

DEVON CORNWALL ISLES OF SCILLY

COMMUNITY SAFETY PARTNERSHIPS

Peninsula Strategic Assessment 2022/23 REFRESH

Acknowledgements

Peninsula Strategic Assessment published in 2020 and prepared by:

Peninsula Crime Analysts Network with support from partnership officers, analytical support officers and the Police's Performance and Analysis Department:

- Erika Sorensen, Amethyst, Cornwall Council
- Alex Arthur, Amethyst, Cornwall Council
- Jenny Jurga, Devon County Council
- Siobhan Logue, Plymouth City Council
- Laura Juett, Plymouth City Council
- Rob Sowden, Plymouth City Council
- Nicola Passmore, Torbay Council
- Claire Aspray, Devon and Cornwall Police
- Xena Kaur-Stewardson, Devon and Cornwall Police

We would like to thank the following **agencies, partnerships and organisations** who have provided data, material and/or comment on this profile's content and supported us in its production:

- Peninsula Community Safety Partnerships
 - Safer Cornwall
 - Safer Scilly
 - Safer Devon Partnership
 - Safer Plymouth
 - Safer Communities Torbay
 - North Devon and Torridge Community Safety Partnerships
 - South Devon and Dartmoor Community Safety Partnership
 - Exeter Community Safety Partnership
 - East and Mid Devon Community Safety Partnership
- Devon and Cornwall Police
- Office of the Police and Crime Commissioner
- Cornwall Council, Devon County Council, Plymouth City Council and Torbay Council
- Probation Service
- Cornwall, Devon and Somerset Fire and Rescue Services
- Integrated Care Boards for Cornwall and Isles of Scilly, Devon, Plymouth and Torbay
- Commissioned services and subject experts working across the Peninsula

Contents

INTRODUCTION	4
The Devon and Cornwall Peninsula	7
Our Delivery Landscape	8
Main Policy Headlines	10
Community safety priorities	12
Priorities of the Police and Crime Commissioner	13
Recorded crime in 2021/22	14
Quick Facts: All recorded crime in 2021/22	15
Local trends	16
Latest national insight from the Crime Survey	19
Crime comparisons - urban areas	21
Crime comparisons - rural areas	22
Which issues have the greatest impact on communities?	23
Understanding the impacts of trauma	25
Domestic Abuse and Sexual Violence	27
Domestic abuse	28
Rape and sexual assault	34
Child Sexual Abuse	38
Violence	41
Drugs and Alcohol	49
Problem Drug Use	50
Drug Trafficking and Exploitation	54
Problem Drinking	59
Exploitation	64
Modern Slavery	65
Radicalisation and prevention of extremism	67
Communities	70
Focus on homelessness	71
Anti-social behaviour	72
Hate Crime	77
APPENDICES	80
Assessing threat, risk and harm using MoRiLE	81
Police data	82
Glossary	84
Further reading and contacts	86

INTRODUCTION

What are community safety partnerships?

Community Safety Partnerships (CSPs) involve a 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.

Achieving safer communities depends on **everyone working together** to find local solutions to local problems.

The **statutory agencies** or 'responsible authorities' are Local Authorities, Police, Fire and Rescue Services, the Probation Service and NHS Integrated Care Boards.

The Peninsula incorporates **eight CSPs** and **one strategic County level partnership**, Safer Devon.

Their statutory responsibilities are set down within the **Crime and Disorder Act 1998**, but there are differences across the Peninsula in the way that they work, according to local needs.

CSPs support and co-ordinate the work of local partners by:

- Undertaking an annual **Strategic Assessment** to identify community safety priorities and set objectives
- Developing and overseeing the delivery of a **three year Partnership Plan**, refreshed annually, to co-ordinate activities to address the priorities
- Monitoring **delivery against the objectives** and driving good performance

- Developing and overseeing the delivery of **a strategy to reduce reoffending**
- **Commissioning Domestic Homicide Reviews** and holding agencies to account for implementing recommendations
- **Consulting and engaging with communities** and use this to inform strategies and plans

A raft of [new legislation and national guidance](#) came to local areas in 2021 and 2022, each **requiring robust governance and multi-agency arrangements** to deliver.

- Ensure the provision of statutory **domestic abuse support within safe accommodation services**¹ through a *Domestic Abuse Local Partnership Board* - to support local needs assessments, strategies and oversee effective delivery.
- Provide robust governance for the **new Serious Violence Duty**² and ensure that tackling **serious violence is an explicit priority**³ for the CSP; undertake a strategic needs assessment and develop a strategy to address local priorities.
- Ensure effective **delivery of the government's new 10-year drugs strategy**⁴ through a local *Combating Drugs Partnership*; agree priorities via a strategic needs assessment, develop and deliver a local strategy and plan.

Each area is meeting these requirements in different ways, in line with **local need and delivery structures**.

¹ Introduced by the [Domestic Abuse Act 2021](#).

² Introduced in 2023 by the [Police, Crime, Sentencing and Courts \(PCSC\) Act 2022](#)

³ CDA 1998 amended by the PCSC Act 2022

⁴ [From Harm to Hope](#) - A 10-year drugs plan to cut crime and save lives, HM Government 2021

The role of the Police and Crime Commissioner

On 15 November 2012 the public elected the first Police and Crime Commissioner (PCC) for Devon and Cornwall. PCCs serve a four year term and the next elections are in May 2024. 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 crime and safety and **sets priorities** in a plan for the police which addresses community concerns.
- Ensures the **Chief Constable** directs police officers and resources to tackle the things that communities say are important and **holds him to account**.
- Sets the **police budget** and determines the precept.
- Is responsible for ensuring delivery of **support for victims** that is compliant with the victims' code.
- **Sets the strategic direction for policing** but does not interfere with day-to-day operations or tactics.
- **Balances local needs** of the public and victims alongside **national policing responsibilities**.

PCCs have a **statutory duty⁵ 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 two forces are working together to improve **delivery, resilience and flexibility**, as well as save money and increase **efficiency** in over 30 administrative and operational business areas.

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)⁶** and the suite of **Organised Crime Local Profiles (OCLPs)** that support the local delivery of the Serious and Organised Crime Strategy.⁷

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**.

The PSA describes the **main threats and risks** to communities across Devon and Cornwall, bringing together the key messages from the local strategic assessments undertaken by CSPs, supported by a shared approach using the [MoRiLE](#) methodology.

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.

⁵ [Guidance note](#) on amendments to the Crime and Disorder Regulations 2007, Home Office 2012

⁶ Published on the Police and Crime Commissioner's [website](#)

⁷ [Serious and Organised Crime Strategy](#), Home Office October 2013

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**.

Data

Data on all crime and incidents reported to the police comes from Devon and Cornwall Police. This strategic assessment **primarily draws on data for the year 2021/22**, which aligns with local strategic assessments, but also references **trend data up to the end of October 2022** to ensure that the assessment is up to date.

PEEL 2021/22 – An inspection of Devon and Cornwall Police

His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) **continuously monitors** the performance of all police forces in England and Wales through **PEEL assessments**. PEEL stands for police effectiveness, efficiency, and legitimacy.

In October 2022 Devon and Cornwall Police was moved into an **enhanced level of monitoring** by the police inspectorate.

In February 2023 HMICFRS released the [full report on its inspection](#), which began in early 2022. The inspection identified three distinct areas where the force must make improvements:

- How it records crime
- Its ability to answer emergency and non-emergency calls
- The management of registered sexual and violent offenders.

Since the inspection **a range of improvements have already been made** including boosting resources in these areas, reviewing policies and procedures, as well as working with other forces to identify best practice in the areas identified for improvement.

The Force have made significant improvements to the areas identified and **progress continues to be made at pace**.

In its report, the Inspectorate also highlighted **several areas where the Force continues to perform well**, including understanding the needs and expectations of local communities with a focus on vulnerability and working effectively with partners locally.

The Devon and Cornwall Peninsula

About the Peninsula: key statistics



People

Current population is 1,787,999

8% **ethnic minority groups** (all Asian, Black, Mixed, Other Ethnic Groups and White Minority groups)

25% across England

3% **lesbian, gay, bi-sexual or other** sexual orientation

3% across England

468,446 people are aged **under 25** (26%)

29% across England

440,264 people are **aged 65+** (25%)

19% across England



Vulnerable groups

14% of people live in the **20% most deprived LSOAs** in England

20% of **children** live in low income households

20% across England



Housing

3% of households **lack central heating**

2% across England

99,600 households in fuel poverty (12.4% - England 13.2%)



Education & skills

16% of people have **no qualifications**

18% across England



Economy

16% of people aged 16+ are economically inactive (excl. retired)

18% across England



Health & wellbeing

21% of people have a **disability** (defined by Equality Act)

17% across England



Access & transport

17% of households **do not have a car**

24% 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 1.79 million residents⁸** living in 782,000 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.

⁸ Census 2021 © ONS

Around **104,000 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.

Our population is **less ethnically diverse than the national profile**. People from White English/Welsh/Scottish/Northern Irish or British ethnic groups make up **92% of the population**. People from white minority groups make up 4% and all other minority groups⁹ combined make up the remaining 4% (compared with 7% and 17% respectively for England and Wales).

People from ethnic minority 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).

Our Delivery Landscape

Cost of Living Crisis

We are living in challenging times. On top of dealing with the lasting **social and economic impacts of the pandemic**, the UK is now experiencing a **cost-of-living crisis**, with **Russia's invasion of Ukraine** adding further uncertainty to global oil and gas prices and supplies. A **prolonged recession** is predicted.

At the same time, we have also seen a period of **relative political instability** and lots of changes in central government.

Across the Peninsula, the pandemic left many people facing

More vulnerable households

financial difficulties and increased disadvantage, as they struggled to manage financial insecurity, loss of income, employment and housing.

3 key factors – energy prices, rising inflation and tax increases – are now contributing to a **cost of living crisis**, with **low-income households** with less financial resilience being most **acutely affected**.

During times of economic pressure, people struggle with jobs and finances – scams and **frauds**, shoplifting, personal **thefts** and robberies increase, **black markets** and stealing to order escalates, and these markets are exploited by **organised crime**.

⁹ Census 2021 – Asian, Black, Mixed, Other Ethnic Groups (68,783 people) © ONS

Drug and alcohol use increases to cope with increased psychological distress, bringing with it all the associated **harms to health and family life and the costs to society**.

Increased pressures on family life

Based on previous recessions, we can expect to see a rise in interpersonal violence, specifically **domestic abuse and violence between people who know each other**. Stranger violence, however, is unlikely to be affected.

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

Across the Peninsula we 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.

Active & Engaged Communities

These positive factors play an important role in **boosting the safety and resilience** of our communities and help support **community action**, by getting local people involved in the design and delivery of local services.

ASB and Community Tensions

We may see rises in anti-social behaviour and **public disorder**, such as street drinking. The increase in **rough sleepers** also plays a part in what people see as **signs of visible social disorder** in the local area.

These factors can drive up feelings of unrest and **community tensions** and this also has the potential to drive up **hate crimes**.

The placement of refugees and asylum seekers as part of the national resettlement programme, may also increase community tensions in the current climate.

Housing is a critical factor in providing a stable and secure base from which to engage and support people who need help. The **lack of affordable and available housing** is having a major impact on people who use our services and also our staff.

A secure home is critical

The **underlying factors that drive up crime** – such as poverty, vulnerability, previous experience of crime, unemployment and low education levels – also **contribute to health inequalities**, reinforcing the importance of a **joined-up approach with health partners**.

Rural communities

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**.

Connectivity

The pandemic pushed our **work, education and social interactions on-line** and, whilst this provides opportunities for **greener, more flexible lifestyles** it also brings with it risks of increased **isolation and exposure to exploitation** on-line.

Main Policy Headlines

The Government has brought in some key legislative and policy changes which place **new responsibilities** on local partnerships and will inform community safety work over the next twelve months.

- We expect **continued government focus on addressing crime and disorder**, aligned to the [2021 Beating Crime Plan](#), including tackling serious violence, weapons-related violence, drugs and Violence Against Women and Girls.
- **Increasing numbers of statutory duties** are being placed on community safety partners, especially around collaboration, strategy development and commissioning.
- This is leading to an **increasingly complex network of partnerships** and arrangements at local and regional levels, for example around strategic oversight, commissioning and funding.
- There has generally been **flexibility for responses** to align to local need and local structures.
- There is a shift towards **greater interface with regional bodies** including Police and Crime Commissioners.
- There has been **limited funding to resource responses**. More funding has been made available for direct delivery although this is generally comprised of short term bid or grant funding.

Review of Community Safety Partnerships (CSPs)

A review of CSPs was one of the recommendations from Part 2 of the [Police and Crime Commissioners Review](#).

- The Home Office plans to undertake a **full review of CSPs** to improve their transparency, accountability, and effectiveness, before assessing their position within the **wider landscape of local partnerships**.
- The review is expected to cover **four key themes**:
 - Roles and responsibilities
 - Accountability
 - Data sharing
 - The role of CSPs in tackling anti-social behaviour
- **Consideration will be given to introducing a new duty** for CSPs to report on **local anti-social behaviour strategy** and delivery to PCCs and legislating to set out the PCC role in the ASB Case Review process.

- Part 1 of the [consultation](#) was launched in March 2023, alongside the new ASB Action Plan.
- Further information about the scope and timescales for the review yet to be publicly announced.

Police, Crime, Sentencing and Courts Act

Enacted in April 2022, the [Police, Crime, Sentencing and Courts Act](#) has introduced a wide range of measures across policing and the criminal justice system, including new and revised offences and sentencing and offender management guidelines.

It has also introduced duties focusing on the prevention and reduction of crime, harm and violence, including the **Serious Violence Duty** and **Offensive Weapons Reviews**. These are discussed in more detail under [Violence](#).

Victims' Bill

The Victims' Bill has been introduced in draft form and is currently undergoing pre-legislative scrutiny.

- It will **enshrine in law the rights outlined in the [Victims' Code](#)** and will improve end-to-end support for victims of crime.
- The Bill will currently apply to people who have experienced **domestic abuse, sexual violence and serious violence**, although it may expand to cover victims of wider forms of crime.

It introduces two main duties which apply to different specified partners:

- **Duty for commissioning victim support services:** placed on upper tier local authorities, Integrated Care Boards and PCCs to collaborate when commissioning victim support services for domestic abuse, sexual violence and serious violence. This includes preparing and publishing a joint local strategy.
- **Duty to be compliant with the Victims' Code:** duty placed on the police, Crown Prosecution Service, courts, prisons, probation and Youth Offending Teams. PCCs will have a separate duty to review these bodies' compliance with the Code.
- The Bill also proposes **formalisation** of the roles of Independent Domestic Violence Advocates and Independent Sexual Violence Advocates.

Victims' Funding Strategy

Aligned to the Victims' Bill, a new [Victims' Funding Strategy](#) is being introduced to improve the coordination and sustainability of funding and commissioning for victim support services across central government.

The strategy will influence regional and local funding and commissioning.

Main points of focus include:

- Ensuring that **national and local provision complement each other**, to create seamless support for victims.
- A **strategic approach to funding the victim support sector**, including commitment to the principle of multiyear funding for core victim support services.
- **National commissioning standards** for victim support services to ensure a baseline quality of support for victims. These standards will complement the statutory duty to jointly commission victim support services introduced by the Victims' Bill.
- Developing **outcomes and metrics** to measure delivery and impact.

Other areas

Other new areas of legislation are included under the relevant thematic sections, including:

Domestic abuse & sexual violence

- Domestic Abuse Act and Plan
- Violence Against Women and Girls Strategy
- National Statement of Expectations and Commissioning Toolkit
- Supporting Male Victims Position Statement
- Women's Health Strategy for England

Drugs

- New Drugs Strategy "From Harm to Hope"

Exploitation

- On-line Safety Bill
- Independent Review of Prevent
- New Protect Duty

Communities

- Anti-social Behaviour Action Plan
- Anti-social Behaviour Principles
- Safer Streets
- Levelling Up White Paper

Community safety priorities

Safer Cornwall

<https://safercornwall.co.uk/library/>

- **Core work plan** around the high risk themes, including Safer Towns place-based approach

Four overarching priority outcomes:

- **Communities** are supported to take positive action to reduce crime and ASB and improve their local environment
- Our **specialist services** protect and support the most vulnerable and reduce harm
- We have a greater **awareness of the effects of trauma** on people's lives and behaviours, and our workforce provides **the right support, at the right time**
- We **communicate and share information** in ways that are proactive and inclusive; we listen and act on what we hear

Safer Scilly

<https://www.scilly.gov.uk/saferscilly>

- Raising awareness and improving access to **Domestic Abuse support services**
- Promoting importance of **Road Safety**
- Supporting initiatives that encourage **safe levels of alcohol consumption**

Safer Communities Torbay

One overarching priority: a trauma informed approach with three areas of focus:

- Protecting the most **vulnerable individuals and communities** from crime and disorder, whilst reducing reoffending
 - Domestic abuse and sexual violence
 - Exploitation
 - Drugs

<https://www.torbay.gov.uk/council/policies/community-safety/sct-sa/>

Safer Devon

<https://saferdevon.co.uk/>

Safer Devon's aim is to develop **new arrangements for tackling violence and its causes**, with a focus on the following priorities:

- Violence within families or intimate partner relationships (Domestic and Sexual Abuse and Interpersonal Violence)
- Violence outside of families or intimate partner relationships (focusing on Interpersonal Violence involving young people up to the age of 25 years)
- Terrorism and Violent Extremism
- Our **cross-cutting priorities** are: reducing offending and reoffending, tackling Violence Against Women and Girls, using trauma-informed approaches and increasing community confidence

Safer Plymouth

Focus areas

- Preventing violence, abuse & exploitation
- Reducing re-offending
- Early intervention & prevention of harm including online harms
- Building community resilience, reducing inequalities & improving lives

Delivery Themes and Priorities

- Serious Violence Prevention
- Safer Families
- Safer Communities
 - Domestic Abuse & Sexual Violence
 - Violence Against Women & Girls
 - Child & Adult Exploitation/Vulnerability
 - Anti-social behaviour
 - Substance Misuse & Harm
 - Preventing serious violence
 - Youth Justice
 - Hate Crime

<https://www.plymouth.gov.uk/safer-plymouth>

Priorities of the Police and Crime Commissioner

The Police and Crime Plan has **four thematic priorities** and a vision to create **safe, resilient and connected communities** supported by world class sustainable policing.



Recorded crime in 2021/22

The table below provides a quick glance at **all recorded crime and disorder** across the Peninsula, describing whether the **current 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 ●). Recorded crime/incident **figures for 2019/20 are also shown** for comparison, alongside the percentage change over two years.

Crime / incident type	Rate per 1000	2021/22	Current trend	Change (2 years)	2020/21	2019/20	MSG Compare rate	Current MSG trend
All crime	57.1	101,147	▲	1%	90,257	100,251	●	▲
Domestic abuse (total incidents) [1]	18.9	33,552	▶	5%	32,579	31,989	-	-
Domestic abuse crimes	12.2	21,597	▶	4%	20,794	20,723	-	-
Rape	1.1	1,887	▲	16%	1,564	1,620	●	▲
Other sexual offences	1.9	3,419	▲	36%	2,581	2,515	●	▲
Stalking and harassment	7.2	12,735	▶	25%	12,142	10,208	●	▶
Alcohol-related crime [2]	11.1	19,746	▲	29%	14,561	15,329	-	-
Anti-social behaviour	12.0	21,317	▼	-38%	26,380	34,623	-	-
ASB street drinking	1.2	2,176	▼	-16%	2,602	2,600	-	-
Homicide	0.0	17	▶	6%	12	16	●	▶
Violence with injury	9.0	16,006	▲	2%	13,094	15,628	●	▲
Violence without injury	9.8	17,323	▲	13%	14,741	15,344	●	▲
Violence - NTE [3]	2.0	3,631	▲	-7%	1,669	3,889	-	-
Possession of weapons	0.7	1,270	▲	18%	1,177	1,079	●	▲
Knife crime	0.4	720	▶	-7%	683	776	●	▼
Trafficking of Drugs	0.6	1,049	▼	-22%	1,322	1,340	●	▼
Possession of Drugs	1.8	3,153	▶	-5%	3,714	3,313	●	▼
Criminal damage	7.4	13,188	▶	-1%	12,015	13,388	●	▲
Arson	0.3	592	▲	-5%	466	620	●	▲
Public order offences	4.8	8,459	▲	21%	7,138	6,984	●	▲
Hate crime	1.4	2,525	▲	26%	2,022	2,002	●	▲
Burglary	1.9	3,296	▲	-35%	3,548	5,096	●	▲
Robbery	0.3	586	▲	-10%	511	653	●	▲
Vehicle offences	1.9	3,300	▲	-3%	3,099	3,392	●	▲
Shoplifting	2.6	4,650	▲	-25%	3,813	6,183	●	▲
Other theft offences	4.5	7,965	▲	-19%	7,160	9,776	●	▲
Road Traffic Casualties - KSI [4]	0.4	700	▶	-14%	668	816	●	▶
Road Traffic Casualties - slight [5]	1.8	3,238	▲	-16%	2,814	3,875	-	-

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

[2] All crimes with an alcohol flag

[3] Night Time Economy - crimes taking place 21:00-05:00 on the street or in licensed premises; excludes domestic abuse

[4] Killed and Seriously Injured (adjusted); 2021 calendar year compared with 2020 and 2019

[5] Slight Injury; 2021 calendar year compared with 2020 and 2019

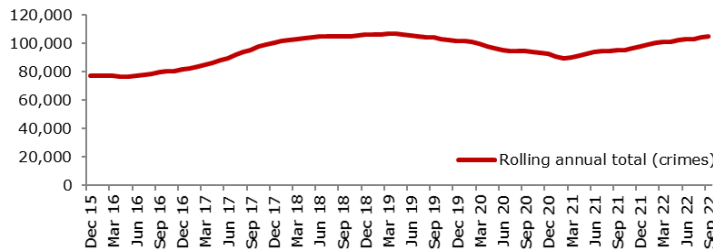
Quick Facts: All recorded crime in 2021/22

Time period refers to the 12 months to 31 March 2022 compared with the previous year

Key Facts

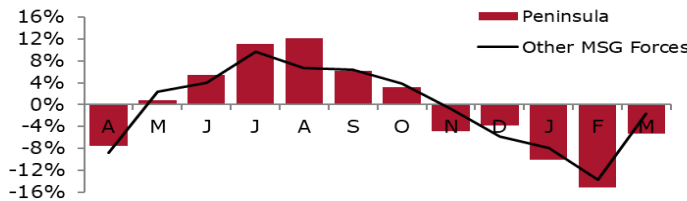
- 101,147 crimes/ **56.7 crimes per 1,000** resident population
- **Third lowest crime rate**¹⁰ in our Most Similar Group (MSG) of police force areas nationwide; MSG average 67.9 crimes per 1000 population
- **Increased by 12%** (10,890 crimes), just below the MSG average increase of 14%
- **32,877 Anti-Social Behaviour** incidents recorded, **24%** less than 2020/21

Trends



In 2016 and 2017 we saw a steep rise, largely driven by more reporting and better crime recording. This was followed by a fairly stable period. Crime rates UK-wide fell due to COVID restrictions but have now returned to pre-COVID levels (for some crime types, exceeded).

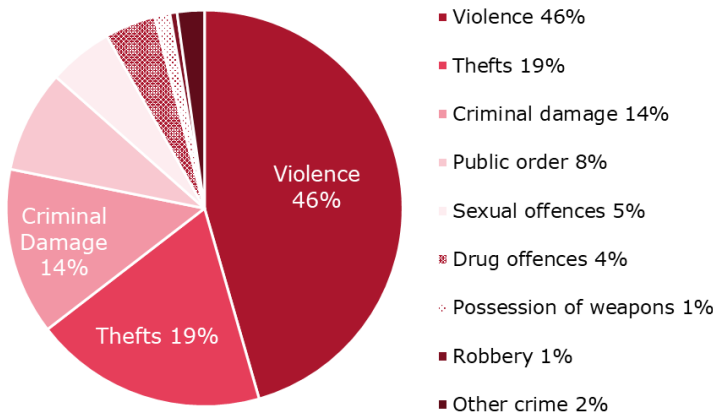
Seasonality



A pronounced seasonal pattern, with much higher levels of crimes in the summer months – predictable and planned for.

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

Crimes

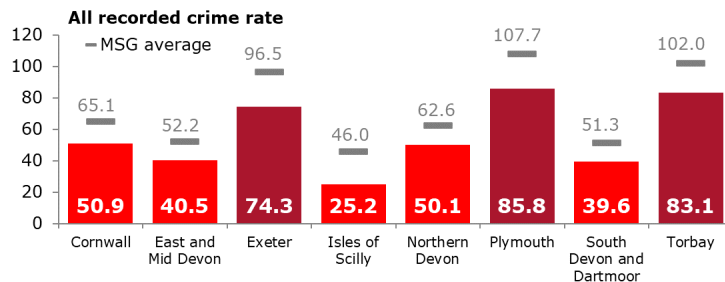


The chart shows the breakdown of crime by type. Violence, thefts and criminal damage make up 80%.

Across all crime types:

- 21% domestic abuse
- 20% alcohol-related
- 2% hate crime

Location



Crime rates by CSP area:

Highest – Plymouth 85.8 per 1,000 / 22,477 crimes
Lowest – Isles of Scilly 25.2 per 1,000 / 56 crimes

Peninsula rate **56.7 crimes** per 1,000 population

¹⁰ iQuanta, updated September 2022

Local trends



- **Overall Peninsula crime rates remain low** compared with similar areas across the UK. Devon and Cornwall Police has the **third lowest crime rate** in its most similar group of police forces.



- The **pandemic had a substantial impact** on patterns of crime and the local picture largely reflects national trends.



- COVID restrictions **reduced opportunities for some crimes** to occur, such as thefts and public place violence, and crime numbers fell dramatically. **Other risks increased** – including violence and abuse in the home, exploitation and on-line risks.



- Since restrictions were lifted, we have seen **many types of crime returning to or exceeding** the levels seen before the pandemic.
- In the last year recorded crime increased by 12% but there has been a **rise of only 1% compared with 2019/20**.



- We continue to see high levels of **complexity and increased volume of demand** on services, exacerbated by lockdown isolation and the impacts on mental health and wellbeing. This is particularly the case for **young people**.
- **Use of crack cocaine and heroin** are major drivers of drug-related harms; alongside the evolution of **harmful counterfeit drugs** and high strength benzodiazepines.¹¹ Increased **Organised Crime Group** activity continues to be a threat, driving strong police focus on **drug trafficking and weapons**.
- **Drug-related deaths** are at record levels, both locally and nationally.



- **Domestic abuse** reports to the police, which remained relatively high during lockdowns, have been fairly stable over the last year.
- **Demand on support services** is high and increasing and we have seen a sharp **rise in domestic homicides**.



- **Reports of sexual offences increased sharply** from March 2021, with high profile national cases, media coverage and campaigns cited as factors, as well as a potential rise in the number of victims. Reports of **stalking and harassment** have also increased.
- **Thefts remain at lower than pre-COVID levels** despite increases over the last year. An increase in neighbourhood crimes¹² is expected due to the impacts of the **cost of living crisis**.



- **Public space and Night Time Economy violence** have re-established in our town centres.
- Partners continue to share concerns about the **risks to young people** from involvement in violence – as victims but also



- **Anti-social behaviour** reports escalated during lockdown but have now **fallen to pre-COVID levels**. As well as COVID specific impacts, changes in police recording are a key factor. Some places continue to

¹¹ Benzodiazepines are prescription drugs used to treat anxiety. 'Street benzos' are illicit drugs that are similar but can be far more dangerous.

¹² The Government's Levelling Up Mission 11 describes neighbourhood crime as including domestic burglary, personal robbery, vehicle offences and theft from the person.

see challenging and persistent **anti-social behaviour** and heightened **community tensions**.

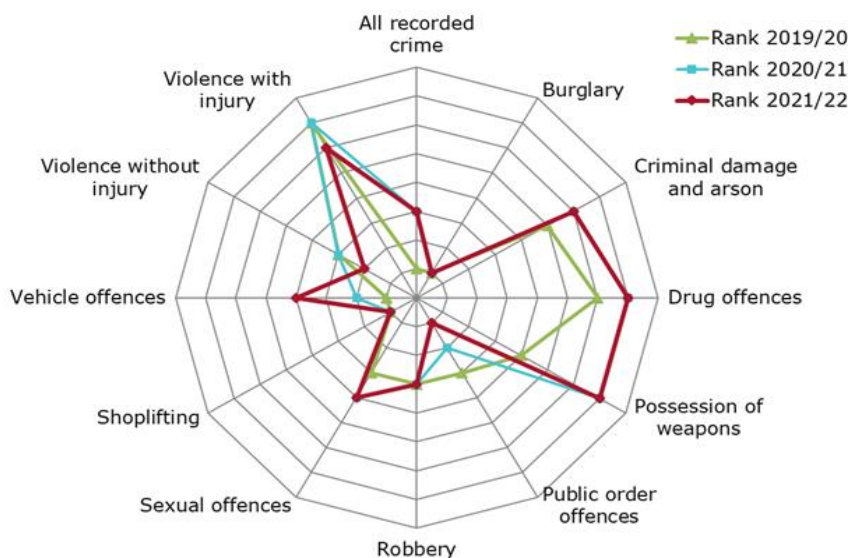


- **Reports of hate crime have increased**, particularly racially motivated crimes. We know that only a fraction of the issues experienced by minority groups are reported.
- Crime is around **10% higher over the summer months**, with public order, thefts and violence with injury most affected. The seasonal impact is less pronounced in Plymouth and Exeter.
- **Rural areas** of the Peninsula experience **lower levels of crime** than urban areas but share some common issues, including domestic abuse and drugs.



The spider diagram shows 2021/22 crime rates in Devon and Cornwall ranked within **our most similar group** of policing areas nationally, alongside the ranks for the previous two years.

- Devon and Cornwall Police has the **third lowest crime rate** in its most similar group of police forces.
- Comparative crime rates for **thefts** (shoplifting, burglary, vehicle crime) remain amongst the **lowest in our group**, alongside low level violence and public order offences.
- **Drug offences** recorded by the police are heavily influenced by policing priorities and proactive operations. The local crime rate was **comparatively high** in 2021/22 (ranked 7 out of 8 police areas).
- We have seen a **notable increase in weapons possession**, contrary to a reduction seen in similar areas elsewhere – this may reflect **more proactive police activity** in this area. Also ranked 7/15.
- Local incidence of **violence with injury crimes is above average**, with domestic abuse being a key factor. We have seen a slightly smaller increase since 2019/20 (2% vs 4% MSG average).
- **Vehicle crime and criminal damage have reduced**, but not to the same extent as other areas.



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.

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

Certain populations are **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 include **social** isolation, **language or cultural** differences and a **lack of confidence** in **or access** to reporting and support.
- **Under-reporting may be more acute in rural areas**, where victims are more isolated with limited access to support – this was highlighted by the National Rural Crime Network in their research into domestic abuse.¹³
- Local assessments highlight **knowledge gaps**, due to under-reporting or poor quality data, for people who are **homeless** or rough sleeping, **minority ethnic groups**, **migrant workers** and people who identify as LGBTQI.¹⁴
- **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 see a growing number of people seeking help with **highly complex and overlapping needs** for whom the current system is not supporting them to achieve good outcomes.

- 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 people's long term social, emotional and behavioural experiences.
- Across the Peninsula, partnerships are **embedding trauma informed approaches**, building on existing research and good practice. Partners are increasingly **working together as a system** – with better co-ordination and appropriate training in place.

Short-term funding reduces system resilience and growth

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

- Specialist commissioned **services have been unable to meet demand** in some areas – this particularly affects services for domestic abuse and sexual violence and for drugs and alcohol.
- The wide **range of grant funding opportunities** from central government has supported **innovation and creativity** but have often been short term and prescriptive about delivery.
- This has **undermined resilience** particularly in the Voluntary, Community and Social Enterprise sector, at a time when demands on them are rising.
- The **substantial longer term grant arrangements** to support delivery of the new Drug Strategy presents an opportunity to invest in the drug treatment system and local responses to drug and alcohol-related harms, reversing the impact of a decade of disinvestment.

¹³ [Captive and Controlled: Domestic Abuse in Rural Areas](#), National Rural Crime Network 2019

¹⁴ Lesbian, Gay, Bisexual, Transgender, Questioning and Intersex

Latest national insight from the Crime Survey

The CSEW¹ which measures **experience of crime** and police data, which measures **reported crime**, can be used together to develop a more complete picture of crime.

Crime trends were **substantially affected by the pandemic** and government restrictions on social contact. During the pandemic, the mode for collecting survey data changed to a **telephone operated survey** (TCSEW). The [latest CSEW estimates](#) use 12 months of data collected from face-to-face interviews between January and December 2022. These estimates are **directly comparable** with pre-pandemic estimates, which improves our ability to evaluate whether there are sustained impacts of coronavirus on levels of crime.

Looking back over **12 months** since pandemic restrictions were lifted **most types of crime have increased**. Comparing the 12 months to December 2022 with the pre-pandemic year to March 2020, however, the CSEW estimates a **fall in crime of 12%**.

- **Thefts** fell by 20%, including a 23% drop in domestic burglary and 21% drop in vehicle related thefts; this continues a **long term reducing trend**
- **Criminal damage** reduced by 24%
- **Violent crime** remained broadly similar
- No significant changes in experiences of **domestic abuse or sexual violence**
- **Fraud** has now returned to pre-COVID levels, having significantly increased during the pandemic due to behavioural changes
- **Computer misuse offences** has dropped below pre-pandemic levels; as well as COVID related factors, the change in survey methodology is believed to be a contributor to the high numbers reported during the pandemic.

Police recorded crime, on the other hand, has **exceeded pre-coronavirus pandemic levels**. Recorded crime is affected by changes in policing activity, recording practices and by the willingness of victims to report (which is why it is not designated as National Statistics).

We have seen a pronounced and sustained impact of these factors on reported levels of **domestic abuse and sexual violence**, for example. It does, however, provide a **good measure of crime-related demand** on services. Compared with the year pre-pandemic, the data shows:

- A rise of 14% in **domestic abuse crimes**, including a 31% rise in sexual offences flagged as domestic abuse and a 15% rise in violence against the person offences
- **Sexual offences** are the highest on record, having increased by 19%
- **Stalking and harassment offences** were up by 44%

Police recorded crime data also give insight into lower-volume but higher-harm crimes that the survey does not cover or does not capture well – **knife-enabled crime, robbery and homicide** have all increased over the last year (having been suppressed due to COVID restrictions) but are **down on pre-pandemic levels**.

- **Knife-enabled crime** is down by 9%; crimes **involving firearms** are down by 5%
- **Robbery** is down by 20%
- **Homicide** is down by 11%

Police data also show a decrease in **burglary** and **vehicle offences** (down by 28% and 15% respectively) – these crimes tend to be well reported to and recorded by the police and this drop in crime is in line with CSEW findings.

In November 2022 Devon and Cornwall Police began **transitioning to a new record management system** (Niche), which will provide enhanced functionality and analytical capability.

During the **transition period**, officers are able to view crime and intelligence records, but a range of process and data issues means that **providing strategic information is not possible** at this time. For this reason, Devon and Cornwall Police were not able to provide police recorded data to the Crime Survey for England and Wales, published in April 2023.

The latest reference data for crime in Devon and Cornwall relates to the 12 month period ending 31st October 2022. The **headline figures** are shown below – the trends, in terms of direction of travel and comparison with our ‘most similar family’ average, are broadly similar to the position reported at the start of the year.

There are some changes of note with respect to violent crime:

- The **increase in knife-enabled crime** has escalated within the year, and this is in contrast with the fairly stable trend presented by the average across ‘our most similar family.’ The rate of crime remains in line with our peers, however.
- The upwards trajectory for **violence with injury has levelled out** over the course of the year.

Crime type	Rate per 1000	12 months to Oct 2022	Direction of travel (Oct-22)	Change (1 year)	12 months to Oct 2021	MSG Compare rate	Current MSG trend
All crime	59.5	105,483	▲	10%	95,683	●	▲
Rape	1.1	2,001	▲	13%	1,777	●	▲
Other sexual offences	2.0	3,596	▲	17%	3,068	●	▲
Stalking and harassment	7.2	12,723	▶	0%	12,715	●	▶
Homicide	0.0	14	▶	-22%	18	●	▶
Violence with injury	9.2	16,271	▶	11%	14,615	●	▶
Violence without injury	10.3	18,250	▲	15%	15,904	●	▲
Possession of weapons	0.8	1,447	▲	25%	1,156	●	▲
Knife crime [1]	0.4	791	▲	20%	660	●	▶
Gun crime [1]	0.1	97	▶	-22%	125	●	▶
Trafficking of Drugs	0.6	997	▲	-21%	1,258	●	▶
Possession of Drugs	1.9	3,400	▲	2%	3,323	●	▼
Criminal damage	7.3	12,989	▶	4%	12,546	●	▶
Arson	0.3	590	▶	13%	524	●	▲
Public order offences	4.8	8,434	▶	6%	7,942	●	▶
Racially/religiously aggravated crime [2]	0.5	891	▶	4%	854	●	▼
Burglary	2.0	3,582	▲	9%	3,297	●	▶
Robbery	0.4	626	▲	20%	523	●	▲
Vehicle offences	2.1	3,768	▲	21%	3,111	●	▲
Shoplifting	3.1	5,450	▲	28%	4,270	●	▲
Other theft offences	5.0	8,876	▲	19%	7,437	●	▲

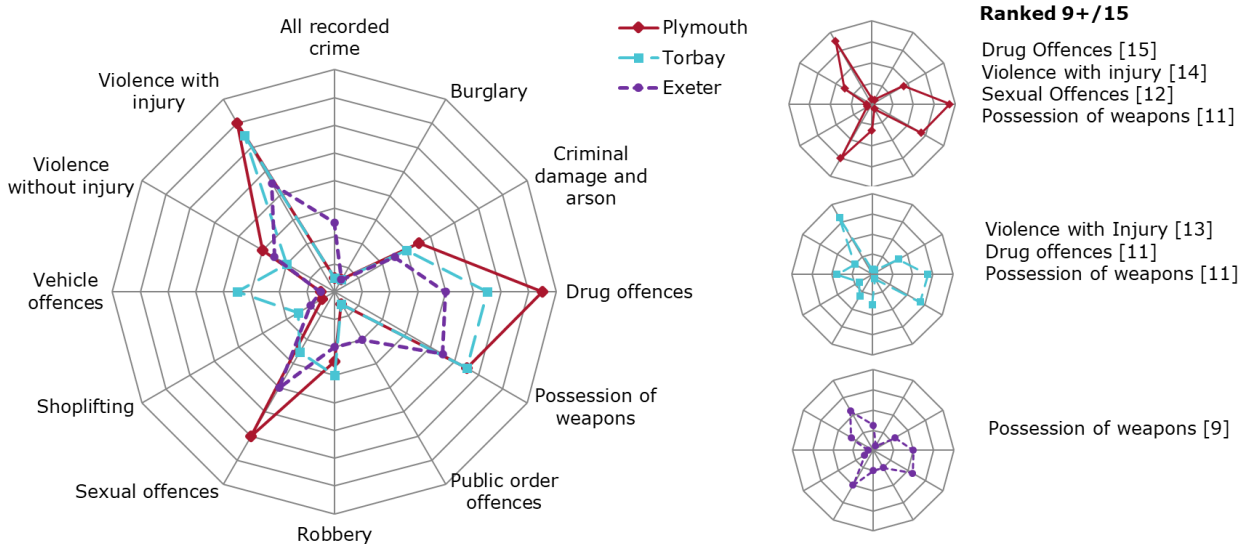
[1] Data is for the 12 month period to September 2022 compared with the previous 12 months

[2] Racially/religiously motivated crimes are a group of specific crime types. They are a subset of recorded hate crime.

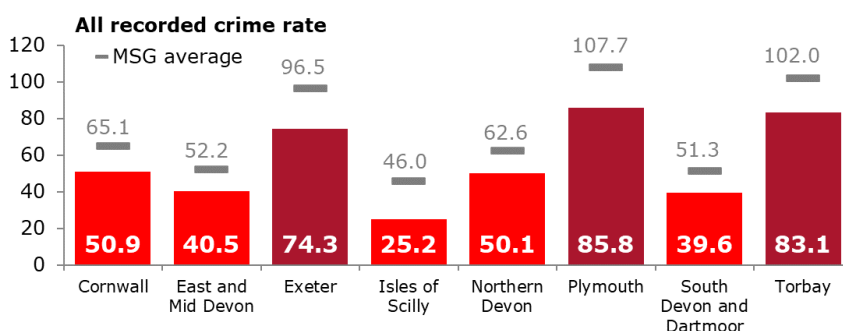
Crime comparisons - urban areas

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 income, poor health/worklessness** and **poor quality housing**.

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



The urban CSPs of **Plymouth and Torbay have higher crime rates** than the larger CSPs with a greater rural component but all of the Peninsula CSPs have **lower overall crime rates** compared with similar areas nationally. Alongside higher levels of crime and disorder and there are **higher concentrations of demand** on services – particularly for people with **multiple vulnerabilities**.



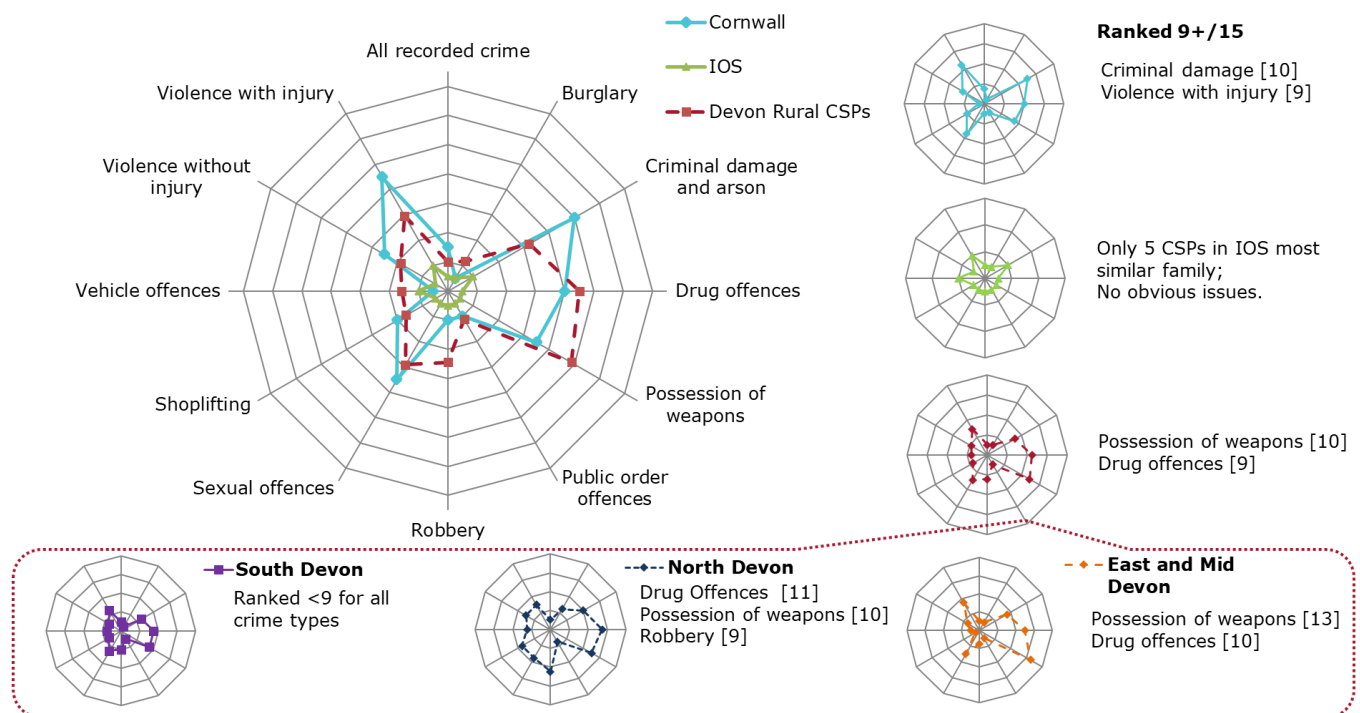
- **Violence with injury, drug offences** and **weapons possession** are comparatively high, particularly in Plymouth and Torbay. There are some interdependencies between these types of criminality and rates tend to be higher in urban environments.
- **Rates of crime in Plymouth are more often in the upper ranks** (comparatively high) than other CSP areas, compared with its most similar group.
- **Sexual offences** remain high in Plymouth but are around average for Exeter and have dropped below for Torbay having been higher historically.

Crime comparisons - rural 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**, 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 housing¹⁵** 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.



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

- All areas except the Isles of Scilly have comparatively **high rates of violence with injury** and **drug offences** compared with their most similar group. Devon is a clear outlier for weapons possession (East and Mid Devon and North Devon), whereas Cornwall is an outlier for criminal damage.
- 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.
- 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.

¹⁵ This is measured by houses without central heating/social and private homes that fail to meet the Decent Homes standard

Which issues have the greatest impact on communities?

In 2022 CSPs across Devon and Cornwall updated their local strategic assessments with partners, incorporating a refresh of strategic **threat, risk and harm assessments** using the [MoRiLE](#) model, to understand what poses the greatest risk to the safety of our residents, workers and visitors.

Local partners held a series of **multi-agency thematic workshop sessions** to gather insight from thematic specialists and practitioners and this was combined with a broad range of data analysis using local and national data sets.

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 assaults**, including sexual abuse in childhood

Exploitation

- **Trafficking drugs**, including County Lines and drug-related exploitation
- Modern **slavery**
- **Violent extremism**/radicalisation

Vulnerability & Complex Needs

- **Problem drug use** - opiates/crack, including drug related deaths
- **Problem Drinking** and health-related harms

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 key drivers 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.

Focus on serious violence

Further to the new Serious Violence Duty, **serious violence is an explicit priority** for all community safety partnerships.

We have used MoRiLE to **understand the relative risk** across the different types of violence.

Domestic abuse and sexual violence are the primary drivers of harm within the Peninsula and assessed as high risk. Collectively we have a **strong evidence base and strategic approach** across our respective CSP areas, with established and effective responses.

Violence linked to **exploitation and drug trafficking** is also assessed as high risk and we are **seeking more intelligence** to better understand violence in these contexts.

We have well-established multi-agency responses in place for **child exploitation**, which include population level and targeted prevention activities.

Identification and response for **adults** involved in exploitation are **developing**, particularly in the context of improving outcomes for people with **multiple vulnerabilities**.

Non-domestic violence with injury and **homicides** are assessed as a moderate risk. Responses to **Night Time Economy and public space** violence are well-targeted and felt to be effective by partners. **Alcohol is an escalation factor** in the severity of violence and wider **alcohol strategies** provide the ideal vehicle for preventative approaches in this area.

Young people are identified as a cross-cutting vulnerable group, with higher levels of risk linked to both **experiencing and using violence**.

Around **50% of police recorded violence** falls outside any of these categories – taking place in a wide range of **settings** and amongst different **demographic and socioeconomic groups**. Deeper exploration to identify any key areas of risk is recommended.

Knife crime, weapons and **robbery** are assessed as standard risk. Whilst these crimes continue to be comparatively low in volume, numbers are increasing, and they may potentially form **part a more serious harm picture** linked to organised crime and drug trafficking.

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:

- Homicide
- Violence with injury
- Alcohol-related crime
- Alcohol-related hospital admissions
- Hate crime
- Child (sexual) Exploitation
- Anti-social behaviour
- Trafficking Drugs - other drugs
- Other Sexual Offences

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.

- Robbery
- Violence without Injury
- Gun-related crime
- Possession of Drugs
- Knife crime
- Possession of Weapons
- Criminal Damage and Arson
- Public Order Offences
- Cyber Dependent Crime
- Vehicle offences
- Burglary Dwelling
- Burglary Non-Dwelling
- Shoplifting
- Other Theft

Understanding the impacts of trauma

Experiences of **adversity and trauma** are **key drivers of vulnerability** within the population. Across the Peninsula, services are increasingly recognising that people are seeking help with **multiple and overlapping vulnerabilities**.

Trauma is unique to the person.

Trauma results from one, or a series of events or a set of circumstances experienced by a person as **harmful or life threatening**. Usually this causes **lasting adverse effects**, limiting their ability to function and achieve good mental, physical, social or emotional wellbeing.

Traumatic experiences involving **multiple events with interpersonal threats** during childhood or adolescence can cause complex trauma with several key features:

- They typically arise within the context of **a child's relationships**
- They occur during **child development**
- They are **chronic or repeated**.

An estimated **2 out of 3 children will be exposed to trauma** (called Adverse Childhood Experiences or ACEs) before the age of 16.

An established body of research¹⁶ shows that children who **experience 4 or more ACEs are at most risk** of future harms to health and wellbeing and poorer social outcomes.

These include **mental and physical health** problems, **drug/alcohol dependency**, repeat **homelessness**,¹⁷ **further experiences** of violence and abuse (as victim, perpetrator or both),

and involvement in criminal and anti-social behaviours.

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

Abuse or neglect at home often results with a child that has experienced multiple ACEs **going into care**. This in turn makes them **more likely to go missing**, where they may be exposed to further risk and harm and form **unhealthy relationships** with other young people with similar challenges.

With the right support, however, people can recover, build positive relationships and start to re-engage and contribute to the community.

Training staff is key to prevent re-traumatisation of people using services and to support recovery.

Being trauma-informed goes beyond the services that people use. It must be **system-led and reach people in communities** so those who have experienced trauma are shown support and compassion, helping to build resilience, improve outcomes and **ultimately transform lives**.

Working towards a trauma-informed Peninsula

Every area across the Peninsula has established a **local Trauma Informed Network** with active engagement from a broad range of partners across the public, voluntary and community sector. This recognises that trauma is an important determinant of people's

¹⁶ Such as the [Welsh Adverse Childhood Experiences Study](#), Public Health Wales, 2015

¹⁷ Cited in the Government's [Rough Sleeping Strategy](#), 2018

experiences and promotes **compassionate responses across the system** that are person-centred and collaborative.

There is also a **regional Criminal Justice Trauma Informed** group, co-ordinated by the Criminal Justice lead for Changing Futures in Plymouth.

In July 2022, a collaboration between the Trauma Networks in Plymouth, Torbay, Devon and Cornwall resulted in the **first South West Peninsula-wide Trauma Informed Conference** exploring, reflecting, championing and celebrating transformative trauma-informed approaches for system wide change. 200 people joined us at the University of Plymouth with a further 120 joining online.

All areas are developing **joint commissioning approaches**, bringing together services that support people with multiple vulnerabilities (such as domestic abuse, drug and alcohol dependency and homelessness)

to provide a **better co-ordinated and holistic response**.

Training in trauma-informed practice is being delivered in all areas through a wide variety of routes including core services, community safety partnerships, public health and safeguarding partnerships.

Cornwall Council's Complex Needs Team have recruited a team of **Experts by Experience** – people who have used services before and now get involved in **designing and improving** them for others. These roles are now successfully embedded into local **service design and commissioning**.

In the last year the team have been involved in designing **health services**, improving **community spaces** and running an **awareness event** about mental ill-health. They have also **facilitated development opportunities** across the system – including running a series of well attended "Co-Production and Collaboration" workshops promoting [Human Learning Systems](#).

Devon and Cornwall Police with partners: Mind the Gap 2.0 research project

- Mind the Gap 2.0 focuses on a specific cohort of **young women who are transitioning from child to legal adult** status. Influenced by their trauma and adverse experiences, these young women have **multiple vulnerabilities** and face **many challenges** that are detrimental to their wellbeing and safety. The project intends to focus on those who could potentially "fall through the gaps" rather than care leavers or people identified for other multi-agency approaches.
- This project will highlight current safeguarding systems that address **adolescent female vulnerability**, that can potentially lead to violence against the individual; for example: does the housing provision escalate risky behaviours and inadvertently increase the threat and harm. It will use 'live' but anonymous case studies to understand trauma, ACEs and lived experiences by this cohort.
- Via the **High Risk Behaviour Panel meeting structure**, it is proposed that the young women identified will be provided with **bespoke and age appropriate support and services**, working with Adult Social Care, Housing and First Light with a dedicated HRBP approach.
- The project will be supplemented by an **innovative approach** provided by the [Art of Brilliance](#); this will include mentoring and online provision and be co-delivered with Faye Wiley, First Light and local youth provision. A bid will be made for Proceeds of Crime Act funding. There is also a **bid to Plymouth University for academic support** to evaluate the whole approach.

Domestic Abuse and Sexual Violence

Policy headlines

Domestic Abuse Act

The [Domestic Abuse Act 2021](#) introduced the following measures:

- A **statutory definition of domestic abuse**, including physical violence and emotional, controlling or coercive abuse and economic abuse. The definition also recognises **children as victims** in their own right.
- A **Duty on local authorities** to provide accommodation-based support for all victims of domestic abuse and their children in refuges and other safe housing.
- [Statutory guidance](#) was published in July 2022, relevant for all organisations and professionals working in this area, including frontline practitioners. It covers all aspects of the Act and aims to provide information about domestic abuse, and guidance, support, standards and best practice around responses.

Violence Against Women and Girls Strategy

The government's [Violence Against Women and Girls Strategy](#) was published in 2021. Priority areas include **prevention** (focused on safety in public spaces, behaviour change and young people), increasing **support for victims**, prosecuting perpetrators and addressing **challenges in the criminal justice system**. Latest progress is summarised in the [March 2022 Update](#). Main points include:

- Launch of pilot [StreetSafe](#) tool to allow anonymous reporting of unsafe public spaces. Increased funding to improve the safety of public spaces.
- **Supporting teaching** around topics such as domestic abuse, pornography and sexual exploitation in the RSHE curriculum.
- **Funding** to increase the number of Independent Sexual Violence Advisors and Independent Domestic Violence Advisors.
- Plans to develop a **24/7 support service for victims of rape and sexual violence**. Increased funding for domestic abuse perpetrator programmes.
- Launch of [Enough campaign](#) with a focus on behaviour change.
- Introduction of measures to **criminalise virginity testing and hymenoplasty**.
- Introduction of a **National Policing Lead** for Violence Against Women and Girls.

Domestic Abuse Plan

Published in March 2022, the [Domestic Abuse Plan](#) encompasses existing legislation and is aligned to the government's Violence Against Women and Girls Strategy.

Important areas of focus include **prevention**, including a new Relationship, Sex and Health Education (RSHE) curriculum, more **support for victims and survivors**, including accommodation-based support and multi-year funding for community based support and new **measures focused on perpetrators** of domestic abuse.

Domestic Abuse Commissioner

Nicole Jacobs has been [reappointed as Domestic Abuse Commissioner](#) for a second three-year term, effective from September 2022-2025. The Commissioner's aims and priorities and latest work are outlined on their website.

National Statement of Expectations and Commissioning Toolkit

Updates have been made to the [National Statement of Expectations and Violence Against Women and Girls Commissioning Toolkit](#) to provide clearer guidance for local areas around commissioning victim support services and strengthen responses to Violence Against Women and Girls.

Supporting Male Victims Position Statement

The [Supporting Male Victims Position Statement](#) has been updated to provide continued recognition of the challenges faced by male victims of domestic abuse and sexual violence and focus on meeting their needs. Cornwall is recognised in the guidance for best practice with regard to commissioning support services for men.

Women's Health Strategy for England

The recently introduced [Women's Health Strategy for England](#), a 10 year strategy to improve the health and wellbeing of women and girls, has important links into policy around Violence Against Women and Girls and domestic abuse.

Legal age of marriage increased to 18

The Marriage and Civil Partnership (Minimum Age) Act 2022 came into force in February 2023. It means that **16 and 17 year olds will no longer be allowed to marry** or enter a civil partnership, even if they have parental consent. This is intended to protect vulnerable children from forced marriage.

Domestic Homicide Reviews

Domestic Homicide Reviews (DHRs) have been a Duty on CSPs since April 2011. The guidance defines the DHR as: *"...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 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.

Domestic abuse

Domestic abuse covers a **broad spectrum of abusive behaviours** including physical and sexual abuse, violence and threats, control and coercion, financial 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 victims are women, but **it occurs across society**, regardless of age, gender, race, sexuality, wealth, and geography.

Domestic abuse and sexual violence present the **greatest threat and risk to the safety and wellbeing** of the Peninsula's population due to the high levels of harm, vulnerability of people affected and the extent of the prevalence of these crimes across all of our communities.

Risk Assessment by area – domestic abuse crimes

<p>Cornwall</p> <p>High risk 6,400 crimes 13.4 per 1,000 Trend ▲ +5% Forecast ▲ <10% Very limited ability to mitigate</p> <p>Isles of Scilly</p> <p>5 crimes, 2.3 per 1,000 population</p>	<p>Devon</p> <p>High risk 7,872 crimes 11.6 per 1,000 Trend ▲ +6% Forecast ▲ <10% Severely limited ability to mitigate</p>	<p>Plymouth</p> <p>High risk 4,885 crimes 22.7 per 1,000 Trend ► -1% Forecast ▲ <10% Partial ability to mitigate</p>	<p>Torbay</p> <p>High risk 2,419 crimes 21.3 per 1,000 Trend ► +4% Forecast – change Very limited ability to mitigate</p>
---	--	--	--

Source: Devon and Cornwall Police recorded crime/local MoRiLE assessments

The consequences of domestic abuse are **far-reaching and long-lasting**, for the victim and family members, particularly children where it is recognised as one of the Adverse Childhood Experiences. Aside from physical injuries, the **psychological harm** can be complex and challenging. It can result in death (homicide and suicide).

National estimates indicate that **6.9% of women and 3.0% of men** experienced some form of domestic abuse in the year to March 2022¹⁸ - this equates to almost **75,000 victims across the Peninsula**.

The volume of domestic abuse reported to the police has more than doubled over the last ten years, increasing year on year. This largely reflects **better recording and response**, more **active encouragement** for victims to come forward to report these crimes and **greater victim confidence** in services to help and support them.

The **estimated prevalence of domestic abuse has not changed significantly** in recent years and over the longer term, has seen a small decline in since 2005.

National estimates indicate that just under **83,000 children**¹⁹ in Devon and Cornwall (1 child in 4) live in families where an **adult has experienced domestic abuse**.

Witnessing violence or abuse is a major component of **Adverse Childhood Experiences** and increases a person's chances of experiencing or causing harm/abuse as an adult. As well as negatively affecting outcomes for children, it has a significant impact on 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 a considerable **cost to the economy** through time off work and reduced productivity.

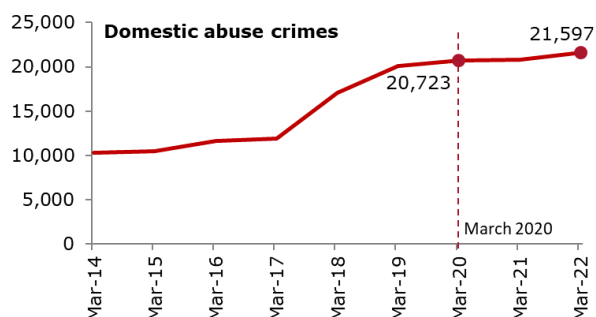
¹⁸ [Crime in England and Wales](#) © ONS 2022; prevalence of domestic abuse, sexual assault and stalking among adults aged 16+, year ending March 2022, with Census 2021 population; note changes in survey delivery due to the pandemic mean these estimates are not national statistics.

¹⁹ Children's Commissioner (2020), [local area maps](#) of children in families at risk

Prevalence and trends

Key indicator: domestic abuse crimes

- **74,700 people** aged 16+ estimated to have experienced DA in the last year
- **21,597 crimes** reported **▶ +4%** compared with 2020/21; rate 14.5 crimes per 1,000 population.



- Domestic abuse continues to be a **significant driver of harm** in the Peninsula. It accounts for a **greater proportion of all crime locally** than nationally – 21% of all crime and 37% of violence (compared with 17% and 34% respectively for all forces).
- The **rising trend** in domestic abuse reported to the police has **slowed** in the last two years. There remains a **significant under-reporting gap**.
- Although police trends are fairly flat, **support services** in some areas are experiencing **high levels of referrals**, which is putting pressure on the system.

Key themes for 2022/23

- The pandemic prevented people from seeking help, resulting in **increased vulnerability and complex needs** in those now accessing services, who require more intensive support.
- In particular, the **impacts on mental health are significant**, including for children experiencing and/or witnessing abuse without access to the usual routes of disclosure, safeguarding and support.
- Financial stress due to the **cost of living crisis may further increase risks** in abusive relationships, including limiting opportunities for partners to leave.
- Hidden harms are highlighted in relation to a growing awareness of **child to parent/carer violence** and domestic abuse in a safeguarding context for **older people**, particularly where ill health is an added complexity factor.
- There has been an unprecedented number of **domestic homicides** in the Peninsula over the last 2 years, particularly Cornwall.
- Greater focus on the **additional challenges** faced by people from **ethnic minority groups** who are experiencing domestic abuse, including those with **insecure immigration status** and **no recourse to public funds**. Immigration status can act as a **barrier for seeking and receiving help** from specialist domestic abuse services and wider system.
- **Criminal Justice outcomes are low** with just 9.1% of all domestic abuse related crimes resulting in a positive outcome in 2021/22²⁰ (national rate 10.5%). Support services say that **long waits** to get to court and **evidential issues** are **undermining victim confidence** in the system.

Other indicators

- Domestic homicides **8 ▲ +200%**
- Domestic abuse enquiries (non-crimes) **11,955 ▶ +1%**
- Stalking and harassment **12,735 ▶ +5%**
- Children at risk of DA
 - In the last year - **21,180**, 6.5% of children (aged 0-17)
 - Ever – **82,770**, 25.3% of children

²⁰ 5.2% charged/summonsed, 3.8% out-of-court and 0.2% other outcomes. Outcomes assigned to crimes identified as domestic abuse-related recorded by outcome group and police force area, England and Wales, year ending March 2022. [Domestic Abuse and the Criminal Justice System](#), © ONS (2022).

Domestic homicide

- DHRs can be **costly**²¹ and place **considerable demands on agencies involved**, particularly in complex cases. **Home Office delays** in approving DHRs and a **failure to address recommendations** at a national level are unacceptable, particularly for families.
- A review of the DHR process in Cornwall recommended a more **streamlined and flexible model**, similar to a Safeguarding Adults Review or Rapid Review/Child Safeguarding Practice Review. **7-Minute briefings** are provided to cover the main learning points for each DHR allowing **dissemination of learning quickly**, to mitigate the delay caused by Home Office.
- **Capacity concerns in some areas**. During the timeframe of this assessment, Plymouth initiated 2 suicide related DHRs and 1 DHR relating to the Keyham shootings (child to parent homicide). Cornwall has initiated 13 DHRs since March 2020, the same number as the total over the preceding 8 years. Over the same time period, Devon has initiated 7 DHRs, over double the number seen previously
- DHRs recommendations emphasise the importance of **training to support early identification** and **trauma informed approaches**. 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 especially in cases involving older people.
- Devon note a rise over the last two years in **suicides where DA is a factor** (regardless of whether they meet the criteria for a DHR). The reasons for this are unclear, it could be linked to greater professional curiosity, or a combination of wider factors since the pandemic.

Hidden harms

- There is an increasing awareness of **child to parent/carer violence** in families, with services noting abusive behaviours, such as sons sexually abusing or controlling mothers, amongst young adults and under 18s – **additional skills and capacity** are required to address this. The associated stigma and fear of criminalising the young person means this kind of abuse is often not reported or help sought.
- **Domestic abuse involving older people** has been raised as an increasing concern, particularly where **ill health and lack of capacity** (for example through dementia) are added complexity factors and the domestic abuse may be overlooked. **Training** for professionals, targeted **campaigns** and links with **age-specific support** have been highlighted through research into this issue in Cornwall.
- The profile of people accessing services in the Peninsula shows very low numbers of people with protected characteristics – including **ethnic minority groups**, people from the **LGBTQ+** community and people with **disabilities** (including learning disabilities). Local safe accommodation strategies highlighted barriers to accessing services for these groups, along with men and people with **complex needs/multiple vulnerabilities**.
- Plymouth report an increasing number of **transgender people** coming forward to support services.

²¹ Estimated average £13k for basic costs (Chair, administration, chronolator and external expertise)

Local response

- This year has seen **strong focus and investment** on reducing domestic abuse including the [Violence against Women and Girls Commission](#) in Plymouth, focused on addressing male violence.
- **Comprehensive DASV strategies** are in place across the Peninsula and **partnership working in this area is strong**, but effective delivery can be constrained by funding, particularly reliance on **short-term grants**.
- All areas have **specialist services in place** to work with victims and their children. All areas identify **issues around capacity** in services to respond, however, and limitations in our ability to mitigate risk, largely linked to the level of under-reporting and hidden harms.
- First Light have stated that **demand for therapeutic support outstrips supply** across Devon and Cornwall with 12 weeks waits for adult referrals. They are working with OPCC working to increase capacity.
- All areas completed their **statutory safe accommodation needs assessments** to underpin the commissioning of accommodation-based support for people fleeing domestic abuse, as required under the new Domestic Abuse Act. Cornwall also completed a full [needs assessment for domestic abuse and sexual violence](#) which forms a key part of their strategic needs assessment for serious violence.
- There are **refuge/safe accommodation places** in all areas, accommodating a broad range of needs – including places for people with disabilities and specialist complex needs provision (Cornwall and Plymouth). A refuge for men is available in Cornwall.
- Provision for those **engaging in abusive behaviours** is developing, including specialist support for **young people and their families**; **Healthy Relationships and Operation Encompass** is delivered in schools across the Peninsula.
- All areas are improving opportunities for early intervention through **training GPs and pathways in Primary Care**.
- **Bystander Training** and the delivery of the **Respect Young People's Programme** have been funded within the Peninsula through the Home Office DA Perpetrator Fund, as part of the community level response to prevent domestic abuse.
- The OPCC is leading work to develop a **perpetrator strategy focusing on behaviour change**. Perpetrator programmes allow better management of risk to multiple victims and children. Plymouth note an increase in self-referrals to perpetrator programmes.
- **Safer Rainbow** provides an accessible front door to **LGBT+** domestic abuse and sexual violence victims across the Peninsula; delivered in partnership with LGBT support charity Intercom Trust.

Knowledge gaps

- It is estimated that around two thirds of victims do not report the abuse to the police so **under-reporting continues to be a major limiting factor** in our understanding of the scale and nature of domestic abuse.
- Many **protected characteristics are poorly recorded** (or not recorded at all) in local services' data which further limits our understanding of the needs of these groups.
- **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.

Further reading

- Government's 2021 [Violence Against Women and Girls Strategy](#)
- Domestic Abuse Act 2021 [Statutory guidance](#)
- Local **Safe Accommodation** Needs Assessments and Strategies:
 - [Cornwall](#)
 - [Devon](#)
 - [Plymouth](#) (published draft)
 - [Torbay](#)
- Local **Domestic Abuse and Sexual Violence** Needs Assessments and Strategies:
 - [Cornwall](#)
 - [Devon](#)
 - [Torbay](#)
- Plymouth [Violence Against Women and Girls Commission](#)

Safer Rainbow

- A **nationally commended specialist service** provided in partnership with local LGBT+ support charity, [Intercom Trust](#). Specialist workers in Devon and Cornwall provide **1-1 IDVA support** and help to access other services for LGBT+ domestic abuse and sexual violence victims.
- Using a combination of **co-location, collaborative working, and awareness raising**, this project is providing both a specialist LGBT+ IDVA service and improving general practice and referral pathways across the region.

Trauma responsive support service

- Devon is commissioning a new **trauma responsive therapeutic psychological intervention service** for victims and survivors of Domestic Abuse.
- The service provides a range of interventions including 1:1 and group therapy, compassion-focused therapy and EMDR¹, and is part of the **provision of wider support around Safe Accommodation** under the Domestic Abuse Act.

Domestic Abuse Risk Assessment for Children (DARAC)

- Safer Communities Torbay has funded the implementation of the **Domestic Abuse Risk Assessment for Children (DARAC)** with key partners across the Children and Families Partnership.
- They aim to improve understanding of need and both the **quality and impact of multi-agency planning** to reduce the risk of harm to children in families where there is domestic abuse.

Community initiatives

- Torbay Council is a **White Ribbon Accredited Local Authority**, continuing its commitment to ending male violence against women.
- Safer Cornwall launched a **behaviour change and awareness raising campaign** created with students at Falmouth University. The **"Not all heroes wear capes"** campaign promotes safe community interventions to help protect women and girls and received **positive feedback** particularly from young people.

DA Repeat Perpetrators Pilot

- Devon and Cornwall Police are conducting a pilot around **DA Repeat Perpetrators**.
- Due to the same or similar individuals appearing in the top three month on month, they are looking at the **top ten each month**. They are continuing to monitor individuals that have been allocated out for intervention / problem solving but starting to allocate the next highest repeats.
- It is too soon to look at positive outcomes but **engagement in the process has been good** which is really positive. When this process is evaluated, if it's found to be effective, it would be applied to repeat offenders of Violence Against Women and Girls.

Rape and sexual assault

National estimates indicate that **3.3% of women and 1.2% of men** experienced some form of sexual assault in the year to March 2022.²² This equates to **34,000 people across the Peninsula** in just one year, with 1 in 4 being men. Lifetime prevalence is 27.0% for women and 5.7% for men.

All UK police forces have seen the number of **sexual offences reported grow** over time. The national Crime Survey indicates that victimisation has not significantly increased – but that a greater **willingness of victims to report** and improvements in **police recording and response** are key drivers of the increase.

Research commonly identifies **key risk factors** for being a victim of sexual violence:

- Being female
- Being young
- Sexual abuse in childhood
- Deprivation – poverty
- Being married or cohabiting
- Using alcohol and drugs
- Being a sex worker
- Mental ill health
- Learning and/or physical disability

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**.

Financial impacts 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). **Previous trauma is a common feature** in more complex cases requiring specialist support.

Risk Assessment – rape offences

<p>Cornwall</p> <p>High risk 583 crimes 1.0 per 1,000 Trend ▲+20% Forecast ▲ >10% Very limited ability to mitigate</p> <p>Isles of Scilly <5 crimes, 0.4 per 1,000 population</p>	<p>Devon</p> <p>High risk 692 crimes 0.9 per 1,000 Trend ▲+30% Forecast ▲ <10% Severely limited ability to mitigate</p>	<p>Plymouth</p> <p>High risk 447 crimes 1.7 per 1,000 Trend ▲+12% Forecast ▲ >10% Limited ability to mitigate</p>	<p>Torbay</p> <p>High risk 167 crimes 1.2 per 1,000 Trend ▲+27% Forecast ▲ >10% Limited ability to mitigate</p>
---	---	---	---

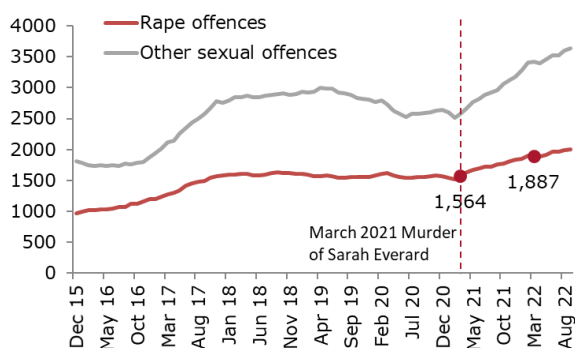
Source: Devon and Cornwall Police recorded crime / local MoRiLE assessments

²² [Crime in England and Wales](#) © ONS 2022; prevalence of domestic abuse, sexual assault and stalking among adults aged 16+, year ending March 2022, with Census 2021 population; note changes in survey delivery due to the pandemic mean these estimates are not national statistics.

Prevalence and trends

Key indicator: rape offences

- **34,000 people** aged 16+ estimated to have experienced sexual assault in the last year
- **1,887 crimes** reported ▲ +21% compared with 2020/21; rate 1.1 crimes per 1,000 population



- Since March 2021, we have seen a **sharp rise** in reports of sexual offences. UK police forces recorded the **highest ever** number of sexual offences in 2021/22.
- It is of note that the recent **rise is primarily in current assaults** rather than non-recent assaults.

Key themes for 2022/23

- The latest figures may reflect a number of factors, including the impact of **high-profile incidents** (such as Sarah Everard's murder), media coverage, and a stronger drive for victims to report, as well as a **potential rise in victims**.
- We continue to see **high levels of complexity in presenting needs** when people come forward for support, including learning disability, mental health issues drugs and alcohol problems.
- Escalating concerns are being raised about **peer-on-peer sexual violence** and linked issues around misogynistic attitudes amongst boys and young men.
- **Gaps or insufficient capacity in pathways and therapeutic support** are noted for people seeking help for non-recent sexual violence and abuse – which increased during the pandemic.
- Police continue to highlight a specific knowledge gap around **sexual exploitation linked to County Lines/Dangerous Drugs Networks**.
- As for domestic abuse, **very few sexual offences result in a brought to justice outcome**, with similar concerns about long waits for court and impacts on the **victim's wellbeing**. 6.5% of all sexual offences resulted in a positive outcome in 2021/22²³ (national rate 8.5%).

Other indicators

- All sexual offences **5,068 crimes** ▲+28% (reported)
- Sexual offences victim U18 **2,034 crimes** ▲+31% (40% of all sexual offences reported)
- Of which, peer-on-peer **587 crimes** ▲+16%
- Non-recent²⁴ sexual offences **1,565 crimes** ▲+13% (31% of all sexual offences reported)
- Childhood Sexual Abuse reported by adults **583 crimes** ►-1% (12% of total)

Non-recent abuse

- Reports of **non-recent sexual violence and abuse have increased** year on year (rising by 29% since 2019/20), with just over a third of those crimes relating to abuse **experienced in childhood**.
- The ongoing pandemic impacts and the continued prominence of sexual violence in the public consciousness are likely to have influenced trends in reporting. **Media focus on historic child sexual exploitation** is also continuing to encourage more survivors to access support.
- Increased referrals have put **additional strain on the system**. In Cornwall, commissioned services report that the demand to respond to non-recent sexual abuse is higher than they have capacity to support.

²³ 3.3% charged/summonsed, 1.0% out-of-court and 2.2% other outcomes. [Police recorded crime and outcomes open data tables](#), year ending March 2022 © ONS (2022).

²⁴ In this assessment, non-recent is defined as reported one year or more after the incident took place

Peer on peer violence

- **Peer-on-peer sexual violence** is flagged as an increasing risk, with linked concerns about **misogynistic attitudes** amongst boys and young men. Access to **on-line pornography** is cited as a contributory factor. This is a priority across all areas and has been flagged for stronger focus in Cornwall and Plymouth.
- Reports of current sexual violence, including peer-on-peer, **reduced during the pandemic** – lack of opportunity due to less social contact is likely to be the main factor, but have risen again over the last year.
- **Cornwall** saw a disproportionate rise in peer-on-peer sexual violence (+51% compared with last year) and a third of current crimes against under 18s were perpetrated by another young person. Feedback from Cornish schools indicate that **more support is needed** to challenge these behaviours and change the culture.

Links to exploitation

- There is some evidence across the Peninsula that **sexual violence is a feature in drug-related exploitation**, particularly targeting vulnerable women and young people, and this presents significant hidden harm with victims unlikely to seek help.
- **Safe accommodation and drug and alcohol services** in Cornwall are increasingly seeing **exploitation** affecting people in their services; this is challenging to manage and needs a **more joined up approach**.
- Police continue to highlight an **intelligence gap** around the extent and nature of sexual exploitation within the local drugs market.

Local 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; investment in **Behaviour Change Interventions** to increase support in the community for people with sexually abusive behaviours, including for young people.
- **Routine enquiry is widely embedded**, and health professionals are getting better at recognising signs of sexual abuse. **Trauma informed approaches** continue to improve in all areas.
- All areas identify **issues around capacity** in services to respond and some areas of risk where **more knowledge is needed**, such as peer-on-peer sexual violence and sexual exploitation.
- The national [Safer Streets Fund](#) continues to provide funding opportunities to **improve safety in public spaces** and the NTE and tackle neighbourhood crime, anti-social behaviour and **violence against women and girls**. Torquay, Exeter, Barnstaple and Truro received funding in the latest round.
- Businesses working in the Night Time Economy and other agencies have received **Bystander training** to improve the community response to **prevent violence against women and girls**. This has included “train the trainer” courses to extend the reach and longevity of the training.
- **Sexual Violence Trauma Pathfinder** is being rolled out across Devon, Cornwall, Torbay and Plymouth to support adults with **complex trauma related mental health needs** linked to sexual assault and abuse.
- **Devon and Cornwall Police** has joined the expansion programme for [Operation Soteria](#). This is a transformational approach to **improve outcomes for rape cases**, funded by the Home Office in response to the government’s End-to-End Rape Review. The aim is to ensure investigations are thorough and effective, improve support to victims and build public confidence that perpetrators will be brought to justice.

Knowledge gaps

- **Under-reporting is a major limiting factor** in our understanding - An estimated two thirds of victims do not report sexual assaults to police. Under-reporting is a **greater risk amongst more vulnerable groups**, including people with mental health problems, learning or other disabilities, street homeless and sex workers. Police are less likely to be aware of these assaults and it is harder to engage victims in support.
- **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”.

Further reading

- Government’s 2021 [End-to-End Rape Review](#) – findings and actions
- [Operation Soteria Year One Report](#), Home Office 2022

Violence against Women and Girls Commission for Plymouth

The VAWG Commission for Plymouth was set up at the end of 2021 in response to tragic events in the city – the devastating **shootings in Keyham** that resulted in the murder of five people and the **abduction and murder of a young woman**, Bobbi Anne McLeod.

The Commission was convened to review what was being done to **educate** people, **prevent** and **deter** these types of crimes, consider what **support was available for victims** and make recommendations about **what more could be done** to tackle male violence and make the city safer for women and girls.

15 Commission members, including representatives from the voluntary and community sector, education, businesses and police took **evidence and insights** from:

- A **Public Q&A Session** with 153 attendees
- An **online survey and call for evidence** with 1,327 responses and 30 submissions of evidence
- Around **40 hours of listening sessions** themed around men and boys, children and young people, places and spaces, culture and innovation and best practice

The Commission report recommendations were broadly organised into the following themes:

- **Driving the culture change** needed to challenge male violence against women and girls
- **Supporting women and girls** who have been subjected to male violence and abuse
- Creating **safe places and spaces**
- Ensuring the **building blocks are in place to enable real change** to happen

Examples of initial work programmes resulting from the Commission:

- Development of a **Male Allyship Network** by 12 men from key organisations to lead work with men and boys to challenge sexist and misogynistic behaviours and cultures and
- Engagement with businesses and organisations to co-produce a **Violence against Women and Girls Charter Mark Scheme** that will enable them to demonstrate their policies and practices for addressing male violence, promoting gender equalities and supporting women and girls.

Sexual Violence Trauma Pathfinder

This initiative is being rolled out across Devon, Cornwall, Torbay and Plymouth to **support adults with complex trauma-related mental health needs** linked to sexual assault and abuse. The Pathfinder places a focus on:

- Improving **pathways and partnership** working
- Improving **access to professionals trained** in identifying and responding to complex trauma
- Reducing **re-traumatisation**
- Reducing complex trauma-related symptoms, supporting **healing and recovery** and improving **quality of life** and wellbeing
- Developing **trauma informed systems** and an **evidence base** to inform new work.

Harmful Sexual Behaviours

- **Cornwall** has an established service, **Gweres Kernow**, that provides targeted support for young people displaying harmful sexual behaviour.
- Safer Communities Torbay is working with Torbay Children's Safeguarding Partnership to develop **Torbay's response to Harmful Sexual Behaviour** including partnership guidance and [AIM2](#) training.

Mentors in Violence Prevention

- Torbay are funding a **Mentors in Violence Prevention Programme** – a **bystander response in schools** designed to improve school culture in relation to harmful and abusive behaviour.
- Devon is also beginning a phased rollout of **Mentors in Violence Prevention** into schools.

Child Sexual Abuse

Risk Assessment – child sexual offences

Cornwall	Devon	Plymouth	Torbay
<p>High risk 624 crimes* 5.7 per 1,000 Trend ▲+40% Forecast ▲ >10% Very limited ability to mitigate</p> <p>Isles of Scilly <5 crimes, 2.9 per 1,000 population</p>	<p>Not assessed 770 crimes* 5.2 per 1,000 Trend ▲+38%</p>	<p>High risk 496 crimes* 9.3 per 1,000 Trend ▲+25% Forecast ▲ <10% Very limited ability to mitigate</p>	<p>Not assessed 140 crimes* 5.5 per 1,000 Trend ▼-5%</p>

*Sexual offences where the victim is under the age of 18 at the time of reporting; population aged 0-17
Source: Devon and Cornwall Police recorded crime / local MoRiLE assessments

Estimates from the Centre of Expertise on Child Sexual Abuse suggest that around **15% of girls and 5% of boys** have experienced or are experiencing some form of sexual abuse, equating to approximately **32,300 children** in Devon and Cornwall.

Child sexual abuse relates to forcing or enticing a child 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**. **Girls and older children** are more likely to experience sexual abuse, and the vast majority of children who experience abuse are **abused by someone they know**.

Sexual abuse is a key component in **Adverse Childhood Experiences**, leading to poorer life outcomes and an intergenerational cycle of abuse. Although it affects people over their life course, **victimisation often doesn't become apparent until identified in later life**. Sexual offences against children have been reported in increasing numbers since Operation Yewtree²⁵ in 2012, revealing a **much greater extent of harm** than previously known for non-recent and current abuse.

Prevalence and trends	Key themes for 2022/23														
<p>Key indicator: sexual offences, victim aged under 18</p> <ul style="list-style-type: none"> 32,300 children estimated to have experienced/be experiencing sexual abuse 2,034 crimes reported ▲ +31% compared with 2020/21; rate 6.1 crimes per 1,000 population <table border="1"> <caption>Sexual Offences, victim under 18</caption> <thead> <tr> <th>Year</th> <th>Crimes</th> </tr> </thead> <tbody> <tr> <td>Mar-17</td> <td>1,150</td> </tr> <tr> <td>Mar-18</td> <td>1,650</td> </tr> <tr> <td>Mar-19</td> <td>1,750</td> </tr> <tr> <td>Mar-20</td> <td>1,550</td> </tr> <tr> <td>Mar-21</td> <td>1,550</td> </tr> <tr> <td>Mar-22</td> <td>2,000</td> </tr> </tbody> </table> <ul style="list-style-type: none"> Based on age at report, 40% of sexual violence reported in 2021/22 involved a child victim and this is consistent with previous years. A further 12% related to child sexual abuse reported by an adult, meaning that sexual offences against children accounted for 52% of reported sexual violence. This is broadly in line with the national picture. The pandemic increased the risks of child sexual abuse, both on-line and in the home, providing more opportunity for abusers and less chances for victims to seek help. Crimes reported to the police dropped, but disclosures through other routes, like national helplines, increased. 	Year	Crimes	Mar-17	1,150	Mar-18	1,650	Mar-19	1,750	Mar-20	1,550	Mar-21	1,550	Mar-22	2,000	<ul style="list-style-type: none"> Post-pandemic, the NSPCC reports a huge backlog of child sexual abuse cases in the system, leaving thousands of young people in distress waiting for a court date and unable to access therapeutic support. Impacts include sleeping and eating problems, depression, panic attacks and self-harm. As well as the immediate risks to the health and wellbeing of young people, the legacy of future harm will be significant. Social media and online technology are significant (and increasing) drivers of online sexual abuse of children, including grooming and creating/viewing/sharing sexual images. This may require specific training to tackle effectively. 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. Whole family and trauma informed approaches continue to improve but are still new to some partners. Information about people accessing support through local services was not included in assessments, apart from in Cornwall – a potential knowledge gap that could play a key part in developing a strong preventative approach.
Year	Crimes														
Mar-17	1,150														
Mar-18	1,650														
Mar-19	1,750														
Mar-20	1,550														
Mar-21	1,550														
Mar-22	2,000														
Other indicators															
<ul style="list-style-type: none"> Rape offences (victim under 18) 492 crimes ▲+51% Other sexual offences (victim under 18) 1,542 crimes ▲+25% Peer-on-peer 587 crimes ▲+16% Adult perpetrator 1,447 crimes ▲+38% 	<ul style="list-style-type: none"> Offences related to sexual images of children <ul style="list-style-type: none"> Adult suspect 393 crimes ►+2% Suspect under 556 crimes ►-4% 														

²⁵ Operation Yewtree was a high-profile investigation into sexual abuse allegations, mostly of children, against Jimmy Savile and others; the investigation started in October 2012.

<p>Abuse and the pandemic</p>	<ul style="list-style-type: none"> • The risks of child sexual abuse increased during the pandemic, with a heightened risk of familial abuse and increased online sexual abuse and grooming; compounded by the reduced oversight from schools and other professionals to provide support and opportunities to disclose. • An NSPCC briefing²⁶ on the impacts of the pandemic reported 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. Similar to adults, there was also an increase in children seeking help for past abuse, triggered by spending more time alone and without the usual diversions. • National research indicates that sibling abuse²⁷ is likely to be the most common form of child sexual abuse taking place in homes. Sibling sexual abuse was found to be one of the lowest disclosed forms of child sexual abuse. • Cornwall noted an increase in referrals into therapeutic services when schools re-opened after lockdown. Additional complexity is affecting the number of individuals that can be supported, with the focus on crisis management and safeguarding.
<p>On-line risks</p>	<ul style="list-style-type: none"> • Nationally, law enforcement agencies are safeguarding over 600 children per month to tackle online child sexual exploitation. • Plymouth and Cornwall highlighted greater risks in online environments, as a place for grooming and viewing/sharing sexual images of children, with pandemic-related isolation increasing vulnerability. • Although the assessed risk for crimes related to sexual images of children came out as low, Plymouth partners view this as a hidden and under-reported threat particularly related to the (often coerced) sharing of self-generated images by children themselves. • Cornwall's assessment notes that upskilling is needed in the workforce to tackle online abuse more effectively.
<p>Local response</p> <p>Local response (cont.)</p>	<ul style="list-style-type: none"> • Specialist services are in place to work with victims – Sexual Assault Referral Centres (including the Paediatric Centre of Excellence in Exeter), support and therapy; Cornwall has introduced a team of sexual violence advocates to support children and young people affected by non-contact child sexual abuse. Devon's Journey After Child Abuse Team (JACAT) works specifically with children who have experienced sexual abuse and their families. • The OPCC has commissioned the Children's Society to deliver therapeutic support to children affected by sexual abuse and Barnardo's to deliver practical and emotional support to children experiencing, or at significant risk of sexual exploitation. These services are funded until 2025. • Investment in Behaviour Change Interventions to increase support in the community for people with sexually abusive behaviours. Cornwall and Torbay have responses in place to identify and help young people displaying harmful sexual behaviour. • Routine enquiry is becoming more widely embedded and health professionals are getting better at recognising signs of sexual abuse.

²⁶ [Impact of the Coronavirus Pandemic on Child Welfare: Sexual Abuse](#), NSPCC August 2020

²⁷ [Sibling Sexual Abuse Project](#) (2022), Acknowledge, address, adapt - Closing the gap between sibling sexual abuse as the most common form of child sexual abuse in our homes and the most ignored form of child sexual abuse in the UK.

Knowledge gaps	<ul style="list-style-type: none"> • Healthy Relationships is delivered in schools across the Peninsula and shows good results²⁸ in raising young people’s awareness and confidence, but only a proportion of schools take up the offer. Learning resources are co-designed with young people. • 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.
	<ul style="list-style-type: none"> • Under-reporting is 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; young people of transition age are in danger of ‘falling through the gap’ in services. • Police data provides only one source of reported information – other agencies’ information such as safeguarding referrals and data on the people who are receiving help through specialist services are needed to enhance our understanding of this issue.
Further reading	<ul style="list-style-type: none"> • Government’s 2021 Tackling Child Sexual Abuse Strategy • Childline and NSPCC Helpline insight briefings • Cornwall’s Domestic Abuse and Sexual Violence Needs Assessment • Cornwall and IoS Child Sexual Abuse Strategy Our Safeguarding Children Partnership, 2018 • Child sexual abuse is also included in the DASV Strategies listed under the Domestic Abuse section.

NSPCC Together for Childhood Plymouth

- The Plymouth initiative is **part of a national NPCC programme** working with communities to make them safer for children.
- It is specifically **focused on preventing child sexual abuse** and is linked to wider public health approaches to violence prevention in the city.
- One of the four projects, **Young Voices**, worked with students from six local secondary schools and one youth group to **develop a series of campaigns** about healthy relationships, helping young people to recognise **harmful sexual behaviour** from their peers.
- The **resources they developed are used by the schools** as part of their curriculum and will contribute to ongoing work to develop a **whole school approach** to preventing peer to peer sexual harm.

- The QR code takes you to a 21 minute video about the **Young Voices Project**.



Sexual Violence Advocates for Children and Young People

- A team of children and young persons’ **sexual violence advocates** have been brought together to support children and young people in Cornwall who have been affected by **non-contact child sexual abuse**.
- These children **would not have previously had access** to advocate support.
- The service provides **individual, emotional and practical support** to meet the needs of the victim/survivor and their families; **stay with them** throughout their journey; and help them **navigate other services**.

²⁸ For example - evaluation questionnaires in Cornwall in 2022/23 showed improved scores after the HRP had been delivered – including confidence in talking about relationships and abuse, knowledge of where to go for help and understanding sexual relationships and consent issues.

Violence

The government's 2018 [Serious Violence Strategy](#) focuses on **homicide, knife crime, and gun crime** and areas of criminality where serious violence or its threat is inherent, such as in gangs and County Lines drug dealing. These offences account for only around **1% of all recorded crime**, but they have increased in recent years and there is a huge cost to individuals, families and communities through loss of life, and the trauma caused through both the physical and psychological injuries suffered.

Violence Reduction Units were established in 18 priority areas across England and Wales in 2019, bringing together local partners in policing, education, health, and local government, to share information in order to identify vulnerable children and adults at risk, helping steer them away from a life of crime and violence.

In December 2021, the government agreed that **domestic abuse and sexual offences would be included** within the Serious Violence Duty as it continues driving forward action to end violence against women and girls.

Delivery is now underpinned by the new Serious Violence Duty and statutory guidance. Crest Advisory²⁹ have been appointed as the Home Office's support partner to help the specified authorities at a local level prepare and implement the Duty.

Policy headlines

Serious Violence Duty

- A **Duty on partners to 'prevent and reduce' serious violence** commenced on 31 January 2023; it is part of the Police, Crime, Sentencing and Courts Act 2022.
- The Duty requires partners to plan, **share data** and information, develop a **strategic needs assessment** and **publish a strategy** by the end of January 2024. Local areas are encouraged to adopt a **public health approach**.
- **Flexibility has been given to local areas** to agree the scope, geography, lead agency, partnership structure and local definition of serious violence.
- The Duty also amends the Crime and Disorder Act 1998 to ensure that **tackling serious violence is an explicit priority for all CSPs**.
- **Funding is confirmed**; it has been applied for and will be distributed through Police and Crime Commissioners – the amount and longevity of funding are as yet unclear.

Offensive Weapons Homicide Reviews

- A **new review process for weapons-related homicides** is being introduced to fill the gap left by existing reviews. Named partners expected to undertake these reviews are Police, local authorities and Integrated Care Boards.
- **Pilots are running in several locations** for around 18 months (from summer 2022) before an expected nationwide rollout. [Draft statutory guidance](#) has been published, including a definition of what is within scope of the reviews.

²⁹ A crime and justice consultancy www.crestadvisory.com

Turnaround Programme

- The Ministry of Justice launched the **Turnaround Programme** in Oct 2022. The programme is designed to reduce youth (re)offending and improve outcomes by supporting engagement with children on the cusp of the justice system.
- Youth Justice partnerships have been provided with a grant to set up the programme in a way that **best meets local need** and **provides evidence based interventions** in early help and diversion work.

The local picture

In September 2020, the PCC and the Chief Constable founded the Devon and Cornwall **Serious Violence Prevention Programme**.

Crest Advisory³⁰ were commissioned to **develop an evidence base** to better understand the scale and nature of violence and identify its drivers – from this a [new prevention approach](#) was launched that aims to break the cycle of violence, **focusing on young people under 25** who are on the edge of violence, exposed to violence in the home, in public places or linked to other forms of criminality, such as drug trafficking.

Local partnership arrangements are establishing across the Peninsula and locally focused needs assessments are in varying stages of development to identify priorities for delivery, which will **complement the Peninsula programme**.

Violence spans a wide range of harm from harassment and psychological abuse (that result in no physical harm) to life-changing injuries or death. Violence makes up just **one third of all recorded crime**.

Domestic abuse is the major driver of serious violence in the Peninsula, however, and is a key factor in pushing our local rates of violence above the average for similar areas nationally. Across the Peninsula we are seeing also some concerning trends in **youth violence and anti-social behaviour**, alongside the continuing impacts of drug-related crime and alcohol / the Night Time Economy.

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 **Night-Time Economy (NTE) violence**.

A further area of significant overlap is **youth justice**. Local authorities have a statutory duty³¹ to submit an **annual youth justice plan** relating to their provision of youth justice services – a core part of which relates to identifying and understanding the **needs of children in the justice system**, or at risk of involvement, and the priorities needed to support good outcomes. This provides local areas with **existing evidence and expertise** in youth violence prevention that can be integrated into the local response to the Duty.

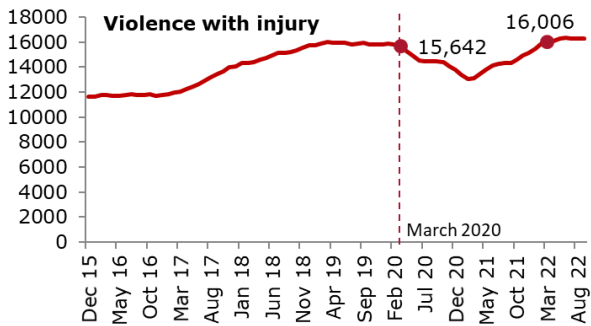
³⁰ A crime and justice consultancy www.crestadvisory.com

³¹ Under Section 40 of the Crime and Disorder Act 1998

Risk Assessment by area – violence with injury (excluding domestic abuse)

<p>Cornwall</p> <p>Moderate risk 4,750 crimes 8.3 per 1,000 Trend ▲ +29% Forecast ▲ <10% Partial ability to mitigate</p> <p>Isles of Scilly</p> <p>11 crimes, 4.9 per 1,000 population</p>	<p>Devon</p> <p>High risk 5,688 crimes 7.1 per 1,000 Trend ▲ +36% Forecast ▲ <10% Limited ability to mitigate</p>	<p>Plymouth</p> <p>High risk 3,723 crimes 14.2 per 1,000 Trend ▲ +41% Forecast ▲ <10% Partial ability to mitigate</p>	<p>Torbay</p> <p>High risk 1,830 crimes 13.4 per 1,000 Trend ▲ +25% Forecast ▲ >10% Good ability to mitigate</p>
---	---	---	--

Source: Devon and Cornwall Police recorded crime / local MoRiLE assessments

Prevalence and trends	Key themes for 2022/23
<p>Key indicator: violence with injury</p> <ul style="list-style-type: none"> 16,006 crimes ▲ +22% compared with 2020/21; rate 9.0 per 1,000 population; MSG average 8.6 per 1,000 	<ul style="list-style-type: none"> Domestic abuse continues to be one of the main drivers of harm, accounting for 35% of violence with injury crimes. As normal life has re-established after the pandemic, we have seen rises in public space violence linked to the Night Time Economy, alcohol-related violence (where there is greater risk of harm) and violence amongst young people, particularly in our urban areas. Partners in Cornwall report greater levels of concern around peer-on-peer violence amongst young people and increased weapon carrying. Serious events like the Keyham shootings in Plymouth can have a 'signal' effect on communities, driving up fear of crime.
Other indicators	Key themes for 2022/23
<ul style="list-style-type: none"> Violence (excluding domestic abuse) <ul style="list-style-type: none"> Homicides 9 ► +13% Violence with injury 10,420 ▲ +34% Violence no injury 18,582 ▲ +18% NTE violence 3,631 ▲ +118% Alcohol-related crime 19,746 ▲ +36% 	<ul style="list-style-type: none"> Violence with injury, victim aged under 25 years ▲ +32% Possession of weapons 1,260 ▲ +7% <ul style="list-style-type: none"> Knife/blade 633 ▲ +10% Firearm 181 ▲ +47% Knife crimes 720 ▼ -7% Gun crimes 111 ► 4%

<p>Night Time Economy and public place</p>	<ul style="list-style-type: none"> The Night-Time Economy (NTE) environment is a notable generator of violence, particularly linked to alcohol, and we have seen NTE violence re-establish over the last year since COVID restrictions were lifted, although it has not yet reached pre-pandemic levels. NTE responses across the Peninsula are described as well-established and managed. Alcohol increases the risk of harm in violent situations, with a higher proportion of alcohol-related crimes resulting in grievous bodily harm, particularly non-domestic crimes.
---	---

Night Time Economy and public place (cont.)

- Cornwall notes a shift in profile with **more violence and disorder taking place in the day time**, which is having a greater impact on the community and people's feeling of safety in public spaces.
- Expertise around NTE violence is well-established, 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.

Young people

- When you exclude domestic abuse, **young men aged 18-35** are at greatest risk of violence, both as victims and offenders. Cornwall notes, however, an **increasing proportion of women victims** compared with previous years (from a third in 2019/20 to 38% in 2021/22).
- Partners continue to share 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.
- **Possession of weapons offences** (particularly knives) have continued to rise year-on-year, uninterrupted by the pandemic. This may be due to proactive police activity, but some local areas are also reporting **more weapons carrying amongst young people**. The Specialist Adolescent Team in Cornwall, for example, is seeing more young people referred by the police for their bespoke preventative intervention for knife carrying.
- **Groups of young people exhibiting street gang behaviours**³² started to emerge across the Peninsula from early 2017, with problems initially in South Devon and Plymouth but since then have featured 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.
- **Adverse Childhood Experiences are important drivers of vulnerability** for our young people, including violence in the home. Police and youth justice system practitioners confirm that they are supporting a **smaller, yet more complex and challenging, cohort** of young people.
- Anecdotal evidence from partners indicates that where **more serious assaults** have taken place, the **fear of reprisals** reduce the likelihood of these incidents being reported. Previous concerns were flagged about young people being coerced to deal drugs but this was not a universal theme and was not a focus in the latest assessments.

Local response

- 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. The project is now in Phase 2 and was funded via the Serious Violence Prevention Programme.
- **Specific initiatives for young people to reduce knife crime** have been undertaken across the Peninsula and are ongoing, which include preventative work to reduce knife carrying.
- All areas have received funding to develop **youth justice prevention pathways** to improve early identification and support to those most at risk of becoming First Time Entrants. Building on the **effective early intervention and diversion offers already in place** in local areas, the Turnaround Programme grant provides an opportunity to **target more children for holistic family support** to prevent involvement with the justice system.

³² 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.

<p>Local response (cont.)</p>	<ul style="list-style-type: none"> All areas are developing prevention approaches for young people at risk of or affected by violence, to support local delivery of the Serious Violence Prevention Programme. The national Safer Streets Fund continues to provide funding opportunities to improve safety in public spaces and the NTE and tackle neighbourhood crime, anti-social behaviour and violence against women and girls. Torquay, Exeter, Barnstaple and Truro received funding in the latest round. Partners in Cornwall flagged that schools are asking for more help to support students displaying violent behaviours – including harmful sexual behaviour and misogynistic attitudes – through a preventative approach that avoids exclusions. Torbay and Devon are providing a Mentors in Violence Prevention Programme – a bystander response in schools designed to improve school culture in relation to harmful and abusive behaviour. This may provide useful learning for other areas.
<p>Knowledge gaps</p>	<ul style="list-style-type: none"> Police data only captures a proportion of the violence that takes place, particularly lower harm crimes. Serious assaults, however, are more likely to be reported and captured well within police data. Under-reporting is more of a risk in certain settings – for example, in school or in the home where the violence is directed towards parental figures. Drug and gang-related violence may also be unreported due to fear of reprisals. Contextual knowledge about serious violent offences is currently limited. We are unable to explore, for example, the links to organised crime/gangs/drug-related exploitation or develop a better understanding of transition points from involvement in lesser to more serious offences.
<p>Further reading</p>	<ul style="list-style-type: none"> Government’s 2018 Serious Violence Strategy Serious Violence Duty Statutory Guidance Devon and Cornwall’s Serious Violence Prevention Programme Youth Endowment Fund Toolkit “What Works” in violence prevention Children, Violence and Vulnerability 2022, Youth Endowment Fund, written with Crest Advisory

Safer Cornwall

- The primary project funded through the Serious Violence Prevention Grant is a pilot to provide **support to Children Affected by Parental Imprisonment** – identified as vulnerable to involvement in violence, the lack of support for this group is **recognised locally and nationally as a gap**.
Local organisations will work in partnership with a specialist charity to provide **1:1 support to children and the non-offending parent/carer** with a referral pathway via self-referral and key contacts in the system – such as schools, criminal justice and social care. There will be an evaluation of its impact, to capture learning and best practice to inform future work.
- A map of support** for young people aged 16-24 to prevent violent behaviours has been brought together, alongside a **gap analysis** and recommendations for a pilot initiative for 2023/24. **Consultation on the findings** with young people with Lived Experience is taking place to inform the next steps.
- Local **place-based initiatives co-designed with young people** to improve access to positive activities. So far, this has supported a new safe space for young people in Bodmin to hang out with each other and join in with creative and other activities. On average **50 young people regularly attend** the youth café, held weekly. The Serious Violence Prevention Programme has funded some **street art workshops** and improvements to the local skate park. Scoping has started on a similar project for another area.
- A **project co-ordinator** for the two-year programme has been secured through a contract with a local voluntary and community sector partner, which will provide dedicated support to lead and develop the programme.

Safer Devon

Aiming to build young people's resilience to involvement in serious violence, these interventions focus on early intervention with families and communities, and hearing and learning from young people themselves.

- **Domestic Violence and Abuse Recovery 'test and learn' projects** - we are piloting and evaluating whole family trauma informed models of recovery support to understand how a holistic approach to supporting families affected by domestic violence and abuse can build stronger long term outcomes for non-abusive parents and their children.
- **Mentors in Violence Prevention** - we are in the process of rolling out this bystander programme in schools to support young people to take an active stance with their peers against gender based violence, misogyny, harassment and other harms. The rollout will take a phased approach drawing on UK-wide learning and insight.
- **Lived Experiences work with young people** - an evolving area of work, to date we have worked with our youth service DYS Space to capture young people's voices and perspectives about their experiences and what would have made a difference to them. This has included listening to young people in alternative education and young people who have experienced the imprisonment of a family member.
- **Devon's Districts** are delivering a range of work through Serious Violence Prevention Programme Funding, focusing on areas including Violence Against Women and Girls and Gender Based Violence, Young People, families, safety in public spaces and exploitation.

Safer Communities Torbay

Torbay's programme of work aims to improve **system understanding and service response** to serious violence including domestic abuse:

- **Mentors in Violence Prevention Programme** – a bystander response in schools designed to improve school culture in relation to harmful and abusive behaviour.
- Added capacity to **delivery Domestic Abuse Risk Assessment for Children** training to the partnership – this will support the effective delivery of the pilot and development of assessments for children. This is in line with children being recognised as victims under the DA Act 2021.
- **Mapping the service and system landscape** in relation to responses to youth crime and violence – The aim of this is to improve the whole system development and response (including commissioning). This will dovetail with the work taking place in relation to the Youth Offer.
- A **Substance Misuse Outreach Worker** for young people – this is being co-commissioned with Public Health. The post will be based in Checkpoint and undertake a place-based response with community services where needs are identified.
- A **Young Persons Violence Advisor** and **Healthy Relationships Worker** - this post will be based in the Youth Justice Service and add capacity to the new prevention pathway and support links to the Early Help and Exploitation Team in Children's Services

Police trial "hot spot policing" in Plymouth

- Evidence-based policing highlights that a **visible police presence** both prevents crime and uplifts public reassurance. Operation Cerberus aims to reduce violence by increasing **highly visible foot-based patrols** on the top 10 streets/zones for violent incidents in Plymouth. The **streets with the most risk** were identified using **historical violent crime patterns**.
- This initiative was publicised in local news, to maximise the public's awareness of this tactic. It is highly likely to have **an impact as a deterrent** in the locations in which it was used.
- Officers patrolling carry 'geo-trackers' to monitor their movements and these will be reviewed alongside crime trends in an **evaluation to be conducted with Plymouth University** of the effectiveness of targeting patrols in key areas at core times.

Plymouth Youth Justice Team Impact Project

- The **Plymouth Youth Justice Service IMPACT project** was established in 2021 in response to concerns around the lack of prevention and early interventions approaches for **diverting young people** away from the criminal justice system.
- The service takes a multi-agency approach to working with young people who have been identified as **vulnerable to criminality and exploitation**. The service model includes a **weekly triage meeting** between the Youth Justice and Child Centred Policing teams where they consider police **intelligence**, patterns of **offending behaviours**, missing episodes and evidence of **child exploitation**.
- This enhanced data sharing informs an **assessment and bespoke response** for young people have come to their attention over the previous week. This includes a wide range of **specific interventions** including specialist support for substance misuse, signposting to CAMHS and Youth Services, sporting activities and structured family and parenting support.
- A **volunteer programme** has also be set up to mentor young people on the edge of the criminal justice system.
- The Ministry of Justice have recently increased funding for early help and going forward this project will be known as the Turnaround Project in line with the national programme.

Drugs and Alcohol

Policy headlines

National Drugs Strategy “From Harm to Hope”

The national [Drugs Strategy](#) was published in 2021 and was developed in response to the [Dame Carol Black Independent Review of Drugs](#). It’s a ten year strategy with three strategic priorities:

- **Delivering a world class treatment and recovery system** - improving local authority commissioned substance misuse services, improving access to services and increasing integration between specialist services.
- **Breaking drug supply chains** - tackling supply through organised crime networks and addressing violence and crime associated with the criminal supply of drugs (including county lines).
- **Achieving a shift in demand for drugs** – including delivering school based interventions to prevent substance misuse and delivering early interventions supporting young people and families most at risk.

Whilst the 10-year drugs strategy focuses on the use and supply of illegal drugs, local partnerships should ensure that their plans **sufficiently address alcohol dependence and wider alcohol-related harms**.

The first area of focus for local areas is to **increase the number of people engaged in treatment services**, including providing **a treatment place for every offender** with a drug dependency.

Local **“Combatting Drugs Partnerships”** have been established and a joint local needs assessments and delivery plans developed. [Guidance](#) has been published to support partners in responding.

Across the Peninsula local partnerships have been developed at **upper local authority footprints**. Grant funding has been announced to support local delivery, including **three years of bespoke grants** delivered to local authorities. In-depth needs assessments have been developed to identify priorities and inform local strategies to deliver against the national framework.

In Cornwall this process is led by Safer Cornwall with the partnership chair taking the role of Senior Responsible Officer. In Devon, Plymouth and Torbay, the process is led by Public Health with governance through the local Health and Wellbeing Boards.

Problem Drug Use

Risk Assessment by area – opiate/crack users in the local population

Cornwall*	Devon	Plymouth	Torbay
<p>High risk 2,237 people 6.7 per 1,000 Trend ▲ +6% Forecast ▲ <10% Very limited ability to mitigate</p> <p>* includes Isles of Scilly</p>	<p>High risk 2,544 people 5.5 per 1,000 Trend ▲ +18% Forecast ▲ <10% Very limited ability to mitigate</p>	<p>High risk 2,357 people 13.8 per 1,000 Trend ▲ +12% Forecast ▲ <10% Limited ability to mitigate</p>	<p>Not assessed 1,040 people 13.3 per 1,000 Trend ▲ +34% (significant increase between the last two estimates)</p>

Source: Estimated prevalence of opiate/crack users, OHID / local MoRiLE assessments

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 was particularly pronounced in Torbay. **47% of this number are receiving help** through local treatment services.

National and local trends showed a **growing problem with crack cocaine** prior to the pandemic and a rapid escalation in its use amongst our local population, particularly opiate users, with the associated increase in **crime and health harms**.

Due to ongoing **aggressive targeting by Organised Crime Groups (OCGs)**, particularly via County Lines, crack is readily available across all areas of the Peninsula. **Vulnerable people continue to being targeted by OCGs**, using them and their homes to sell drugs and recruit more users.

One of the key changes over the course of the pandemic was the rise in harmful counterfeit drugs, **high strength benzodiazepines and “designer drugs”** which featured in local overdoses and deaths. We also saw **increased use of cannabis and illicit prescription drugs**. There was a shift to more drugs being bought on-line, including use of **social media**.

Drug-related deaths are at an all-time high across the UK. Services are identifying **more vulnerable adults in the community with complex needs**, including people who are homeless with drug and alcohol dependency and other vulnerabilities. There are some **visible impacts in the community**, such as public drug taking, drug litter and anti-social behaviour.

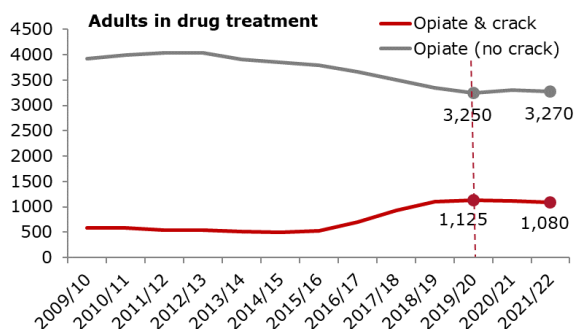
Costs to respond are high across the system (housing, social care, health, criminal justice). An estimated **£19,000 per year is spent on each individual**³³ facing a combination of addiction, homelessness, offending and poor mental health.

³³ Bramley and Fitzpatrick 2015, as cited by the Institute for Public Policy Research

Prevalence and trends

Key indicators: opiate and crack use

- **8,178 people** estimated using opiates and/or crack; ▲ +15% compared with the last estimates in 2014/15.
- Rate 7.8 per 1,000 population; south-west estimate is 8.3 per 1000.



- **4,350 people in treatment**³⁴ for opiates and/or crack use in 2021/22, equating to **53% of the estimated number of users**. Opiate and/or crack users make up 50% of all people in contact with the drug and alcohol treatment system.
- The rise in opiates users presenting with **adjacent crack use** is clearly seen on the chart above but the **trend has stabilised** over the last couple of years.
- **Cornwall** has seen a **steep rise** in people seeking help with **non-opiate drugs**, predominantly cannabis and cocaine – this trend had not been seen in other areas of the Peninsula, but this year **Devon** have started to see more people accessing treatment for **non-opiate and alcohol** pathways.

Key themes for 2022/23

- **High drug-related deaths** – key factors include poly drug use, increasing presence of **cocaine and benzodiazepines**, and an **ageing drug using population** with complex health needs.
- Ongoing risks around **poly-drug use**, illicit use of **prescription drugs** (including counterfeit drugs), benzodiazepines and new psychoactive substances, particularly amongst **young people**. Devon have recently flagged concerns about a rise in young people using **ketamine**.
- Increased **concern in communities** where drug use is visible, including outward signs such as drug dealing, 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.
- Local areas are continuing to **embed trauma-informed approaches** that recognise and respond to the prevalence of underlying adversity and trauma.
- **Organised Crime Groups** targeting vulnerable populations continues to be a threat (see [Drug Trafficking](#)).
- Increasing **ease of access to social media** as a channel to drug involvement. Snapchat and Instagram were used with young people to obtain and sell drugs during the COVID lockdowns.
- Current economic climate may drive **increased vulnerability** to drugs in communities (both in terms of drug use and involvement in selling) and increased **profit-seeking** from drug dealers (incentives, reduced quality/adulteration).

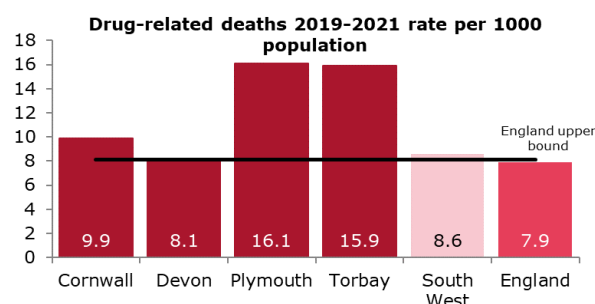
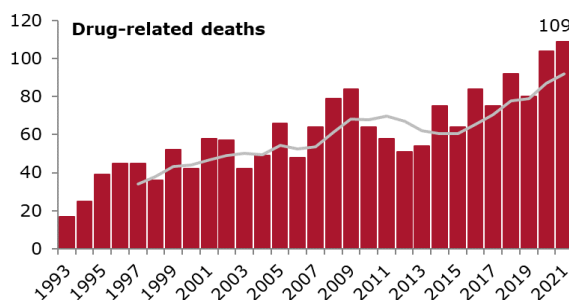
Other indicators

- Adults in drug treatment
 - Opiates **4345** ▶ -2%
 - Non-opiates **1,860** ▶ +1%
- Young people in treatment **410** ▶ +3%
- Drug-related deaths (2021) **109** ▲ +34% since 2019

³⁴ Source: National Drug Treatment Monitoring System ViewIT

Drug related deaths

- Across the UK **drug-related deaths are at their highest** since records began. There were 109 in the Peninsula in 2021 and **rates are very high**. Although Devon has the lowest rate overall, rates in Exeter (13.4) and West Devon (10.9) are significantly above the national average.
- Key themes include increased prevalence of **cocaine** and **poly drug use** (including benzodiazepines and prescription drugs) and the complex **physical health needs** of an **ageing drug using population**.
- Cornwall's annual report³⁵ flags a significant change in local profile with **cocaine-related deaths outnumbering heroin-related deaths** for the first time in 2021. The report also highlights recurrent issues related to dealing with **chronic pain, mental health issues, suicidality, trauma** and loss (including in childhood).



Local response

- There are **established and effective local community services** across the Peninsula, including **outreach, needle exchange** and specialist **young people's services**; in-patient and rehab services are located in Plymouth and Cornwall. All areas are building **trauma informed approaches** and more co-ordinated ways of working to meet the needs of people with **multiple vulnerabilities**.
- All areas provide take-home and supported housing **Naloxone initiatives** (reverses the effects of opioid overdose); robust processes for reviewing, **investigating and learning from drug-related deaths**.
- One of the government's priorities is to **increase the number of people in treatment by 20%** and this is reflected in the guidance for the new Treatment and Recovery Grant. Previously lack of funding has been a significant factor in capacity issues and waiting lists, but the recognised **nationwide struggle to recruit qualified staff** into drug and alcohol treatment/support services is also having an impact. This problem is compounded by a **lack of available and affordable housing options** for people wanting to relocate.
- Previously insufficient funding has limited the extent of **prevention work in schools** and **targeted youth outreach** – this could now be addressed through local priorities for the new Grant; securing **housing and tenancy support** is an ongoing challenge - **particularly for complex clients**, but also for staff, with current housing provision under significant and increasing pressure.
- Wider training is still needed in **drug screening to support earlier intervention**, including in the criminal justice system, and [Making Every Contact Count](#) (MECC).

³⁵ Drug Related Deaths Report 2021, published in the [Safer Cornwall web library](#) under Drugs

Knowledge gaps

- A deeper understanding needed of **people who are not engaged with current services** – this should be explored in local drugs needs assessments and shared with partners. Reflection needed on the impact of drug and alcohol harm on **under-represented communities**.
- 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/sharing of community intelligence really important.
- **Aligning community safety strategic assessments and drug and alcohol needs assessments** will support more effective information sharing and identify common areas of risk and priorities.

Further reading

- Government's 2021 [Drugs Strategy](#) and [Guidance](#) for local partnerships.
- [Drug misuse in England and Wales](#), ONS, latest June 2022
- All local partnerships have **undertaken drugs needs assessments** to underpin **evidence-based spending plans** for the new Grant. [Plymouth](#) and [Cornwall](#) have published.

Continuity of Care

- Devon has invested in improving continuity of care from **prison into community treatment**.
- Over the past 12 months, the percentage of people accessing community treatment **within 3 weeks** of leaving prison has **increased from 29% to 49%** (compared with a 1% increase nationally).

Support for people with alcohol-acquired brain injury

- Devon has been part of the **advisory group** assisting **Alcohol Change UK** to develop **national guidance** on identifying and supporting people with alcohol acquired brain injury.
- A suite of **learning events** is available [Cognitive Impairment in Dependent Drinkers Project - Webinar Series | Alcohol Change UK](#)

Mental Health Treatment Requirements (MHTRs)

Since October 2020, Magistrates Courts in Cornwall have been able to include MHTRs **alongside existing Drug Rehabilitation Requirements** and Alcohol Treatment Requirements.

- A report by The Institute for Public Safety, Crime and Justice from July 2022 indicated that **Cornwall remains amongst the front runners nationally** in terms of referrals for Mental Health Treatment Requirements. Cornwall's Community Sentence Treatment Requirement (CSTR) pilot was also cited in HM Probation Inspectorate **Effective Practice Guide on substance use** (2021).
- Overall, **438 people have been referred** since October 2020, with referral numbers continuing to increase since early 2022/23. Only 4% of referrals declined the MHTR, compared with 11% nationally.
- Most people who successfully completed showed **statistically significant positive change** using the CORE 34, GAD 7 and PHQ 9 treatment tools for scoring levels of anxiety and depression. **Cornwall was amongst the best performing areas** across these measures. The report does warn, however, that increased volume of referrals could start to have an impact on these successes.

Drug Trafficking and Exploitation

Risk Assessment by area – drug trafficking

<p>Cornwall</p> <p>Moderate risk 252 crimes 0.4 per 1,000 Trend ▼ -26% Forecast ▲ <10% Very limited ability to mitigate</p> <p>Isles of Scilly <5 crimes, 0.4 per 1,000 population</p>	<p>Devon</p> <p>High risk* 415 crimes 0.5 per 1,000 Trend ▼ -23% Forecast ▼ <10% Very limited ability to mitigate</p> <p>*focus on drug-related exploitation</p>	<p>Plymouth</p> <p>Moderate risk 257 crimes 1.0 per 1,000 Trend ▼ -17% Forecast ▲ <10% Partial ability to mitigate</p>	<p>Torbay</p> <p>High risk 124 crimes 0.9 per 1,000 Trend ▼ -5% Forecast ▲ >10% Very limited ability to mitigate</p>
--	--	--	--

Source: Devon and Cornwall Police recorded crime / local MoRiLE assessments

Nationally **drug trafficking is highlighted as a major driver of serious 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 police are producing a **Drug Market profile** to inform the delivery by local Combatting Drugs Partnerships against the national priority **Breaking drug supply chains** and link to the Serious Violence Prevention Partnership where relevant.

Recognising that **action is required over a larger footprint** than local areas, a Peninsula group will co-ordinate actions with broader regional and national strategies. Ahead of the profile being completed, a police Partnership Intelligence Report has given an **overview of County Lines criminality** in the Peninsula.

Recognising County Lines – Updated Guidance

The 2018 Home Office Serious Violence Strategy states the definition of a County Line is: "... 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."

The latest guidance from the National County Lines Coordination Centre explores the above definition in more detail and emphasises that **the distance between the gang and its customers is not relevant**. County Lines can operate between towns, amid counties and even across cities. This is a step away from the traditional concept of a County Line exporting from one area into another.

The key factors used to determine a County Line are: a) a **gang or organised criminal network** selling drugs, b) using a **dedicated mobile phone line** or other form of "deal line" and c) involved in the **exploitation of vulnerable people**.

Organised Crime Group activity related to drug trafficking and County Lines has **continued to have an impact across the Peninsula**. 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 drug markets** by ruralising operations.

This is resulting in **increased risk to vulnerable young people and adults** who are being recruited/blackmailed into engaging in criminal activity and high levels of **community concern** due to drug dealing activities being more visible

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.

Prevalence and trends	Key themes for 2022/23																																																						
<p>Key indicators: drug trafficking offences</p> <p>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.</p> <ul style="list-style-type: none"> 1,049 drug trafficking crimes ▼-21% compared with 2020/21. rate 0.6 per 1,000 population; MSG average 0.5 per 1,000 <table border="1"> <caption>Approximate data from the line graph</caption> <thead> <tr> <th>Month</th> <th>Drug trafficking</th> <th>Drug possession</th> </tr> </thead> <tbody> <tr><td>Dec 15</td><td>700</td><td>3000</td></tr> <tr><td>May 16</td><td>600</td><td>2800</td></tr> <tr><td>Oct 16</td><td>600</td><td>2800</td></tr> <tr><td>Mar 17</td><td>600</td><td>2800</td></tr> <tr><td>Aug 17</td><td>700</td><td>2800</td></tr> <tr><td>Jan 18</td><td>800</td><td>2800</td></tr> <tr><td>Jun 18</td><td>900</td><td>2800</td></tr> <tr><td>Nov 18</td><td>900</td><td>2800</td></tr> <tr><td>Apr 19</td><td>900</td><td>3200</td></tr> <tr><td>Sep 19</td><td>800</td><td>3400</td></tr> <tr><td>Feb 20</td><td>800</td><td>3400</td></tr> <tr><td>Jul 20</td><td>1000</td><td>3400</td></tr> <tr><td>Dec 20</td><td>1300</td><td>3600</td></tr> <tr><td>May 21</td><td>1400</td><td>3400</td></tr> <tr><td>Oct 21</td><td>1000</td><td>3200</td></tr> <tr><td>Mar 22</td><td>900</td><td>3200</td></tr> <tr><td>Aug 22</td><td>1000</td><td>3400</td></tr> </tbody> </table> <ul style="list-style-type: none"> Drug trafficking crimes saw a substantial rise in the first year of the pandemic, reflecting an upturn in proactive policing. This dropped quickly the following year, alongside a similar drop in possession offences. The latest data indicates an increase in activity in 2022 to date. 	Month	Drug trafficking	Drug possession	Dec 15	700	3000	May 16	600	2800	Oct 16	600	2800	Mar 17	600	2800	Aug 17	700	2800	Jan 18	800	2800	Jun 18	900	2800	Nov 18	900	2800	Apr 19	900	3200	Sep 19	800	3400	Feb 20	800	3400	Jul 20	1000	3400	Dec 20	1300	3600	May 21	1400	3400	Oct 21	1000	3200	Mar 22	900	3200	Aug 22	1000	3400	<ul style="list-style-type: none"> Organised Crime Groups targeting vulnerable populations continues to be a threat. Increasing ease of access to social media as a channel to drug involvement. Snapchat and Instagram were used with young people to obtain and sell drugs during the COVID lockdowns. Current economic climate may drive increased vulnerability to drugs in communities (both in terms of drug use and involvement in selling) and increased profit-seeking from drug dealers (incentives, reduced quality/adulteration). Looking at the wider picture outside the recorded crime data, Devon’s assessment suggests a reduction in drug trafficking/exploitation for the area (with the caveat that it is not possible to determine trends with any certainty) whereas Cornwall’s indicates an increase or greater awareness/ recognition of the risks, with more young people being referred to local multi-agency arrangements for safeguarding.
Month	Drug trafficking	Drug possession																																																					
Dec 15	700	3000																																																					
May 16	600	2800																																																					
Oct 16	600	2800																																																					
Mar 17	600	2800																																																					
Aug 17	700	2800																																																					
Jan 18	800	2800																																																					
Jun 18	900	2800																																																					
Nov 18	900	2800																																																					
Apr 19	900	3200																																																					
Sep 19	800	3400																																																					
Feb 20	800	3400																																																					
Jul 20	1000	3400																																																					
Dec 20	1300	3600																																																					
May 21	1400	3400																																																					
Oct 21	1000	3200																																																					
Mar 22	900	3200																																																					
Aug 22	1000	3400																																																					
Other indicators																																																							
<ul style="list-style-type: none"> Total drug offences 4,202 ▼-17% Possession offences 3,151 ▼-15% Trafficking class A drugs 642 suspects <ul style="list-style-type: none"> ○ Suspects under 18 44 (7%) ▼-31% Trafficking other drugs 613 suspects <ul style="list-style-type: none"> ○ Suspects under 18 50 (8%) ►-2% 	<ul style="list-style-type: none"> CSE flagged crimes 611 ▲ 10% Missing episodes – children 4,482 ▲-18% 654 intelligence submissions made by partners to police (snapshot Oct-Dec 2022) – 11% County Lines/Drugs, 7% criminal exploitation, 4% child sexual exploitation 																																																						

County Lines

- **County Lines have resumed 'business as usual' tactics** and levels of activity since the COVID restrictions were lifted. **Royal Mail postal system** is being used to transport drugs and launder illicit profits into and out of Devon and Cornwall – likely that **other legitimate courier services** are being similarly used.
- **Mainly young men (80%)** are involved in County Lines criminality; a **spike in female involvement during COVID restrictions** is believed likely to reflect the perception that females would attract less attention from the police.
- Previous work conducted in Exeter with women who work in the sex industry 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 women who were rough sleeping.
- Anecdotal reports from other parts of the Peninsula that **sexual exploitation is being used to 'repay' drug debts**. More intelligence gathering is needed to understand the extent of the issue and its harms.
- Devon notes that intelligence from the local area is limited, but where this exists it suggests **reduced activity around drug trafficking and drug related exploitation**.
- Cornwall, however, are seeing **increasing numbers of children identified as at risk** through operational multi-agency response groups – key themes include **multiple vulnerabilities**, parental **use of drugs and alcohol** and **poor self-image**. An over-representation of children from ethnic minority groups is noted (based on population profile).

Local response

- All areas except Plymouth report **capacity issues and some skills gaps** in responding to drug offences locally.
- **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**.
- Focus is shifting to recognise those involved in drug trafficking as **victims of exploitation**. **Multi-agency arrangements established** to manage and respond to child sexual exploitation now recognise and respond to wider exploitation in all areas.
- Some **good multi-agency approaches** have been delivered within the Peninsula, but coverage is not universal due to limitations of resources and funding; **piloting of the '5C4P' approach** and **Clear, Hold and Build** in several areas, as part of a public health approach – methodology being tested and refined with partners.
- **Public information campaigns** have raised awareness in the community and within agencies about exploitation. **Extensive training** has been undertaken within 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.
- **Adolescent Safety Frameworks in Devon and Plymouth** enable contextual understanding and interventions for children and young people at risk of exploitation. It is recognised that **child exploitation screening tools should be 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 **Partner Agency Information Form** has been used by partners to submit information to the police and **limited information** fed back to

Knowledge gaps	<p>local areas about the types of referrals. 3 out of 4 submissions are categorised as 'other' however, with only a small percentage identified as a specific exploitation type. Where recorded, submissions about County Lines/Dangerous Drugs Networks are the most common.</p>
	<ul style="list-style-type: none"> • There is a lack of contextual knowledge about serious violence relating to organised crime, gangs and drug-related exploitation. • Online/cyber offences are less visible and not well understood with systems and platforms evolving rapidly. • The police have identified three key intelligence gaps to be explored in relation to County Lines: targeting of students and young people as "money mules" via social media; prevalence of sexual exploitation of women within drugs networks; drugs being advertised for sale using 'burner phone' apps.
Further reading	<ul style="list-style-type: none"> • The Children's Society - Child Criminal Exploitation and County Lines • Local Child Exploitation Strategies: <ul style="list-style-type: none"> ◦ Cornwall ◦ Devon ◦ Plymouth ◦ Torbay • Adolescent Safety Frameworks – Devon and Plymouth

Public information campaigns

- [#CE The Signs](#) continues to run in Cornwall, **delivered jointly** by Safer Cornwall and the Safeguarding Partnerships for children and adults.
- The campaign features **resources designed by young people**.
- As part of the ongoing campaign, [Alter Ego](#) presented a **theatre production on County Lines to over 2000 children** in West Cornwall. This pilot project was delivered in partnership with Awena Virtual School.

Adolescent Safety Frameworks

- **Adolescent Safety Framework (ASF)** is a contextual safeguarding approach that provides a way of **assessing, planning and supporting** at an early help, child in need, child protection and child in care level where concerns are from outside the home. Work has continued to embed and strengthen the ASF approach across [Devon](#) and [Plymouth](#), which includes:
 - A comprehensive **exploitation risk assessment tool** (Safer Me) and pathways to support young people through a contextual safeguarding lens.
 - Mapping work to **assess contextual risks within peer networks** and identify young people at greatest risk of harm and those on the periphery of involvement.
 - **Ongoing learning** to assess the impact of the ASF, to inform the future development of the framework.
 - A wide range of resources, templates and guidance are available on-line.
- **Plymouth's ASF** is based on the Devon Children and Families Partnership's model. In support of the ASF Plymouth Safeguarding Children Partnership has developed a [Safeguarding Adolescents Strategy](#).

A public health approach to tackling serious and organised crime

Devon and Cornwall, alongside other areas across the UK, have been **trailing new ways of working to combat serious and organised crime** which embed a partner and community-led public health approach alongside the usual police response. The **evidence base around this is growing** as new approaches are tried and tested and the learning shared.³⁶

Our **local problem-solving approach adopts the '5C4P' methodology** – it takes the 5Cs³⁷ of the public health approach and wraps these around the 4Ps of the traditional police response to serious and organised crime. Across the Peninsula there have been **live operations testing this approach**, which have sought to achieve **cultural change** alongside **new ways of working and learning** from each other.

Five Cs	4Ps
<ul style="list-style-type: none">• Collaboration• Co-production• Co-operation (information sharing)• Counter-narrative• Community Consensus	<ul style="list-style-type: none">• Prevent• Prepare• Pursue• Protect

The 5C4P approach is inherently linked to the Police's **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 Vulnerability Reduction Strategy 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 Vulnerability Reduction Strategy 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.

³⁶ [Taking a public health approach to tackling serious violence: case studies](#), LGA July 2020

³⁷ [A whole-system multi-agency approach to serious violence prevention](#), Public Health England 2019

Clear Hold and Build

The Home Office are piloting a **new tactic for tackling serious and organised crime**, which is a development of the 5C4P approach and has seen early signs of success in pilot forces such as Merseyside, Northumbria and West Yorkshire.

The police **intensely target an area** to 'clear' organised crime group activity, followed by ongoing 'hold' work to **protect communities and prevent organised crime groups operating** in the area again, including providing community reassurance and working with communities to gather intelligence.

The 'build' phase aims to engage local people and community groups to **deliver partner-led initiatives and build local resilience** to prevent organised crime from getting a grip again. It is intended to support communities to:

- **Challenge and change community cultures** including community perceptions, permissive attitudes and behaviour so that **the community creates its own voice** on tolerance
- **Improve the living, working and recreational environments** by empowering the community to work with stakeholders to be involved in its own development and create its own resilience
- Develop partner agency and stakeholder capabilities to **create a whole-system approach** to improve service provision based on need

The approach is much broader than crime reduction, it's about working with partners, building up community pride and increasing community confidence.

Currently this approach is being **tested locally in Cornwall**.

Problem Drinking

Risk Assessment by area – problem drinking

Cornwall	Devon	Plymouth	Torbay
High risk 6,968 people* 15.2 per 1,000 Trend ▶ +3% Forecast ▲ <10% Severely limited ability to mitigate	High risk 7,067 people 10.9 per 1,000 Trend ▶ -1% Forecast ▲ <10% Very limited ability to mitigate	Moderate risk 3,484 people 16.5 per 1,000 Trend ▶ +1% Forecast ▲ <10% Partial ability to mitigate	Not assessed 1,590 people 14.4 per 1,000 Trend ▼ -5%

Source: Estimated number of adults with alcohol dependency, OHID/ local MoRiLE assessments

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).

National estimates³⁸ indicate that there are **19,100 dependent drinkers** in our local population, equating to 1.3% of all adults; only **19% of this number³⁹ are receiving help** through local treatment services.

Alcohol is a **persistent feature in criminality**, being linked to 19% 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**.

The **sheer scale of numbers involved limits the effectiveness of any 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.

Prevalence and trends	Key themes for 2022/23
<p>Key indicators: problem drinking</p> <ul style="list-style-type: none"> 19,109 people estimated to have an alcohol dependency ▶ no change since the last estimates in 2017/18. Rate 13.4 per 1,000 adult population; national estimate is 13.7 per 1000. <p>3,655 people in treatment⁴⁰ for alcohol dependency in 2021/22, equating to 19% of the estimated number of people with an alcohol treatment need. People in alcohol treatment make up 42% of everyone in contact with the drug and alcohol treatment system.</p>	<ul style="list-style-type: none"> People with alcohol dependency combined with other vulnerabilities are frequent users of hospital and other emergency health services, but often challenging to engage with help. Local areas continue to embed trauma-informed approaches that recognise and respond to people with complex needs. The current economic climate may drive increased vulnerability through higher levels of drinking to cope with emotional stress and additional pressures in the home; young people’s use of alcohol and cannabis increased during the pandemic, with some as young as 10 years old. Alcohol-related hospital admissions⁴¹ fell in 2020/21 across the Peninsula as they did nationally with the pandemic is cited as the main factor. Whilst most measures of alcohol-related health harms are comparatively low (except in Torbay), rates of alcohol-related hospital admissions for under-18s are higher than the England rate. The Peninsula has high incidence of alcohol-related road traffic casualties, with all areas except Plymouth seeing significantly higher percentage of casualties

38 [Estimates of Alcohol Dependence in England](#) Public Health England (2019)

39 Combined total of people in treatment for alcohol dependency alone and alcohol dependency alongside non-opiate drugs

40 Source: National Drug Treatment Monitoring System ViewIT

41 Based on the broad measure for all persons 2018/19, [Local Alcohol Profiles for England](#)

Prevalence and trends

- Recent trends are fairly flat for alcohol only treatment and **rising for alcohol with non-opiate drugs**.
- There are some differences in trends in treatment by area.** Plymouth have seen a notable rise in both categories of alcohol dependency, whereas Devon has seen a drop in both.

Key themes for 2022/23

- in RTCs where a breath test was failed or refused.⁴²
- National research⁴³ indicates that most drink drive offences are **committed by a reoffender**, of which a significant number have alcohol and mental health issues. Currently **we do not have any data on justice outcomes and re-offending** for the Peninsula which would enable us to measure the effectiveness of rehabilitative measures.
- Street drinking is a very visible feature of town centre anti-social behaviour** and has a negative impact on local businesses and people who live in and visit the area; police recorded street drinking reduced across the Peninsula in all areas in 2021/22 but issues remain in some towns.

Other indicators

- | | |
|--|---|
| <ul style="list-style-type: none"> Adults in alcohol treatment <ul style="list-style-type: none"> Alcohol only 2,480 ▶ -4% Alcohol & non-opiates 1,175 ▲ +9% Young people in alcohol treatment 255 ▲ +20%⁴⁴ Alcohol-related hospital admissions (2020/21) 26,046 ▼ -16% | <ul style="list-style-type: none"> RTCs (failed/refused breath test) 2018-2020 - 623 ▶ -4% Alcohol-related crime 19,746 ▲ +36% Street drinking ASB (7% of recorded ASB) <ul style="list-style-type: none"> Rowdy/nuisance behaviour 2,108 ▼ -16% Street drinking only 68 ▼ -22% |
|--|---|

Alcohol-related health harms

- Alcohol-related health harms⁴⁵ are significantly worse in Torbay**, compared with the national profile. Other areas across the Peninsula are generally in line with or better than the national average. Review of specific issues, however, highlights **some areas of concern**, including hospital admissions for **alcoholic liver disease** (all areas except Devon), **unintentional injuries** (Cornwall) and **alcohol poisoning** (Devon).
- Rates of hospital **admission for under-18s are higher** than the England rate, particularly in Torbay (over twice the national rate). Torbay's assessment notes that increases in self-harm and hospital admissions amongst young people are of growing concern.
- Alcohol-related hospital admissions fell in 2020/21** across the Peninsula as they did nationally; the impact of the **pandemic is cited as the main driver** due to a general reduction in admissions.

42 Cornwall 5.9%, Torbay 5.2%, Devon 4.5% and Plymouth 3.2% - national rate 3.6%. Casualties in road traffic collisions where a failed breath test (or refusal to provide a sample) occurred 2018-2020, Department of Transport, [Local Alcohol Profiles for England](#)

43 [Drink Driving – Taking Stock, Moving Forward](#), Parliamentary Advisory Council for Transport Safety (PACTS), 2021

44 Percentage change excludes Devon. Having been fairly consistent in previous years, the number of young people in alcohol treatment in Devon dropped to around 25% of the usual level in 2019/20 but resumed a normal level in 2021/22. No other areas saw this trend and the resulting skew of the percentage change is misleading.

45 Alcohol-related mortality and hospital admission rates: [Local Alcohol Profiles for England](#)

<p>Local response</p>	<ul style="list-style-type: none"> Established and effective local community treatment services; Outreach services are in place to reach those hardest to engage; previously lack of funding has been a significant factor in capacity issues and waiting lists, but the recognised nationwide struggle to recruit qualified staff into drug and alcohol treatment/support services is also having an impact. This problem is compounded by a lack of available and affordable housing options for people wanting to relocate. Trauma informed approaches continue to be embedded into service delivery to provide more effective support to people with multiple vulnerabilities. Plymouth is one of 15 areas nationally selected for the Changing Futures programme which aims to better understand those who experience multiple disadvantage and test new ways of bringing services together to help people change their lives for the better. Good quality training in identification and brief advice (IBA) for alcohol problems is available but capacity/capability for prevention and early intervention is limited – 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. Previously insufficient funding has limited the extent of prevention work in schools and targeted youth outreach – this could now be addressed through local priorities for the new Grant.
<p>Knowledge gaps</p>	<ul style="list-style-type: none"> A deeper understanding needed of people who are not engaged with current services – this should be explored in local needs assessments and shared with partners. Reflection needed on the impact of drug and alcohol harm on under-represented communities. Dependent drinkers not engaged with services (older drinkers, 'silent' drinkers, hidden harm in families); nature and extent of drinking in the home and long term impacts of COVID on drinking behaviours. Aligning community safety strategic assessments and drug and alcohol needs assessments will support more effective information sharing and identify common areas of risk and priorities.
<p>Further reading</p>	<ul style="list-style-type: none"> National Statistics on Alcohol, NHS Digital 2022 Local Alcohol Profiles for England, on-line resource, OHID The drugs needs assessments recently undertaken to underpin evidence-based spending plans for the new Substance Misuse Treatment and Recovery Grant include alcohol to some extent. All local partnerships have undertaken drugs needs assessments to underpin evidence-based spending plans for the new Grant. Plymouth and Cornwall have published their Drugs Needs Assessments. Cornwall also has a separate and more in-depth Alcohol Needs Assessment that pre-dates the requirements of the national strategy.

Prevention: Let's Talk...

- An initiative of South Devon and Dartmoor CSP, **Let's Talk Teenagers** and **Let's Talk Pre-Teens** are a series of online support sessions for **parents and carers** to come together in a safe online space to hear about the challenges facing young people today and equip themselves with **tools and techniques** to support their young people.
- The sessions have run since 2021 covering topics including **drugs and alcohol**, body image, **mental health**, social risks, **safety online** and peer pressure. Following the success of the programme, Let's Talk Pre-teen sessions have recently been introduced for parents and carers of younger age groups as well as focussed sessions for parents and carers of teens.
- Let's Talk is currently looking to review its future options for delivery including **recording sessions** and possible producing **toolkits for parents and carers of under 8s**.
- **Cornwall piloted three Let's Talk sessions** in early 2023 using a similar model – an evaluation of the sessions is underway but initial parental feedback is positive.

Support for people with alcohol-acquired brain injury

- Devon has been part of an **advisory group** working with Alcohol Change UK to develop **national guidance** on identifying and supporting people with alcohol acquired brain injury.
- A suite of **learning events** is available [Cognitive Impairment in Dependent Drinkers Project - Webinar Series | Alcohol Change UK](#)

Drink spiking initiatives

- Op Opossum was launched by the police force-wide in August 2021 in response to spiking allegations and **heightened fear of spiking** (facilitated by social media).
- 220 Evening and Night Time Economy venues participated and were supplied with **drink testing kits** and **urine testing kits**. Reporting of suspected spiking (either to staff or Police) was encouraged using social media advertising and posters in venues.
- The aim was to make the **reporting process more accessible** and enable **early screening** (by having tests available in the venues), thereby reducing reporting via social media which could lower fear of crime.

Using health data to inform Licensing Policy

The **Health Impact Licensing Tool (HILT)** was created as part of a 2016 national project run by Public Health England looking at strengthening the role of Public Health in the licensing arena. **Cornwall was one of only two areas nationally** that successfully developed a solution to integrating health data into licensing decision making processes.

HILT uses a range of alcohol-related data to estimate the cumulative risk of alcohol-related harms at small area level - including hospital admissions, assault-related presentations to ED and Minor Injuries (captured through the **Assault Related Injuries Database**), crime and anti-social behaviour, alcohol treatment and other supporting data.

HILT is embedded into Cornwall's [Cornwall Council's Licensing Policy](#) and was used as part of the evidence pack for the refresh of Cornwall's Cumulative Impact Zones (CIZ). The tool has been **promoted nationally as best practice** and Cornwall has led a number of webinars and workshops on the approach with Public Health England (now the Office of Health Improvement and Disparities).

A CIZ is a designated area where evidence has indicated that the number, type or density of licensed premises is impacting adversely on the licensing objectives, namely, crime and disorder, public safety, public nuisance and the protection of children from harm.

Exploitation

Policy headlines

Online Safety Bill

The [Online Safety Bill](#) continues to be progressed through Parliament. It aims to increase online safety through the following ways:

- Introducing **new rules and sanctions** for platforms hosting user-generated content and search engines to protect users from harmful content.
- This will include a **requirement to remove illegal online material**, including material relating to terrorism and child sexual exploitation and abuse.
- Requirements will be introduced to **protect children and young people** from accessing legal but harmful material.
- **Harmful content** covered by the Bill includes pornography, revenge porn, online racist abuse, harassment and cyberstalking.
- Platforms will also be required to **prevent fraudulent advertisements** from being published or hosted on their services.

Independent Review of Prevent

The [Independent Review of Prevent](#) was commissioned to consider the UK's Prevent Strategy and inform future government policy. The review was published in February 2023 and will have implications for the operation of Prevent in local areas.

Protect Duty

In December 2022, the Government announced details for a new Protect Duty, known as [Martyn's Law](#)⁴⁶ to enhance the protection of publicly accessible places from the threat of a terrorist incident.

- The new Duty will require **venues to take steps to improve public safety**, with a tiered model of measures dependent on the size of the venue and the activity taking place.
- Requirements will include **staff training** and communications, completion of a **preparedness plan**, risk assessments, **security** plans and **partnership working** through appropriate forums.
- **Support, guidance and training** will help embed best practice and drive-up standards across the UK.
- An **inspection capability will be established** to educate, advise, and ensure compliance with the Duty, and sanctions will be used to deal with breaches.
- The Protect Duty will be introduced as soon as parliamentary time allows.

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

⁴⁶ In tribute of Martyn Hett, who was killed alongside 21 others in the Manchester Arena attack in 2017

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 pandemic due to **increased activity online** by 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 people** and require significant resources to disrupt and safeguard victims.

Modern Slavery

Risk Assessment by area – modern slavery

<p>Cornwall</p> <p>High risk 21 people referred 4 per 100,000 Trend ▶ +24% Forecast ▲ <10% Limited ability to mitigate</p> <p>Isles of Scilly Not assessed</p>	<p>Devon</p> <p>High risk* 52 people referred 6 per 100,000 Trend ▼ -17% Forecast ▲ <10% Very limited ability to mitigate</p> <p>*focus on labour and sexual exploitation</p>	<p>Plymouth</p> <p>High risk 25 people referred 10 per 1,000 Trend ▶ +9% Forecast ▲ <10% Partial ability to mitigate</p>	<p>Torbay</p> <p>Not assessed 10 people referred 7 per 100,000 Trend ▶ +43%%</p>
---	---	--	---

Source: Devon & Cornwall Police, referrals via National Referral Mechanism/local MoRiLE assessments
Note low numbers result in high percentage change with only a small numerical difference.

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.

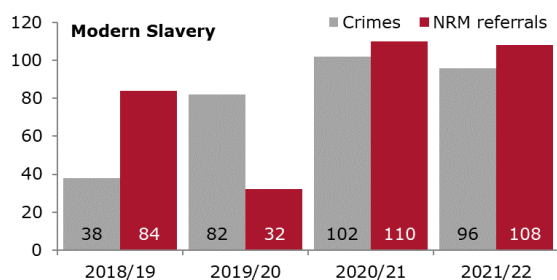
Local cases identified include **exploitation and trafficking** for the purposes of labour, sexual exploitation or drugs. Cases are identified **infrequently**, and although awareness is improving, it remains a largely hidden area of criminality and harm. National studies highlight issues around **rurality**, lack of workforce **training**, limited **community awareness** and public **attitudes towards minority groups**.

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

Prevalence and trends

Key indicators:

- Modern Slavery crimes 96 ▼ -6%
- Referrals via National Referral Mechanism 108 ▶ -2%



The **National Referral Mechanism (NRM)** is a framework for identifying and referring potential victims of modern slavery and ensuring they receive appropriate support.

Having dropped in 2019/20, NRM referrals returned to a similar level the following year. The number of crimes reported did not follow the same trend so this may simply reflect a fluctuation in approach to using NRM.

Devon has the highest volume of activity, recording 49 crimes and 52 referrals via NRM in 2021/22 but have reduced in the past year following a consistent upwards trend. In all other areas of the Peninsula activity increased or remained the same.

Police data does not provide a full record of NRM referrals so the **total number of NRM referrals** submitted by all agencies in the Peninsula **may be higher**.

Key themes for 2022/23

- The **true extent** of where and how modern slavery is occurring across the Peninsula is still **not known**. **Intelligence submissions** from partners and the community to the police on this issue are infrequent suggesting that a **more proactive approach** is needed.
- Nationally **labour and criminal exploitation** are the most prevalent forms of modern slavery identified in the UK.⁴⁷ There has been a rise in use of the NRM for County Lines and law enforcement agencies are increasingly **using Modern Slavery legislation to prosecute drug gangs**, resulting in more charges and prosecutions.
- Torbay Anti-Slavery Partnership have identified **soup kitchens, shelters, and rough sleeping sites** as hotspots for Organised Crime Groups to target modern slavery victims.
- Local trends in modern slavery reported by Devon have included **labour exploitation and sexual exploitation**. Intelligence around sexual exploitation is limited but **starting to increase** and risks have been identified at a number of locations in Devon and the wider area, including **links to brothels**.
- Devon and Cornwall report that the risk of **sexual exploitation for refugees** fleeing the conflict in Ukraine appears to be **lower than originally anticipated**, citing local due diligence by agencies involved in resettlement and support as a positive contributory factor.

Local response

- **Local areas are responding effectively** and managing cases through the **mix of local and national resources** in place. Devon is the only area to indicate significant resourcing pressures – 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.
- **Training** to help raise awareness and **target hardening** in key locations are being delivered to help establish **understanding of risk** in the wider workforce and the general public; this is required to extend across the public sector, Voluntary and Community Sector, education and the public.
- Local partnerships are working together on **cross-cutting themes, risks, needs and approaches** to support effective development across the system for all.

⁴⁷ Home Office (2022), [National Referral Mechanism and Duty to Notify Statistics UK](#), 2021.

Prevalence and trends	Key themes for 2022/23
Knowledge gaps	<ul style="list-style-type: none"> Currently local areas are prioritising this issue due to the potential for significant hidden harm in communities, based on what has been uncovered so far and national information. Partners report that the intelligence picture is improving but currently only “scratching the surface”; There is a need for wider intelligence (beyond crime data) to help build the risk picture for modern slavery and tailor the response to local need.
Further reading	<ul style="list-style-type: none"> 2021 UK annual report on modern slavery, Home Office 2021 Modern Slavery Training Resources – including training and guidance, signposting and key contacts, Home Office 2021

Radicalisation and prevention of extremism

Risk Assessment by area – prevent

<p>Cornwall & IoS</p> <p>Moderate-High risk Trend ▲ <10% Forecast ▲ <10% Limited ability to mitigate</p>	<p>Devon</p> <p>High risk Trend ► no change Forecast ► no change Very limited ability to mitigate</p>	<p>Plymouth</p> <p>Not assessed</p>	<p>Torbay</p> <p>Not assessed</p>
---	--	---	---

Source: local MoRiLE assessments

The UK faces a **continuing and evolving threat** from terrorism, with international terrorism and the extreme right-wing presenting the greatest risk. The **current level of risk is graded as substantial**⁴⁸ and the risk of a terrorist incident occurring remains similar to previous years.

Incidents such as Manchester Arena and London Bridge had a **very high profile** and have been **instrumental in driving legislative change** to improve the protection of public spaces. There is a continued escalation in terror related activity internationally, particularly in Europe. Attacks of low sophistication carried out by **lone actors** remain a key area of concern.

In the south west the **greatest risks** remain around Right Wing Extremism, Self-Initiated Terrorism and the online space.

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.

⁴⁸ [Threat Levels | MI5 - The Security Service](#)

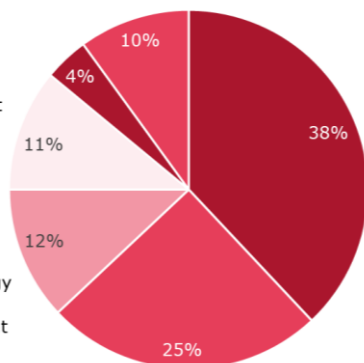
Prevalence and trends

Key indicators: Prevent referrals

- Terrorist incidents are **single events and occur very rarely**
- Referrals to Channel (Prevention⁴⁹) - reported as **weekly and increasing** ▲

Devon and Cornwall
Prevent referrals by
ideology Q1 2022/23

- Vulnerability present but no ideology or risk
- Right Wing
- No risk, vulnerability or ideology
- Mixed, unclear, unstable
- School massacre ideology
- In process of assessment



- Prevent referrals have **increased following a reduction in 2020/21**; largely attributed to the return of face-to-face provisions, including schools.
- Schools generate over half the referrals (56% for this time period) and consequently the **0-17 age group** are the most prevalent age group.
- Nationally, there has been an increase in the number of **under 18s arrested for terrorism related offences**, with the majority of these offences linked to **Extreme Right Wing ideologies**.

Key themes for 2022/23

- The threat from **online radicalisation continues to increase** and is a feature in our 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. This is particularly a **concern for young people**.
- 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.
- Local partnerships are responding to concerns and incidents related to **Extreme Right Wing activity** - including graffiti, posters and leafleting, hate speech and actions by specific groups.
- COVID was actively used by extremists to **advocate hatred and intolerance** towards certain sections of society. There is a realistic possibility that Extreme Right Wing Terrorist groups could use the **conflict in Ukraine and the resettlement of refugees** to in a similar way.

Local response

- **Mainstreamed resources in place** across all agencies; **confidence in the Counter Terrorism Local Profile** as an evidence base for local response; **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 a **Prevent Workforce Development Strategy** to provide consistency and effectiveness across the local area. This has **received high praise as best practice**, regionally and nationally, and is being used by partners outside the Peninsula to inform workforce development.
- Torbay have added **radicalisation indicators** to the Children and Young People's Exploitation Toolkit to support improved identification and support for children.
- All areas **promote and signpost** to the national [ACT Early](#) campaign.

⁴⁹ A process for preventing terrorism through safeguarding people who may be vulnerable to being radicalised into violent extremism

	<ul style="list-style-type: none"> • 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. • Cornwall is the first local authority to establish an all-service Contest Board in collaboration with the Regional and Force Contest Board; the Home Office are keen to learn from us. This Board will also be responsible for considering the implications and the preparedness of the incoming Martyn's Law which will have financial and policy implications across all aspects of local authority work. • Work is being undertaken in Devon to embed understanding of Prevent and susceptibility to radicalisation in the education curriculum and within wider services for young people, including youth services. Recent work has included learning and development briefings for the education workforce and working with the national Prevent team to secure training to upskill services that support young people.
<p>Knowledge gaps</p>	<ul style="list-style-type: none"> • On-line gaming environment is dynamic and constantly evolving; access to and use of smart technology in increasingly younger children; threat from extreme right-wing groups; lone actors; cases of unclear, mixed or unstable ideology.
<p>Further reading</p>	<ul style="list-style-type: none"> • Independent Review of Prevent (Shawcross, 2022) and the government's response • Martyn's Law Factsheet (Home Office)

Communities

Policy headlines

Anti-Social Behaviour Action Plan

- In March 2023 the government launched a new [Anti-Social Behaviour Action Plan](#).
- The Plan directly responds to perceptions of **ASB as the main concern** in communities and **low public confidence**. Actions are set out under 5 areas:
 - Tougher punishment
 - Rough sleeping and begging
 - Building local pride
 - Prevention and early intervention
 - Data, reporting and accountability
- The ASB Action Plan is supported by **updated guidance for professionals**, including the Home Office's [Anti-Social Behaviour Principles](#) that describe a consistent approach to understanding and addressing anti-social behaviour in local communities.
- As part of the ASB Action Plan, the government have also launched a [consultation](#) on community safety partnerships and anti-social behaviour powers.

Safer Streets

- [Safer Streets](#) continues to provide funding to local areas **to improve safety in public spaces through delivery of targeted initiatives** to prevent violence against women and girls, neighbourhood crime and anti-social behaviour.
- The **initiative is now on its fourth round of funding**, which will be delivered between 2022/23 and 2023/24. Torquay, Exeter, Barnstaple and Truro received funding in the latest round.

Hate Crime Strategy

A new Hate Crime Strategy was understood to have been planned for 2021. We are unaware of current plans around this thematic area. Latest published government policy relates to the [Hate Crime Action Plan 2016-20](#).

Levelling up

Published in February 2022 and described as a "moral, social and economic programme" for the whole of government, the [Levelling Up White Paper](#) sets out how they intends to spread opportunity more equally across the UK. Supported by the **Shared Prosperity Fund and local Devolution Deals**. Four focus areas with 11 Missions:

- **Boost productivity, pay, jobs and living standards** by growing the private sector, especially in those places where they are lagging
- Spread opportunities and improve public services, especially in those places where they are weakest
- **Restore a sense of community, local pride and belonging**, especially in those places where they have been lost. This includes a mission to reduce crime:
 - By 2030, **homicide, serious violence and neighbourhood crime** will have fallen, focused on the worst affected areas.
- **Empower local leaders and communities**, especially in those places lacking local agency

Resettlement of refugees

- The [UK Resettlement Scheme](#) (UKRS) started in March 2021. Its purpose is to **resettle vulnerable refugees in need of protection** from a range of regions of conflict and instability across the globe.
- **Funding is provided to local authorities** to support resettlement and the numbers expected to be resettled are based on local authority capacity, and recovery from the COVID-19 pandemic.
- The scheme **consolidates** the Vulnerable Persons' Resettlement Scheme, the Vulnerable Children's Resettlement Scheme and the gateway protection programme into one global scheme.
- The **Homes for Ukraine Scheme** was launched by the government in March 2022. A raft of [guidance](#) has been issued for local authorities to support the different aspects of the scheme, including vetting and security checks.
- It allows individuals, charities, community groups and businesses in the UK to **bring Ukrainian nationals and immediate family members to safety**, via a UK sponsor. Ukrainians arriving in the UK will be granted 3 years leave to remain, with entitlement to work, and access benefits and public services.
- As the war in Ukraine continues, **more refugee families are arriving** here needing emergency accommodation. Local authorities are continuing to work with government and other agencies to **match families to sponsors** after carrying out safeguarding and suitability checks, both for **new placements** and **transfer placements** for families who have come to the end of their current placement.

Focus on homelessness

The impacts of homelessness on the person 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 street drinking, drug use and aggressive begging, vandalism, waste issues and criminal damage. These have **negative impacts on residents' fear of crime**, satisfaction with local area and confidence in services.

Underlying this is often a complex picture of multiple vulnerabilities and trauma, however, and finding sustainable solutions requires **intensive multi-agency effort**.

There is often a **conflict between safeguarding** the people affected and being seen to "remove the problem" with public perception and lobbying by community representatives often focusing on the latter. **Dispersal** makes it harder to engage/retain and safeguard people at risk.

The number of households classed as homeless in the Peninsula is **above the regional and national average** at 1.6% of all households.⁵⁰ There are particularly high rates of homelessness in Exeter (1.8%) and North Devon (2.5%). This will be

⁵⁰ [Statutory homelessness in England, 2021/22](#), DLUHC, excludes Cornwall who did not make a return for 2021/22. South West 1.1% and England 1.1% (excluding London).

further compounded as **employment difficulties and rising financial hardship continue to impact** on housing affordability and security.

Domestic abuse is an important driver of homelessness – 9% of households assessed as homeless in 2021/22 lost their last settled home due to domestic abuse.

The rough sleeper count provides a ratified [snapshot of homelessness](#) taken on one night in the autumn each year. It is recognised that it **underestimates the extent of the problem**, not taking into account people who are sofa surfing, in hostels etc. Due to the intensive efforts to get people off the streets during the pandemic the **national count shows reducing numbers of people rough sleeping**.

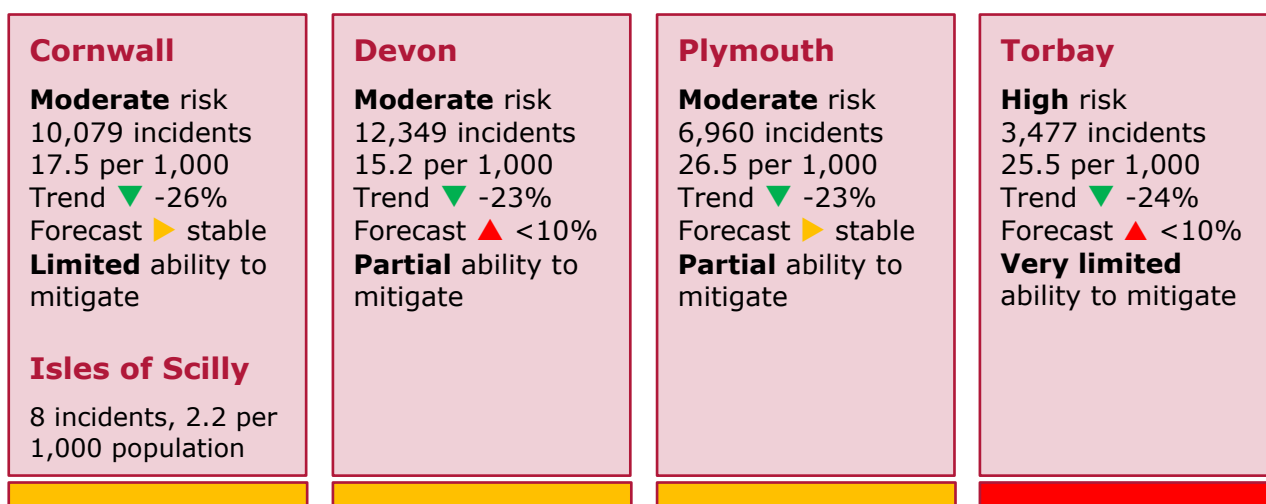
The 2021 count found **114 people sleeping rough** on this one night in autumn across the Peninsula. Cornwall was in the 'top 10' worst affected local authority areas with 28 people. 2022 figures have not yet been released.

Across the Peninsula, it has been proved that it is possible to resolve issues through providing a **more flexible, persistently assertive approach**. Local areas continue to develop more integrated trauma-informed approaches, with **better co-ordination** between mental health, housing and community treatment services.

Since the lifting of restrictions, despite creative solutions to prevent people sleeping rough, **signs of homelessness have visibly escalated** across our towns.

Anti-social behaviour

Risk Assessment by area – anti-social behaviour



Source: Police recorded incidents of anti-social behaviour/local MoRiLE assessments

Anti-social behaviour in all its forms is a very **visible sign of disorder in our communities** and is closely linked to **feelings 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 has a major impact on health and wellbeing.

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

The level of anti-social behaviour reported to the police has seen a **long term reducing trend** and the Peninsula Strategic Assessment has reported successive falls since its first publication in 2012.

During the pandemic, **increases in neighbourhood tensions and reduced tolerance** (some of which was directly related to COVID restrictions and breaches of the “rules”) was a catalyst for a wave of reporting that pushed up anti-social behaviour figures for the first time in many years.

There has been a **rise in more complex anti-social behaviour** which started pre-pandemic but was made worse during and after COVID restrictions. This requires ongoing multi-agency efforts to manage – ensuring that the people involved, who often have multiple vulnerabilities, receive **the right support, alongside taking appropriate enforcement action** to provide respite to communities.

Prevalence and trends	Key themes for 2022/23																				
<p>Key indicators: anti-social behaviour incidents (police data)</p> <ul style="list-style-type: none"> • 32,877 anti-social behaviour incidents ▼-24% compared with 2020/21; rate 18.4 per 1,000 population. • During the pandemic, a rising trend in anti-social behaviour emerged for the first time in almost ten years, particularly neighbourhood disputes and rowdy/nuisance behaviour. <table border="1"> <caption>Anti-social behaviour reported to police</caption> <thead> <tr> <th>Fiscal Year</th> <th>Number of Incidents</th> </tr> </thead> <tbody> <tr><td>2013/14</td><td>~45,000</td></tr> <tr><td>2014/15</td><td>~45,000</td></tr> <tr><td>2015/16</td><td>~45,000</td></tr> <tr><td>2016/17</td><td>~40,000</td></tr> <tr><td>2017/18</td><td>~38,000</td></tr> <tr><td>2018/19</td><td>~40,000</td></tr> <tr><td>2019/20</td><td>34,623</td></tr> <tr><td>2020/21</td><td>~45,000</td></tr> <tr><td>2021/22</td><td>32,877</td></tr> </tbody> </table> <ul style="list-style-type: none"> • The volume of reported ASB incidents is 24% lower than the same period last year and is back at pre-COVID levels. This is consistent across the Peninsula. <p>An additional factor in the drop in anti-social behaviour incidents this year is the action taken by the police to record more incidents as public order offences. This was identified as an area that needed to improve when HMICFRS inspected the police in 2021.</p>	Fiscal Year	Number of Incidents	2013/14	~45,000	2014/15	~45,000	2015/16	~45,000	2016/17	~40,000	2017/18	~38,000	2018/19	~40,000	2019/20	34,623	2020/21	~45,000	2021/22	32,877	<ul style="list-style-type: none"> • More complex and persistent issues, require an assertive, multi-agency approach to positively engage and help individuals, alongside a proportionate enforcement response to support the wider community. • There are strong, reinforcing interactions between anti-social behaviour and other forms of crime/social issues, such as domestic abuse and substance misuse. • Anti-social behaviour hotspots around the Night-Time Economy and popular tourist areas continue but are well managed. In Cornwall, the rise in criminal damage has been noted as largely in offences recorded as alcohol-related with the re-establishment of the Night Time Economy being a contributory factor. • Seasonal factors (lighter nights, warmer weather), the 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. • Social media is playing an increasing role at a local, national and international level to stoke local unrest and spread misinformation. “Reporting” incidents on social media is an ongoing problem as this does not generate a positive enforcement or other response and only serves to amplify the problem further. • UK-wide public confidence in the police has fallen,⁵¹ and this may result in less
Fiscal Year	Number of Incidents																				
2013/14	~45,000																				
2014/15	~45,000																				
2015/16	~45,000																				
2016/17	~40,000																				
2017/18	~38,000																				
2018/19	~40,000																				
2019/20	34,623																				
2020/21	~45,000																				
2021/22	32,877																				

⁵¹ YouGov poll results February 2022 <https://yougov.co.uk/topics/politics/articles-reports/2022/03/15/confidence-police-sinks-two-years>

Prevalence and trends	Key themes for 2022/23
<ul style="list-style-type: none"> Recorded crime relating to public order offences and criminal damage increased over 2021/22; rising trends have continued into 2022/23 albeit at a much slower rate. 	<ul style="list-style-type: none"> reporting and more pressure being placed on local authorities and other agencies to respond to anti-social behaviour. Some Devon districts have highlighted issues around anti-social behaviour involving violence from young people directed towards the community. In Cornwall anti-social behaviour by young people is notably on the rise in a number of towns, requiring the mobilisation of a range of interventions including outreach and diversionary activities.
Other indicators	
<ul style="list-style-type: none"> Anti-Social Behaviour <ul style="list-style-type: none"> Rowdy/inconsiderate 21,317 ▼-19% Neighbours 6,744 ▼-34% Street Drinking 2,176 ▼-16% Vehicle nuisance 979 ▼-39% 	<ul style="list-style-type: none"> Criminal damage 13,190 ▲+10% Public Order 8,460 ▲+19% Arson 593 ▲+28%

<p>Complex Anti-social Behaviour</p>	<ul style="list-style-type: none"> The pandemic increased the visibility and vulnerability of street populations, amplifying pre-existing issues related to complex and persistent anti-social behaviour. People who live largely on the streets are vulnerable to targeting by Organised Crime Groups and we have seen criminal and sexual exploitation affecting these populations. Situations are dynamic and groups change frequently, so monitoring risk effectively is challenging. Rough sleeping has visibly increased across the Peninsula and whilst it is important not to conflate rough sleeping with anti-social behaviour, this plays a part in what people perceive as signs of social disorder in the local area. These factors can drive up feelings of unrest and community tensions and could also increase hate crimes. The placement of refugees and asylum seekers as part of the national resettlement programme, may also increase community tensions in the current climate. Some communities are experiencing this already, requiring intensive resourcing across a range of agencies to respond and manage risk.
<p>Local response</p>	<ul style="list-style-type: none"> Although anti-social behaviour places a constant and sizeable 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. 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. This includes Torbay's Multiple and Complex Needs Alliance Commissioning, Plymouth's Changing Futures programme and Cornwall's Complex Needs Strategy and Joint Commissioning Group. Intensive responses for complex localised issues are much more resource hungry and require co-ordination of multiple agencies. All areas highlight capacity issues to manage this effectively and join up services, alongside ongoing development of trauma-informed approaches. The voluntary and community sector make a significant contribution to building community connections and resilience and this could be

Local response (cont.)

explored and strengthened further as we develop our understanding of community assets.

- Following the **Anti-Social Behaviour Pledge in Plymouth**, in partnership with Resolve and championed by the Office for Police and Crime Commissioner, there has been **more community awareness around the ASB Case Review** process – which is now being used more often. Various organisations have also signed to support the pledge.
- A **refresh** of the ASB Case Review process, including a **larger role for Police and Crime Commissioners**, is one of the proposals in the latest [consultation](#) from the Home Office.
- The OPCC commissions an **ASB Youth Outreach Service** which works with young people to **prevent issues escalating into criminality** or exploitation, reduce vulnerability and engage them in positive activities that draw them away from ASB. **Community initiatives** are engaged to leave a local legacy when the intense work of the outreach team ends. The service is responsive to seasonality peaks and place-based problems.
- The OPCC also commissions an **ASB Victim Support service** and a **Peninsula wide ASB mediation service**, which enables communities to access self-help tools to prevent ASB escalation and resolve conflict.

Knowledge gaps

- It is acknowledged that **police data represents just one source of information** on anti-social behaviour – incidents are also reported to be resolved through **other routes**, including **housing providers** and through **council services**, such as public protection. Information collected by other services and agencies is **not routinely shared**.
- Reporting of **anti-social behaviour is influenced by perception** of what constitutes an anti-social act and tolerance – as was apparent during the pandemic. Anti-social behaviour **“hot spots”** may indicate areas where **tolerance is low** – conversely, there may be **lower reporting rates** in areas where **more anti-social behaviour occurs** simply because residents have become more used to seeing it.
- **A stronger focus on prevention** means exploring the underlying factors that drive anti-social behaviour and this intersects with other themes including violence and domestic abuse, including **more proactive work with young people**.

Further reading

- Government’s [ASB Action Plan](#) (Home Office and Department for Levelling Up, Housing and Communities, 2023)
 - [ASB Principles](#)
 - [Public polling](#) on Community Safety
 - [Impacts of anti-social behaviour on individuals and communities](#)
- Home Office Consultation – [Community Safety Partnerships Review and Anti-Social Behaviour Powers](#)
- Safer Cornwall’s [ASB Strategy 2020-2023](#)

Anti-Social Behaviour Pledge

- In March 2022, Plymouth City Council and a number of partner agencies signed up to ASB Help's [ASB Pledge](#).
- The ASB Pledge is a commitment to fully **support victims of anti-social behaviour** through the promotion and use of the **ASB Case Review** process.
- An **event** took place at the Council House where we were joined by the CEO of ASB Help, Harvinder Saimbhi and the Police and Crime Commissioner for Devon, Cornwall and Isles of Scilly, Alison Hernandez.
- **Plymouth City Council are the first** local authority within the Peninsula to sign the ASB Pledge and have been **recognised by ASB Help as 'leading the way'** in relation to this commitment to victims.

Commissioning Alliance

- Recognising that people with **complex needs** often fall between the gaps of single-issue services, Torbay Council has commissioned services for domestic abuse, drugs and alcohol and the homelessness hostel under an **alliance contract model**, reflecting stakeholder feedback and learning from other areas.
- This ensures that **decisions are made on a 'best for person' basis** and enable service providers to respond more holistically by adapting their offers to the specific needs of the people that need them.
- Torbay Council's **ASB and Vulnerability Team** chair a weekly multi-agency meeting that brings together a range of key services to develop the best multi-agency response to persons identified in need. There is also a similar approach specifically for **youth ASB**, with a monthly meeting and multi-agency plan.

Safer Towns Programme and Safer Communities Toolkit

- [Safer Towns](#) is the **flagship programme** for Safer Cornwall and will be celebrating its **five year anniversary in 2023**.
- There are **ten Safer Towns** across Cornwall. The ten towns were chosen because they experience the **highest levels of crime and anti-social behaviour**, alongside complex issues around drugs, alcohol, rough sleeping and safeguarding vulnerable people.
- Each local partnership brings together the public sector and local services, elected members, voluntary and community organisations and local businesses. Led by Community Safety Officers, partners work together to deliver **creative and locally-led solutions** and demonstrate partnership working at its best.
- **Annual Town Profiles are provided to each Safer Town** partnership to help shape local action plans and this is combined with community intelligence to identify and agree 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 Safer Towns partnerships are able to respond quickly as new risks and challenges emerge with **stepped-up intensive support** – including extra **patrols** and public drop-ins, **public reassurance** and communications, **outreach** support, drug-related litter response, **CCTV use** and dynamic **information sharing** and risk management.
- **Complex Needs Operational Groups** provide additional focus on specific people who have multiple vulnerabilities. The **groups are convened when needed** and use a more **intensive, problem solving approach** that balances support and enforcement. This approach is linked into and complements local multi-agency safeguarding responses.
- There continues to be a **strong 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.
- In 2022, a new online [Safer Communities Toolkit](#) was added to the Safer Cornwall website. The self-serve Toolkit is designed to support communities in accessing the **information, guidance and tools** that they need to make the changes that they want to see in the local area. The information provided can help **create local solutions** and also support applications for funding.

Hate Crime

Risk Assessment by area – hate crime

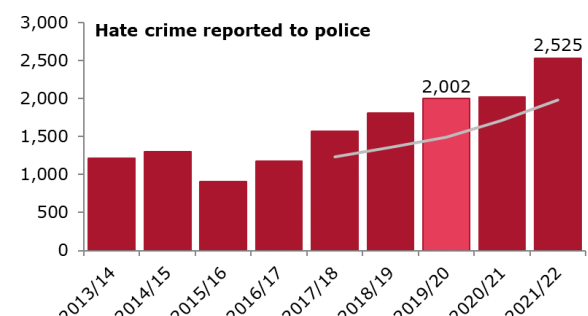
<p>Cornwall</p> <p>High risk 648 crimes 1.1 per 1,000 Trend ▲ +35% Forecast ▲ >10% Very limited ability to mitigate</p> <p>Isles of Scilly</p> <p><5 crimes, 0.9 per 1,000 population</p>	<p>Devon</p> <p>Moderate risk* 979 crimes 1.2 per 1,000 Trend ▲ +38% Forecast ▲ <10% Very limited ability to mitigate</p>	<p>Plymouth</p> <p>Moderate risk 608 crimes 2.3 per 1,000 Trend ▲ +6% Forecast ▲ <10% Limited ability to mitigate</p>	<p>Torbay</p> <p>Not assessed 287 crimes 2.1 per 1,000 Trend ▲ +10%</p>
---	---	--	--

Source: Police recorded hate crimes / local MoRiLE assessments

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.

Prevalence and trends	Key themes for 2022/23
<p>Key indicators: hate crime (police data)</p> <ul style="list-style-type: none"> Hate crime 2,525 ▲ +25%  <p>Although numbers remain low at less than 2% of all recorded crime, the level of hate crimes reported has increased substantially over the last couple of years.</p> <ul style="list-style-type: none"> The number of hate crimes reported to the police has risen by 25% across the 	<ul style="list-style-type: none"> We know that reported hate crime represents only the tip of the iceberg in terms of the level of victimisation of minority groups, nationally and locally. Community and partner concerns that the current political and economic landscape – including residual impacts of the pandemic, “Brexit” and narrative around refugees and asylum seekers – is escalating community tensions and being used to promote hatred against certain groups. Social media is highlighted as playing a key role in spreading misinformation and amplifying support for toxic narratives (demonstrated for example, by the rise in popularity of Andrew Tate). It is also used in facilitating action both in support of and against specific movements, such as Black Lives Matter and Trans Rights. Concerns continue to be raised around hate related behaviours amongst

Prevalence and trends	Key themes for 2022/23
<p>Peninsula, with race-related crimes making up over half of all incidents.</p> <ul style="list-style-type: none"> • Sexual identity-related and disablist hate crime account for a further 34% of all hate crime reported. Transphobic, gender-based and religion/faith-based incidents are also recorded. 	<p>young people, including racist, homophobic, transphobic and misogynistic language and behaviour.</p> <ul style="list-style-type: none"> • Additional support for schools was a recurrent theme - Plymouth identified a specific need to support schools around discrimination and anti-racism, whereas Cornwall schools highlighted misogynistic attitudes as a priority for extra help.
Other indicators	
<ul style="list-style-type: none"> • Hate crime 2,525 ▲ +25% <ul style="list-style-type: none"> ◦ Racist 1,366 ▲ +16% ◦ Sexual identity 520 ▲ +45% ◦ Disablist 336 ▲ +32% 	<ul style="list-style-type: none"> • Racially/religiously aggravated crimes 891 ▲ +4% includes specific crime types relating to assaults, criminal damage and harassment

<p>Local response</p>	<ul style="list-style-type: none"> • Some specialist resources available within statutory partner agencies (for example, the police and local authorities) but these have reduced over time and requirements placed in more generalist roles, such as School Effectiveness Teams; training is the responsibility of individual agencies to provide and is variable, which means that opportunities for early intervention may be missed; dependence on the voluntary and community sector to provide specialist support. • Hate crime information is available on all local authority/CSP websites with signposting to alternative reporting options, such as True Vision, and support options. Victim Support provide help for people affected by hate crime Peninsula-wide, through the Victim Care Unit commissioned by the Police and Crime Commissioner. Organisations trained to provide third party reporting routes alongside specialist support, are established in Plymouth and Cornwall and this is helping to reach communities that are traditionally harder to reach. • Concerns raised around whether there is sufficient support/services /infrastructure to support an increased number of refugees, asylum seekers and migrants. In Plymouth, multiple agencies have been working with Ukrainian refugees to help with cohesion in the city; of note is that there has been no reported hate crime towards Ukrainian or Russian people in the city. • Safer Devon and Safer Cornwall have started to develop more tailored support offers to schools to assist with challenging hate related behaviours at an early stage. • Cornwall Council started working with Race Equality Matters and in November 2022 won the Bronze Trailblazer Award for their commitment to tackling racial inequality. They supported Race Equality Matters Big Promise in Race Equality Week 2023.
<p>Knowledge gaps</p>	<ul style="list-style-type: none"> • 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.
<p>Further reading</p>	<ul style="list-style-type: none"> • Annual report on Hate crime, England and Wales, 2021 to 2022, National Statistics • Resources for schools on Bullying, Prejudice and Racism Incidents, Devon County Council

Resources and support for schools

Devon

- Devon Education Service has introduced a new **Bullying, Prejudice and Racial Incident reporting form** to increase the reporting of such incidents and build up a picture of their occurrence in Devon's schools.
- An **Equality, Diversity and Inclusion Group** has been formed to explore opportunities to work with schools to gain a greater understanding of pupils' experiences and how these issues can be best prevented and addressed and to strengthen inclusion in schools.
- Information has been shared on **useful resources for schools** to support them in **addressing misogyny** and the influence of Andrew Tate in the classroom. This forms part of a longer term plan to work in conjunction with partners to develop a **suite of resources and interventions** that can support school staff and students to take proactive action against these issues.

Cornwall

- Cornwall's Hate Crime Steering Group and the Child Centred Policing Team carried out a **joint survey with schools** to understand their experiences and identify any support and report needs.
- In direct response to feedback in Cornwall, **new resources have been drafted for schools** including a short guide to reporting hate related incidents, a flow chart, third party reporting options and information on support for the children affected and for the school.
- This will be supplemented by **1-minute guides** on different themes – the first of the series is on **misogyny**, in response to schools asking specifically for extra support to challenge and deal positively with this behaviour. These resources will be finished and sent out to all schools by June 2023. The offer to schools on misogynistic language and behaviours, through **PSHE inputs and Healthy Relationships**, has been reviewed with an updated, comprehensive, tiered offer in development involving a range of partners.
- **Regular information sharing meetings** have now been set up between the School Effectiveness Team and the police to ensure that any **emerging trends** are identified quickly, and **additional support** offered.

APPENDICES

[Assessing threat, risk and harm](#)

[Police data](#)

[Glossary](#)

[Further reading and contacts](#)

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**.

Police 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 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. This strategic assessment primarily draws on data for the year 2021/22 but also references trend data up to the end of October 2022.

In November 2022 Devon and Cornwall Police began **transitioning to a new record management system** (Niche), which will provide enhanced functionality and analytical capability. The change will deliver a significant uplift in their ability to record and report crime and incident data. During the **transition period**, however, the information that they are able to provide will be limited as **reliable quantifiable data is not available**.

Officers are able to view crime and intelligence records, however a range of process and data issues means that providing strategic information is not possible. The police are **working at pace** to identify and resolve the issues and will **resume sharing information** with partners as soon as they are confident that it **meets the quality standards** expected.

Police data is 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-crime”) 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**.

Crime 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**⁵² to assess the progress made by forces against recommendations set out in the 2014 reports.

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**⁵³ (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.

⁵² HMICFRS Reports - Rolling programme of [crime data integrity inspections](#), last updated July 2018

⁵³ [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
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
DLUHC	Department of Levelling Up, Homes and Communities (was MHCLG)
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 problem drinking
IDVA	Independent Domestic Violence Advocate or Advisor (Service)
IOM	Integrated Offender Management – a multi-agency approach to work with frequent offenders
ISVA	Independent Sexual Violence Advocate or Advocacy (Service)
KSI	Killed or Seriously Injured (used to describe 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
NCRS	National Crime Recording Standard - the standard for recording crime in accordance with the law and the Home Office Counting Rules
Neighbourhood Crime	The Government's Levelling Up Mission 11 describes neighbourhood crime as including domestic burglary, personal robbery, vehicle offences and theft from the person
Non-crime incident	An incident recorded by the police that does not constitute a criminal offence; recorded for risk assessment and intelligence purposes particularly in domestic abuse, hate crime and incidents involving children or vulnerable adults

Term	Description
NRM	National Referral Mechanism – a framework for identifying and referring potential victims of modern slavery and ensuring they receive support
OHID	Office of Health Improvement and Disparities (was Public Health England)
OCG	Organised Crime Group
ONS	Office for National Statistics
OCLP	Organised Crime Local Profile – detailed profile developed by the police with local partners for serious and organised crime themes
(O)PCC	(Office of the) Police and Crime Commissioner
PCAN	Peninsula Crime Analysts’ Network
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
VAWG	Violence Against Women and Girls
WRAP	Workshop to Raise Awareness of Prevent – Home Office accredited training package for preventing violent extremism
YJS	Youth Justice Service (was 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:

Safer Cornwall	https://safercornwall.co.uk/
Safer Devon	https://saferdevon.co.uk/
Safer Plymouth	https://www.plymouth.gov.uk/safer-plymouth
Safer Communities Torbay	https://www.torbay.gov.uk/council/policies/community-safety/sct-sa/
Safer Scilly	https://www.scilly.gov.uk/saferscilly

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

Area	Who to contact	Email address
Plymouth	Matt Garrett	matthew.garrett@plymouth.gov.uk
Torbay	Vikki McGeough	Victoria.Mcgeough@torbay.gov.uk
Cornwall & IoS	Tamsin Thomas Erika Sorensen Lynn Plummer	tamsin.thomas@cornwall.gov.uk erika.sorensen@cornwall.gov.uk lynn.plummer1@scilly.gov.uk
Devon (SDP)	Julie Richards	julie.richards@devon.gov.uk
Exeter	Simon Lane Melinda Pogue-Jackson	simon.lane@exeter.gov.uk melinda.pogue-jackson@exeter.gov.uk
South Devon & Dartmoor	Becca Hewitt & Claire Birch	rebecca.hewitt@teignbridge.gov.uk claire.birch@swdevon.gov.uk
East & Mid Devon	Mel Trott	MTrott@eastdevon.gov.uk
North Devon & Torridge	Tim Birtwisle Dean Smith	tim.birtwisle@northdevon.gov.uk dean.smith@torridge.gov.uk

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](#).

Page
intentionally
left blank

**SAFER
CORNWALL**

Kernow Salwa



Council of the
ISLES OF SCILLY



South Devon & Dartmoor
Community Safety Partnership

Working together to make our communities even safer



North Devon & Torridge
Community Safety Partnerships



East & Mid Devon Community
Safety Partnership