communities;
- Secured agreement for five **'Safe and Well' hubs** that bring services together in one location, enabling staff to collaborate and learn from each other, and making it easier for residents to get the right help, closer to where they live;
- Designed and delivered a **multi-agency on-line collaboration space** (Manta), which has been **rigorously tested** by the MARAC. The next place for roll-out is within Integrated Offender Management;
- Established **Complex Needs Operational Groups** as part of the Safer Towns programme, to provide additional focus on identified individuals with multiple needs and vulnerabilities, using a problem-solving approach that **balances support and enforcement**. This approach is linked into and complements local multi-agency safeguarding responses.

Torbay - ASB and Vulnerability Team, new Alliance Commissioning Model

- Torbay Council's **ASB and Vulnerability Team** chair a bi-weekly multi-agency meeting that brings together representatives from a wide range of agencies including substance misuse services, adult social care, Housing First, Resettlement (outreach) Team, Police, hostel, housing options and support services;
- **Information is shared, with consent, to help** provide the best multi-agency response to persons identified in need. Where necessary, separate more focused meetings are held for individuals who are included in the process;
- Where all system offers have been exhausted, a referral can be made to the **Creative Solutions Panel** supported by Safeguarding Adults;
- Recognising that people with multiple and complex needs often fall between the gaps of single-issue services, Torbay Council is in the process of re-commissioning **domestic abuse, substance misuse and homelessness hostel services** under an alliance contract model, reflecting stakeholder engagement and learning from other areas;
- This will ensure that **decisions are made on a 'best for person' basis** and enable the providers to respond more holistically by adapting their offers to the specific needs of people requiring their services. **Services will commence in 2022**.

Case Study – Operation Hippic, Plymouth

In place since December 2018, Operation Hippic is a multi-agency group set up to help individuals who are street drinking but may also be rough sleeping and begging. The group currently includes Path, Rough Sleepers Team, MARS, Police, PARC, Harbour and Plymouth City Council Community Connections and is hoping to add a Mental Health Worker soon.

The agreed proactive approach is based around **assertive outreach with a focused problem-solving plan**. The agencies represented on the operational group patrol the City together on a weekly basis during the day to **actively seek out and engage** those that need help and support. This includes **getting them into accommodation** where this is needed and/or working with them to address underlying reasons for begging and other behaviours.

Agencies working together out on the street – providing help and support as well as enforcement - has **improved working relationships** between partner agencies and had a **positive impact on public confidence** and awareness of what is being done. The meetings have improved communications so that all partners are better informed about decisions that need to be made to improve outcomes for individuals.

So far, this work has enabled us to:
- **Tackle perceptions that "nothing is being done"** – high visibility patrols demonstrate to the public that everyone is working together to achieve the best possible outcomes;
- Raise **specific issues for a targeted response** – such as Harbour working with pharmacies to tackle the issue of individuals shoplifting whilst picking up prescriptions;
- Implement a partnership approach to **engage with individuals living in a number of squats** in the City, offering advice and support with regards to housing and addiction;
- Provide **advice on homelessness support on the ground** – for example, during one patrol advice was given to an individual who had been made homeless due to a criminal allegation against him and didn't realise he could access any support (he is now in accommodation and doing well).

The outreach work has also identified **some common barriers to accessing help**, and these concerns have been raised with the support of the Operation Hippic Strategic Forum so that they can be addressed. These are:
- **Lack of accommodation provision for couples** found to be homeless – these couples have stated they would rather be on the streets together than accommodated apart;
- **No accommodation tiers**, meaning people who are "dry" do not want to risk the temptation from others by entering the current accommodation systems;
- No accommodation for those that have **pets**.

It is important to emphasise that **enforcement is only considered when all other avenues have been exhausted**. To date, out of 175 people identified, only seven have been recommended for enforcement, due to all other options having been explored and anti-social behaviour escalating. One of these individuals was referred to the **Creative Solutions Forum** prior to enforcement action being taken. When a Criminal Behaviour Order has been sought, **positive requirements** have been added, meaning that engagement with services for those most difficult to reach is ordered by the Court.

In 2018, 175 people were identified as a concern due to rough sleeping, street drinking and begging. Through the proactive approach of the Operation Hippic Team these figures have significantly improved and there are **currently only 12 people classified as high risk**. All agencies are continuing to work with these individuals and encourage them to seek support and accommodation.

Operation Hippic has run **without any additional funding**; it is driven by key people who really want to make a difference to those who find themselves on the street whatever the reason. Various national initiatives have been used, such as Next Meal and Alternative Giving.

Community Tensions

Anti-social behaviour

Thematic area	Risk to the public	Organisational Risk
Anti-social behaviour	Significant	Moderate
Criminal Damage	Moderate	No concerns
Arson	Moderate	No concerns
Public Order Offences	Minor	No concerns

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 anti-social behaviour can have a significant impact on health and wellbeing.

Anti-social behaviour is **consistently high on the agenda** for residents and businesses in our town centres but also impacts on smaller and more rural communities.

Levels of anti-social behaviour reported to the police have seen a **long term reducing trend** and the Peninsula Strategic Assessment has reported successive falls since its first publication in 2012. Although the volume of incidents has fallen, we have seen a **rise in more complex anti-social behaviour**, involving multiple individuals, persistent offending and the need to respond to a dynamic profile of risk and multiple vulnerabilities – this is discussed in more detail under Vulnerability and Complex Needs.

Since April 2020, we have seen **increases in neighbourhood tensions and reduced tolerance**, which is driving a rise in reported anti-social behaviour for the first time in many years.

Key issues for 2020

- **Rising trend in anti-social behaviour** for the first time in almost ten years, particularly neighbourhood disputes and rowdy/nuisance behaviour. Clear indicators of **heightened tensions in communities and reduced tolerance**; the extent of the **pandemic as an influencing factor** is not clear – whilst we can measure COVID-specific incidents, changes in people's attitudes and behaviours are harder to quantify;
- Pre-existing issues related to **complex and persistent anti-social behaviour** amplified by COVID with the lockdown period proving to be especially challenging for some of the most vulnerable in our communities;
- Exploring the contribution of the voluntary and community sector in building **community connections and resilience**.

Prevalence and trends

- Anti-Social Behaviour (2019/20)
  - Neighbours 6,125 ▼-14%
  - Rowdy/inconsiderate 24,761 ▼-13%
  - Of which, Street Drinking 10%
  - Rising ASB trend since April 2020 (see chart)
- Criminal damage 13,403 ▼-6%
- Public Order 7,039 ▶-2%
- Arson 622 ▶0%

ASB reported to the police — COVID-specific
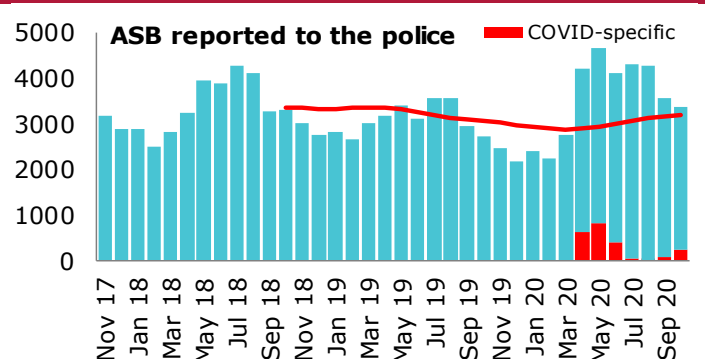
- The volume of anti-social behaviour incidents reported to the police has seen a **long term reducing trend**. Recent years have seen a change in profile of anti-social behaviour with an increase in **more complex and persistent issues**, requiring an assertive, multi-agency approach to **positively engage and help** individuals, alongside **a proportionate enforcement response** to support the wider community;
- Anti-social behaviour **hotspots around the Night-Time Economy and popular tourist areas** continue but are **less prominent** and well managed. Seasonal factors (lighter nights, warmer weather) and the scheduling of school holidays and large-scale events such as festivals contribute to a summer rise in disorder. This increased demand is more prevalent in coastal towns and tourist hotspots and is **largely predictable**;
- The ASB trend has changed direction since April 2020 and whilst the recording of COVID-specific incidents does play a part, there is an **underlying rising trend**;
- Whilst digital connectivity has provided many positive benefits, especially during a pandemic, **social media is playing an increasing role** at a local, national and international level to stoke local unrest and spread misinformation.

COVID impacts

- Overall anti-social behaviour reported to police **rose by 34%** during the three months under national lockdown, with **rowdy/inconsiderate behaviour** up by 26% and almost twice the number of reports of **nuisance neighbours**;
- During this period, **14% of incidents were COVID-19 specific**, relating to social gathering breaches for example. Partners widely reported that **community tensions were running high in many communities**, relating to non-compliance with COVID-19 restrictions and neighbourhood disputes; Devon and Cornwall reported **anxiety in tourist areas** about the impact of an influx of visitors over the summer months and their behaviours;
- There were concerns that restrictions on licenced premises would lead to increased drinking and disorder in public places – there were some reports of this but not widespread impact. As restrictions were eased, there were a **number of flashpoints** across the Peninsula including the **Barbican in Plymouth and Orcombe Point in Exmouth**. These incidents resulted in the OPCC providing funding to CSPs, under the Safer Summer Scheme, for extra resources over the summer months in anticipated hotspots for alcohol-related disorder;
- As the pandemic has evolved, we have seen some evidence of **growing public unrest and anti-establishment sentiment**, including demonstrations against COVID restrictions. In the same period, the **Black Lives Matter movement surged**, following the murder of George Floyd in the US in May 2020. Protests happened world-wide to speak out against racism and inequalities, including the disproportionate impact of COVID on BAME communities.

Response

- Although anti-social behaviour places a constant and substantial demand on resources across a range of agencies, **resources are in place**, the range of **tool and powers** available are being used effectively and **demand is largely manageable**;
- Intensive responses for **complex localised issues are much more resource intensive** and require co-ordination of multiple agencies – capacity has been highlighted as an issue in Cornwall where this level of response is needed in a number of areas concurrently;
- Partners working at a local level have expressed concerns about the **reducing numbers of PCSOs** and the impact that this will have on **police resilience and visibility**, particularly in the light of ongoing demands related to COVID restrictions.

Knowledge gaps	- Reporting of anti-social behaviour is influenced by perception of what constitutes an anti-social act and tolerance – we appear to be seeing the **pandemic acting as an aggravating factor** in changes in public attitudes and tolerance, but this is hard to quantify; - Cornwall highlight a need to better understand and map out **community assets** to help strengthen **community connections and resilience**; the Voluntary Sector Forum are helping with this.

Hate Crime

Thematic area	Risk to the public	Organisational Risk
Hate Crime	Significant	Moderate

Hate crime contributes to the **marginalisation of minority groups** and to inequalities in access to services and opportunities. Feelings of isolation may be especially acute in our rural communities where minority groups are small in number and there is a very limited local network of support. Hate crime also **supports the spread of extremist views** which heightens vulnerability to further abuse and deepens community tensions.

Experience of hate crime can act as an **accelerant in radicalisation**, and this has been reported through our Prevent partnerships locally, as well as in national cases.

Key issues for 2020

- Although numbers remain low at less than 2% of all recorded crime, the level of **hate crimes reported has increased**. There are current and escalating concerns over the impact of the pandemic and "Brexit" on **community tensions and tolerance** and the use of these issues to promote hatred against certain groups; **social media** is highlighted as playing an important role, particularly in facilitating action both in support of and against the **Black Lives Matter (BLM)** movement.

Prevalence and trends

- Hate crime 2,002 ▲10%
  - Racist 1097 ▲4%
  - Homophobic 347 ▲12%
  - Disablist 232 ▲19%

Reported hate crime *n/rate per 1000 pop*

Torbay	268/2.0
Plymouth	590/2.2
Devon	698/0.9
Cornwall	441/0.8

Legend: ■ Racist ■ Homophobic ■ Disablist ■ Other
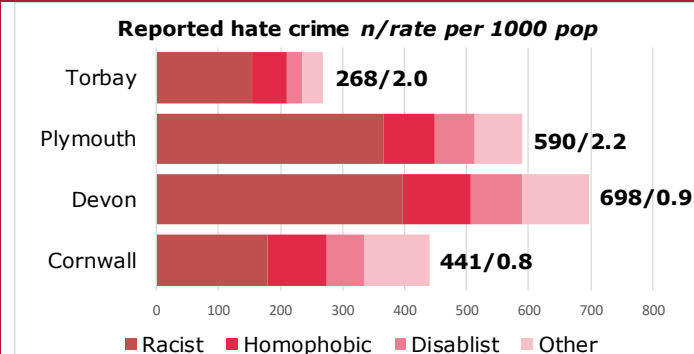
- The number of hate crimes reported to the police has risen by **10% across the Peninsula**, with **race-related crimes** making up over half of all incidents; we know, however, that reported hate crime **represents only the tip of the iceberg** in terms of the level of victimisation of minority groups, nationally and locally;
- The most numerous types of hate crime are **racist, homophobic and disablist**, accounting for 84% of all hate crime reported. Transphobic, gender-based and religion/faith-based incidents are also recorded.

COVID impacts

- COVID-19 has been **actively used by extremists to advocate hatred and intolerance** towards certain sections of society. As mentioned under Radicalisation, Cornwall and Devon identified **some cases of organised extremist and hate activity** during the first national lockdown, exploiting anxieties about COVID-19 to spread racist messages;
- The surge in the **BLM movement**, the responses to it, and its context within a global pandemic, have revealed the **highly polarised viewpoints in society**. Groups advocating intolerance and hatred have sought to capitalise on these events to strengthen divisions within communities, seen most prominently in **right-wing counter protests** to the BLM movement. Plymouth report an increase in hate crime reports in the wake of the BLM protests.

Response	
	• Some **specialist resources available** within statutory partner agencies (for example, police and local authorities) but these have reduced and requirements placed in more generalist roles; training is the responsibility of individual agencies to provide and variable, which means that opportunities for early identification and intervention may be missed; dependence on the **voluntary and community sector** to provide specialist support;
	• **Third party reporting routes** are established in Plymouth and Cornwall and this is helping to reach communities that are traditionally harder to reach;
	• Priorities for **forthcoming Prevent work in Devon and Torbay** will include responding to the risks posed by the online space, awareness raising with partners and the public, and engaging with communities to understand and address issues of tensions and hate crimes.
Knowledge gaps	• **Under-reporting is the primary limiting factor** in our understanding of hate crime. Incidents in some sectors (hospitals, schools) are not reported to police and data is not shared; **vulnerable victims may not be aware that they have been targeted** or may have been desensitized due to repeated victimisation or normalisation of abuse;
	• We do not know the extent to which **BLM may be having an impact on confidence** in policing and reporting.

A place-based approach – Safer Towns Programme

Safer Towns is the **flagship programme for Safer Cornwall**. Bringing together the public sector and local services, elected members, voluntary and community organisations and local businesses, these partnerships are delivering **creative and locally-led solutions** and demonstrate partnership working at its best.

There are **ten Safer Towns** across Cornwall and the programme is now in its third year. In the first year, the scheme was **supported by the OPCC** with £5,000 allocated to each town to deliver **locally targeted initiatives and engagement activities** as the programme got established. With continued OPCC support, this approach is now being **explored for other towns** across the Peninsula and Safer Cornwall has offered to "buddy" other towns as their local plans develop.

Annual Town Profiles are provided to each Safer Town partnership to help shape local action plans in responding to the crime trends and emerging issues identified and any other local priorities; this creates a strong sense of ownership and supports a vibrant problem-solving approach. The Safer Towns also provide **a local delivery point for Cornwall-wide campaigns**, such as the annual 16 Days of Activism Against Gender Based Violence and Hate Crime Awareness Week.

The towns in the programme experience the **highest levels of crime and anti-social behaviour**, alongside complex issues around drugs, alcohol, rough sleeping and safeguarding vulnerable people. Several towns have seen particularly **challenging, high profile issues** – with Penzance and St Austell of particular note.

The Safer Towns partnerships have responded quickly with **stepped-up intensive support** as new risks and challenges have emerged– including extra **patrols** and drop-ins for reporting, **public reassurance** and communications, **outreach** support, drug-related litter response, **CCTV use** and facilitating dynamic **information sharing** and management of risk. New Complex Needs Operational Groups are providing extra support to understand and find solutions for the most complex individuals.

There has been a **particular focus on young people** in all of the towns. The partnerships have provided a range of extra diversionary activities, many of them **co-designed with young people in the area**, alongside building skills and confidence and raising awareness about risks facing young people in Cornwall today.

Responding to COVID

- At the start of the first national lockdown, Safer Towns partnerships immediately moved into a **more intensive response mode**, using technology to **meet weekly or bi-weekly** to share information about the rapidly changing nature of crime and risk in each area and **take fast action** where needed. Local issues largely focused on COVID restrictions, community tensions, rough sleepers and anti-social behaviour;
- The new way of working was praised by all members of the partnership who **remained fully engaged** throughout the lockdown period and appreciated the speed of actions and the frequency of the communications;
- Since the first national lockdown, the towns have seen a surge in **complex anti-social behaviour**, interlinked with safeguarding concerns, exploitation and drug-related harms. The Safer Towns network has enabled partners to mobilise a co-ordinated multi-agency response quickly and pull in all available resources;
- Each area now receives a **monthly dashboard** that provides a small area view of Cornwall Council's COVID-19 Insights Dashboard for crime and safety, alongside other relevant data.

Case study – Safer Summer Scheme

In July 2020 the Police and Crime Commissioner pledged up to half a million pounds to launch a Safer Summer Scheme to provide targeted measures to help **tackle anti-social behaviour** and **promote COVID safety** across 20 hotspot locations in Devon and Cornwall.

- In late June, when the restrictions of the first national lockdown began to ease, a series of **high-profile incidents of drunken, rowdy behaviour** at Exeter Quay, Exmouth beach and Plymouth Hoe sparked **public anxiety** about anti-social behaviour and over-crowding in public spaces. This combined with concerns amongst local councils about **safe reopening of high streets** and how best to manage the risks associated with an inevitable **influx of summer visitors**;
- Behind London, Devon and Cornwall experience the **second highest influx of tourists in the country**, equating to an additional 125,000 people per day across the two counties, and international travel restrictions were expected to boost this even further;
- The Safer Summer Scheme aimed to provide **extra support over the summer months** to assist local policing and local authorities in keeping communities safe by:
  - Assisting with **social distancing** and **COVID regulation compliance**
  - Helping to prevent **alcohol-related anti-social behaviour** in public spaces
  - **Engaging with and reassuring the public**, local and visitors alike
- The 20 hotspot areas were identified by the police and local CSPs were provided with up to **£20k per location** to develop a **package of support** that included street or beach marshals (SIA accredited), enhanced CCTV, temporary toilets and support of pre-existing community schemes such as Street Pastors and responsible licensing initiatives;
- The delivery of the scheme in each location was **led by the local CSP** working closely with the police, town and parish councils and other partners. Some areas built on **pre-existing schemes** and some had to work rapidly to put **new arrangements in place** – some areas were **operational within just 4 days** of the Safer Summer Scheme's launch, in time for the lifting of lockdown restrictions at the start of July;
- Between July and September, the Scheme delivered in excess of **15,000 proactive marshalling** hours, **2,300 extra CCTV** monitoring hours over 9 locations and invested **£55k in CCTV units** over 7 locations. **Feedback was positive overall**, particularly from partners who appreciated the extra support; public response was fairly neutral;
- The Safer Summer Scheme was **one of the first national initiatives** to deploy marshals in this way, and the OPCC and CSPs were asked to **share the learning** with the Ministry of Housing, Communities and Local Government in September to **inform the development** of the government's **new COVID-19 marshal scheme**;
- A **full evaluation will be published by the OPCC** in the new year.

APPENDICES

Assessing threat, risk and harm using MoRiLE

Prioritisation involves understanding what poses the **greatest threat or risk** to the safety of the community and a common framework for undertaking that assessment is vital to ensure that this process is **fair, equitable and effective**.

Devon and Cornwall Police and the Peninsula CSPs have transitioned to a new **nationally accredited tool** to assess threat, risk and harm which was developed through the national **Management of Risk in Law Enforcement** (MoRiLE) programme.

The MoRiLE programme was created in 2014 through the National Police Chiefs Council (NPCC) Intelligence Innovation Group. The aim was to provide a **common methodology and language** for assessing threat, risk and harm in law enforcement.

The programme has developed two models - **thematic (strategic model)** and **tactical** – supported by a set of core principles. The collaborative delivery approach included **over 300 representatives across UK law enforcement agencies**, and national and international consultation.

The key features of the MoRiLE process are:
- A **transparent and informed** decision-making process, that is **multi-agency** and secures buy-in from partners from an early stage;
- Assessment of a range of **thematic areas alongside each other**;
- Assessment of **capability and capacity** for each thematic area;
- **Avoidance of bias** in risk assessment;
- Use of a **common language** in relation to threat, risk and harm;
- A clear process that is **easy to use and understand**.

In October 2016, the models were **approved by the NPCC** for roll out to all police forces as Authorised Professional Practice from April 2017. The thematic model is now being used by over 60 law enforcement agencies, including the National Crime Agency, to **inform their Strategic Assessment processes**.

The national programme recognised the models' potential for application in a wider partnership environment and Safer Cornwall has led a strand of work to **develop the approach for use by CSPs.**

The MoRiLE model is a matrix which generates a score for each community safety issue, based on the individual scores for:

- **Impact** on the victim, community, and environment
- **Likelihood** – frequency, volume, trend and forecast)
- **Organisational position -** reputation and politics, cost to respond, capacity and capability

The list of community safety issues was generated based on the Home Office crime groups and offence types, local priorities and wider community safety issues such as problem use of drugs and alcohol and RTCs.

The lists created in each CSP and by the police were slightly different according to local needs. The process was delivered in each area by **analyst teams** in collaboration with **subject experts and thematic leads**.

The collated **outputs of the most recent thematic assessments** are shown on pages 62-67.

Threat, risk and harm assessment						
Broad group		**Domestic Abuse and Sexual Violence**				
Thematic area		Domestic Homicide	Domestic abuse	Rape and Sexual Assault	Other sexual offences (adults)	Child Sexual Abuse
Victims	**Physical**	Severe	Moderate	Substantial	Low	Substantial
	Psychological	Critical	Severe	Severe	Moderate	Severe
	Financial	Critical	Severe	Substantial	Low	Severe
Community	**Community**	Substantial	Substantial	Moderate	Low	Moderate
Environment	**Environmental**	None/negligible	None/negligible	None/negligible	None/negligible	None/negligible
Scale	**Frequency**	Annually (or less)	Daily	Daily	Daily	Daily
	Volume	None/negligible	Very Large Volumes	Small Volumes	Small Volumes	Small Volumes
Trend	**Current trend**	Same	Same	<10% increase	<10% decrease	>10% decrease
	Forecast	Same	<10% increase	<10% increase	<10% decrease	Same
Risk to the public		Significant	High	Significant	Minor	Significant

External factors	**Reputation & Politics**	Regional	National	National	Regional	National
	Public Expectation	Moderate	Moderate	Moderate	Moderate	Moderate
	Economic Cost	Medium Term (existing resources)	Med-Long Term (additional resources/ co-ordination)	Med-Long Term (additional resources/ co-ordination)	Medium Term (existing resources)	Med-Long Term (additional resources/ co-ordination)
Resourcing	**Capacity**	Limited issues	Impedes Management	Impedes Management	Limited issues	Impedes Management
	Capability	Limited issues	Impedes Management	Impedes Management	Limited issues	Limited issues
Organisational Risk (level of concern)		Minor	Significant	Significant	Minor	Significant

Threat, risk and harm assessment						
Broad group		Exploitation				
Thematic area		Child Sexual Exploitation	Dangerous Drug Networks	Modern Slavery	Terrorist Incident	Terrorist Activity
Victims	**Physical**	Substantial	Substantial	Substantial	Catastrophic	Low
	Psychological	Severe	Severe	Severe	Severe	Substantial
	Financial	Severe	Severe	Critical	Critical	Moderate
Community	**Community**	Moderate	Moderate	Moderate	Catastrophic	Substantial
Environment	**Environmental**	None/negligible	None/negligible	None/negligible	None/negligible	None/negligible
Scale	**Frequency**	Daily	Monthly	Weekly	Annually (or less)	Weekly
	Volume	Small Volumes	No / Negligible Activity	No / Negligible Activity	No / Negligible Activity	Moderate Volumes
Trend	**Current trend**	>10% decrease	>10% increase	>10% increase	Same	Same
	Forecast	Same	>10% increase	>10% increase	Same	Same
Risk to the public		Significant	High	High	High	Significant

External factors	**Reputation & Politics**	National	National	International	International	International
	Public Expectation	Moderate	Moderate	Moderate	High	Moderate
	Economic Cost	Med-Long Term (additional resources/co-ordination)	Med-Long Term (additional resources/co-ordination)	Med-Long Term (additional resources/co-ordination)	Med-Long Term (additional resources/co-ordination)	Medium Term (existing resources)
Resourcing	**Capacity**	Impedes Management	Impedes Management	Limited issues	Limited issues	Limited issues
	Capability	Limited issues	Impedes Management	Limited issues	Limited issues	Limited issues
Organisational Risk (level of concern)		Significant	Significant	Moderate	Moderate	Minor

Threat, risk and harm assessment						
Broad group		Vulnerability and Complex Needs				
Thematic area		Alcohol-related hospital admissions	Problem Drinkers	Drug-related deaths	Problem Drug Use	Young persons substance misuse
Victims	**Physical**	Substantial	Substantial	Severe	Substantial	Substantial
	Psychological	Substantial	Severe	Severe	Severe	Substantial
	Financial	Substantial	Severe	Critical	Severe	Substantial
Community	**Community**	Low	Moderate	Moderate	Moderate	Moderate
Environment	**Environmental**	None/negligible	Low	None/negligible	None/negligible	Low
Scale	**Frequency**	Daily	Daily	Weekly	Daily	Weekly
	Volume	Very Large Volumes	Very Large Volumes	No / Negligible Activity	Moderate Volumes	Small Volumes
Trend	**Current trend**	<10% increase	<10% increase	Same	>10% increase	<10% increase
	Forecast	<10% increase	<10% increase	Same	<10% increase	<10% increase
Risk to the public		Significant	High	High	High	Significant

External factors	**Reputation & Politics**	National	Regional	Regional	Regional	National
	Public Expectation	Low	Moderate	Moderate	Moderate	Moderate
	Economic Cost	Severe (significant additional resources/co-ordination)	Med-Long Term (additional resources/co-ordination)	Med-Long Term (additional resources/co-ordination)	Med-Long Term (additional resources/co-ordination)	Medium Term (existing resources)
Resourcing	**Capacity**	Impedes Management	Impedes Management	Impedes Management	Impedes Management	Impedes Management
	Capability	Impedes Management	Impedes Management	Limited issues	Impedes Management	Limited issues
Organisational Risk (level of concern)		Major	Significant	Significant	Significant	Moderate

Threat, risk and harm assessment				
Broad group		**Vulnerability and Complex Needs**		
Thematic area		Homelessness	Street-based Vulnerable Groups	Suicides
Victims	**Physical**	Substantial	Substantial	Severe
	Psychological	Severe	Severe	Severe
	Financial	Critical	Critical	Severe
Community	**Community**	Moderate	Substantial	Substantial
Environment	**Environmental**	Low	Moderate	Low
Scale	**Frequency**	Weekly	Weekly	Weekly
	Volume	No / Negligible activity	No / Negligible activity	No / Negligible Activity
Trend	**Current trend**	>10% increase	>10% increase	>10% increase
	Forecast	>10% increase	>10% increase	>10% increase
Risk to the public		High	High	High
External factors	**Reputation & Politics**	National	Regional	National
	Public Expectation	Moderate	Moderate	Moderate
	Economic Cost	Med-Long Term (additional resources/co-ordination)	Med-Long Term (additional resources/co-ordination)	Med-Long Term (additional resources/co-ordination)
Resourcing	**Capacity**	Impedes Management	Impedes Management	Impedes Management
	Capability	Limited issues	Impedes Management	Limited issues
Organisational Risk (level of concern)		Significant	Significant	Significant

Threat, risk and harm assessment						
Broad group		**Communities and anti-social behaviour**				
Thematic area		Anti-social behaviour	Arson	Criminal Damage	Hate Crime	Public Order Offences
Victims	**Physical**	None/negligible	Low	None/negligible	Low	None/negligible
	Psychological	Moderate	Low	Low	Substantial	Moderate
	Financial	Moderate	Moderate	Low	Moderate	Low
Community	**Community**	Substantial	Low	Low	Substantial	Moderate
Environment	**Environmental**	Moderate	Moderate	Moderate	None/negligible	None/negligible
Scale	**Frequency**	Daily	Daily	Daily	Daily	Daily
	Volume	Very Large Volumes	Small Volumes	Large Volumes	Small Volumes	Moderate Volumes
Trend	**Current trend**	>10% decrease	Same	<10% decrease	>10% increase	Same
	Forecast	>10% increase	<10% decrease	<10% decrease	>10% increase	Same
Risk to the public		Significant	Moderate	Moderate	Significant	Minor

External factors	**Reputation & Politics**	Regional	Local Media	Regional	National	Regional
	Public Expectation	Moderate	Moderate	Low	Moderate	Moderate
	Economic Cost	Medium Term (existing resources)	Short Term	Short Term	Med-Long Term (additional resources/co-ordination)	Short Term
Resourcing	**Capacity**	Impedes Management	Limited issues	Yes	Limited issues	Limited issues
	Capability	Limited issues	Yes	Yes	Limited issues	Yes
Organisational Risk (level of concern)		Moderate	None	None	Moderate	None

Threat, risk and harm assessment								
Broad group		Violence						
Thematic area		Alcohol-related crime	Youth gangs and knife crime	Violence - NTE	Possession of Weapons	Homicide	Violence with Injury (non-DA)	Violence without injury (non-DA)
Victims	**Physical**	Moderate	Moderate	Moderate	Low	Severe	Moderate	Low
	Psychological	Low	Substantial	Moderate	Moderate	Severe	Moderate	Moderate
	Financial	Low	Substantial	Low	None/negligible	Severe	Moderate	Low
Community	**Community**	Substantial	Low	Moderate	Moderate	Substantial	Moderate	Low
Environment	**Environmental**	Low	None/Negligible	None/negligible	None/negligible	None/negligible	None/negligible	None/negligible
Scale	**Frequency**	Daily	Monthly	Daily	Daily	Monthly	Daily	Daily
	Volume	Large Volumes	No / Negligible Activity	Small Volumes	Small Volumes	No / Negligible Activity	Moderate Volumes	Large Volumes
Trend	**Current trend**	<10% increase	<10% increase	<10% decrease	>10% increase	Same	<10% decrease	Same
	Forecast	<10% increase	<10% increase	>10% decrease	>10% increase	Same	<10% decrease	<10% decrease
Risk to the public		Significant	Moderate	Minor	Moderate	Significant	Moderate	Minor

External factors	**Reputation & Politics**	National	National	Regional	Local Media	Regional	Regional	Regional
	Public Expectation	Moderate	Moderate	Moderate	Moderate	Moderate	Low	Low
	Economic Cost	Med-Long Term (additional resources/co-ordination)	Medium Term (existing resources)	Medium Term (existing resources)	Short Term	Medium Term (existing resources)	Short Term	Short Term
Resourcing	**Capacity**	Impedes Management	Impedes Management	Limited issues	Yes	Limited issues	Limited issues	Limited issues
	Capability	Impedes Management	Impedes Management	Limited issues	Yes	Yes	Yes	Limited issues
Organisational Risk (level of concern)		Significant	Significant	Minor	None	Minor	None	None

Notes on the data

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 iQuanta (see note below) 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 MoRiLE 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-crimed") the **numbers may not match** exactly.

For ease of presentation and understanding, criminal offences are organised into types and groups. The Office for National Statistics presents crime statistics as **victim-based crime** and **other crimes against society**, aligning with the "crime tree" used by Her Majesty's Inspectorate of Constabulary (HMIC). More information on the HMIC crime tree is available from their website.

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**'). The most similar family groupings are regularly reviewed.

There are two main ways in which we compare performance with our most similar family – **incidence of crime** (crime rate) and **change in 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.

Headline crime figures for the partnerships have been **drawn from published data** on iQuanta. 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**.

Measuring crime trends – data reliability

In January 2014, the UK Statistics Authority withdrew the gold-standard status of "national statistics" from police crime data, further to concerns about reliability.

In 2014 HMICFRS carried out an inspection into the way the 43 police forces in England and Wales record crime data, reviewing over 10,000 records. This inspection was the **most extensive of its kind** that HMIC has undertaken into crime data integrity.

The final overview report [Crime-recording: making the victim count](#) was published in November 2014. The key finding across all forces was that an **estimated 19% of crime went unrecorded**, equating to an annual estimate of around 800,000 crimes. The problem was found to be greatest for victims of violence against the person and sexual offences.

Following this, HMICFRS introduced a **rolling programme of inspections**[30] to assess the progress made by forces against recommendations set out in the 2014 reports.

- The second inspection published in February 2017 gave Devon and Cornwall Police an **overall judgment of inadequate** and made a series of recommendations and areas for improvement;
- When re-inspected in 2018, Devon and Cornwall Police had **improved to "good"**

As a result of the national focus on improving the quality of crime recording and compliance with the National Crime Recording Standard (NCRS), **levels of recorded crime have dramatically increased**. Forces are improving at different rates and this has had an ongoing impact over the last few years.

The **Crime Survey for England and Wales**[31] (CSEW) provides more robust measures of crime trends across a range of different crime types but police recorded crime continues to provide the best measure for low volume crimes that are well reported and recorded by the police, such as theft of vehicle, homicide and robbery.

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[30] HMICFRS Reports - Rolling programme of [crime data integrity inspections](#), last updated July 2018
[31] [Crime in England and Wales: year ending March 2019](#): Crime against households and adults, also including data on crime experienced by children, and crimes against businesses and society; Office for National Statistics, July 2019

Glossary

Term	Description
Acquisitive crime	Crime grouping including burglary, shoplifting, vehicle offences and other types of thefts
Alcohol-related crime	Any crime recorded with an alcohol flag by police – this can relate to any type of crime and indicates that alcohol was a factor in the crime
ARID	Assault Related Injuries Database (in hospital Emergency Departments)
ASB	Anti-Social Behaviour
BAME	Black, Asian and other Minority Ethnic (groups)
(DDC) CRC	(Dorset, Devon and Cornwall) Community Rehabilitation Company
CSA/E	Child Sexual Abuse/Exploitation
CSEW	Crime Survey for England and Wales
CSP	Community Safety Partnership. Statutory partnership between Council, Police, Fire, Health and Probation to tackle crime and disorder issues
DA(SV)	Domestic Abuse (and Sexual Violence)
Domestic abuse crime	Any crime recorded with a domestic abuse flag by police – this can relate to any type of crime. The domestic abuse flag is also used to identify non- crime incidents in a similar way.
DASH	Domestic Abuse, Stalking and Harassment and Honour Based Violence Risk Identification and Assessment and Management Model
ED	Emergency Department (often called Accident and Emergency or A&E)
(E)NTE	(Evening and) Night-Time Economy – economic activity taking place in the evenings and at night, such as drinking, entertainment and nightlife.
FGM	Female Genital Mutilation
Hate incident/crime	Any incident where the victim or a witness feels that they were targeted because of disability, race, religion, gender identity or sexual orientation; if the behaviour constitutes a criminal offence, it becomes a hate crime
HBA/V	Honour Based Abuse/Violence
HMIC(FRS)	Her Majesty's Inspectorate of Constabulary, expanded to include Fire and Rescue Services in 2018
IBA	Identification and Brief Advice for alcohol problems
IDVA	Independent Domestic Violence Advocate or Advisor (Service)
IOM	Integrated Offender Management; see TurnAround
ISVA	Independent Sexual Violence Advocate or Advocacy (Service)
KSI	Killed or Seriously Injured (used to describe serious road traffic collisions)
LGBT(Qi)	Lesbian, Gay, Bisexual, Transgender, Queer (or Questioning) and Intersex
LSOA	Lower Super Output Area; statistical geographical unit with c.1500 people
MARAC	Multi-Agency Risk Assessment Conference that manages high risk domestic abuse cases
MoRiLE	Management of Risk in Law Enforcement - accredited models to assess threat, risk and harm developed through the national MoRiLE programme
MSG	Most Similar (Family) Group. 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
MHCLG	Ministry of Housing, Communities and Local Government
NCRS	National Crime Recording Standard - the standard for recording crime in accordance with the law and the Home Office Counting Rules
Non-crime incident	An incident recorded by the police that does not constitute a criminal offence; recorded for risk assessment and intelligence purposes

Term	Description
	particularly in domestic abuse, hate crime and incidents involving children or vulnerable adults
NRM	National Referral Mechanism – a framework for identifying and referring potential victims of modern slavery and ensuring they receive support
OCG	Organised Crime Group
ONS	Office for National Statistics
OCLP	Organised Crime Local Profile – detailed profile developed by Devon and Cornwall Police with local partners for serious and organised crime themes
OPCC	Office of the Police and Crime Commissioner
PCAN	Peninsula Crime Analysts' Network
PHE	Public Health England
PSA	Peninsula Strategic Assessment
RTC	Road Traffic Collision
SARC	Sexual Assault Referral Centre
SDP	Safer Devon Partnership, strategic partnership covering all district CSPs
SODAIT	(Police) Sexual Offences and Domestic Abuse Investigation Team
TurnAround	The delivery name for Integrated Offender Management in Devon and Cornwall; a multi-agency approach to work with frequent offenders
ViST	Vulnerability Screening Tool, used by Devon and Cornwall Police
WRAP	Workshop to Raise Awareness of Prevent – Home Office accredited training package for preventing violent extremism
YOT/YOS	Youth Offending Team / Service

Further reading and contacts

For more information about the Peninsula CSPs, including **strategic assessments and plans**, please follow the links below:

Cornwall	http://safercornwall.co.uk/crime-in-your-area/documents-publications/
Devon (SDP)	https://saferdevon.co.uk/
Plymouth	https://www.plymouth.gov.uk/antisocialbehaviourandcrime/communitysafetypartnership
Torbay	https://www.torbay.gov.uk/emergencies/safer-communities-torbay/what-sct-do/
Isles of Scilly	https://www.scilly.gov.uk/community-safety/community-safety-partnership

For further details on the work of the local partnerships please contact:

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The **Vision Zero South West Partnership** is a strategic and operational collaboration of organisations, committed to working with people and communities, to reduce the number and severity of personal injury collisions - particularly those resulting in death or serious injury, across the road network of Devon and Cornwall.

Read more about the Peninsula strategy and the work of Vision Zero on the OPCC's website here.

The **Devon and Cornwall Local Criminal Justice Board Mental Health Partnership** intends to commission a strategic needs assessment of the current and long-term issues affecting or likely to affect mental health services and Criminal Justice Services, to underpin the next joint plan. The scope of the needs assessment is expected to include **drivers of offending/reoffending and complex needs**.

More information about the LCJB is available on the OPCC's website here.