



**SAFER NORTH DEVON  
BUILDING SAFER COMMUNITIES TOGETHER  
2006-2008**

**A THREE YEAR STRATEGY TO REDUCE CRIME, FEAR OF CRIME AND  
ANTI-SOCIAL BEHAVIOUR**

Author: Amanda Palmer  
February 06

# BUILDING SAFER COMMUNITIES TOGETHER

## CONTENTS

Contents.....	2
Foreword.....	4
What is Safer North Devon? .....	5
Purpose of this strategy.....	8
Overview of its structure.....	8
Executive summary.....	9
What is a COMMUNITY SAFETY PARTNERSHIP? .....	16
2004 Audit of Crime and Disorder .....	18
How our priorities were reached .....	21
Targets .....	22
Public Service Agreement Targets (PSA's) .....	22
New Crime Reduction PSA – PSA1 .....	22
Local Public Service Agreements (LPSA's).....	23
Best Value Performance Indicators (BVPI's) .....	23
Some facts about our Geography.....	24
Population and Demographic information .....	24
New Priorities .....	26
A New Local Area Agreement for Devon.....	28
LAA High Level Outcomes.....	30
Relationships with Local Strategic Partnerships .....	31
Links to other relevant partnership plans.....	32
Action Plan Criteria .....	35
Action Plan Checklist .....	36
Alcohol Related Crime.....	38
Alcohol Related Crime Summary.....	42
Antisocial Behaviour.....	49
Safer North Devon – A Strategy to Challenge Anti-Social Behaviour.....	50
Environmental .....	51
Anti-Social Behaviour Summary .....	55
Drug Related Crime .....	65
.....	68
Volume Crime .....	75
Burglary.....	75
Business Crime.....	77
Vehicle Crime.....	78
Violent Crime.....	79
Designing out crime – designing in community safety .....	83
Volume Crime Summary.....	<b>Error! Bookmark not defined.</b>
Cross cutting themes .....	93
Community Cohesion.....	94
Criminal Justice Housing Provision.....	96
Diversity.....	97
Priority and Prolific Offenders.....	103
Glossary of Terms .....	105
contact details for further information.....	106
Appendix A - A local snapshot of Misuse .....	109

of Drugs in Devon.....	109
Appendix 2 - LAA High Level Outcome .....	112
Appendix 3.....	113

## FOREWORD

Safer North Devon is an example of a long-standing effective Community Safety Partnership. Formed in 1998, this partnership has tackled emerging problems “head on” and has challenged us all to think in new and innovative ways to achieve benefit for the community.

Continually evolving to meet new government agendas and changing local needs our partnership has seen a change of name, staff and location since the last strategy. All of these changes are positive; and as we emerge with a new strategy for 2006-2008 we remain focussed on one aim Reducing Crime, Fear of Crime and Anti-Social Behaviour.

This strategy has been developed over many months with active involvement from public, private, voluntary and community sector partners.

Our landscape has changed with the new challenges of the delivery of the Safer Stronger Communities strand of the Local Area Agreement. All Devon Community Safety Partnerships are working together to identify common themes and share projects of benefit to all.

Through an extensive audit of Crime and Disorder and partner consultation we have aimed at our 4 priority areas with 5 cross cutting themes.

It is this strategy that explores the aims and objectives in each priority area to ensure we are “Building Safer Communities Together”.

(Insert photo)

Councillor Geoffrey Fowler  
Chair of Safer North Devon

# SAFER NORTH DEVON BUILDING SAFER COMMUNITIES TOGETHER

## WHAT IS SAFER NORTH DEVON?

Safer North Devon is the joint Community Safety Partnership for both North Devon and Torridge districts. Operating from an office in Pilton, the partnership has an operational team of nine. These nine officers are made up of local authority and police officers and support officers, and recently dedicated Antisocial Behaviour Co-ordinators. The team, in conjunction with the Community Safety Partnership and their respective organisations, develop and deliver strategies and action plans to reduce crime and fear of crime and anti-social behaviour. Statutory Partners who sit on a board, which has a formal constitution as our Community Safety Partnership, instruct the Officers.

## **OUR VISION**

To improve the quality of life for those who live, work and visit by reducing crime, fear of crime and anti-social behaviour.

## **AIMS**

To work in partnership on focused priority areas (Alcohol Related Crime, Anti-social behaviour, Drug Related Crime, and Volume Crime) to deliver outcomes of benefit to our community and reduce crime and fear of crime.

Support existing community cohesion programmes in urban and rural areas by targeting our resources through priority development.

To widely communicate our aims and outcomes in a transparent and clear manner.

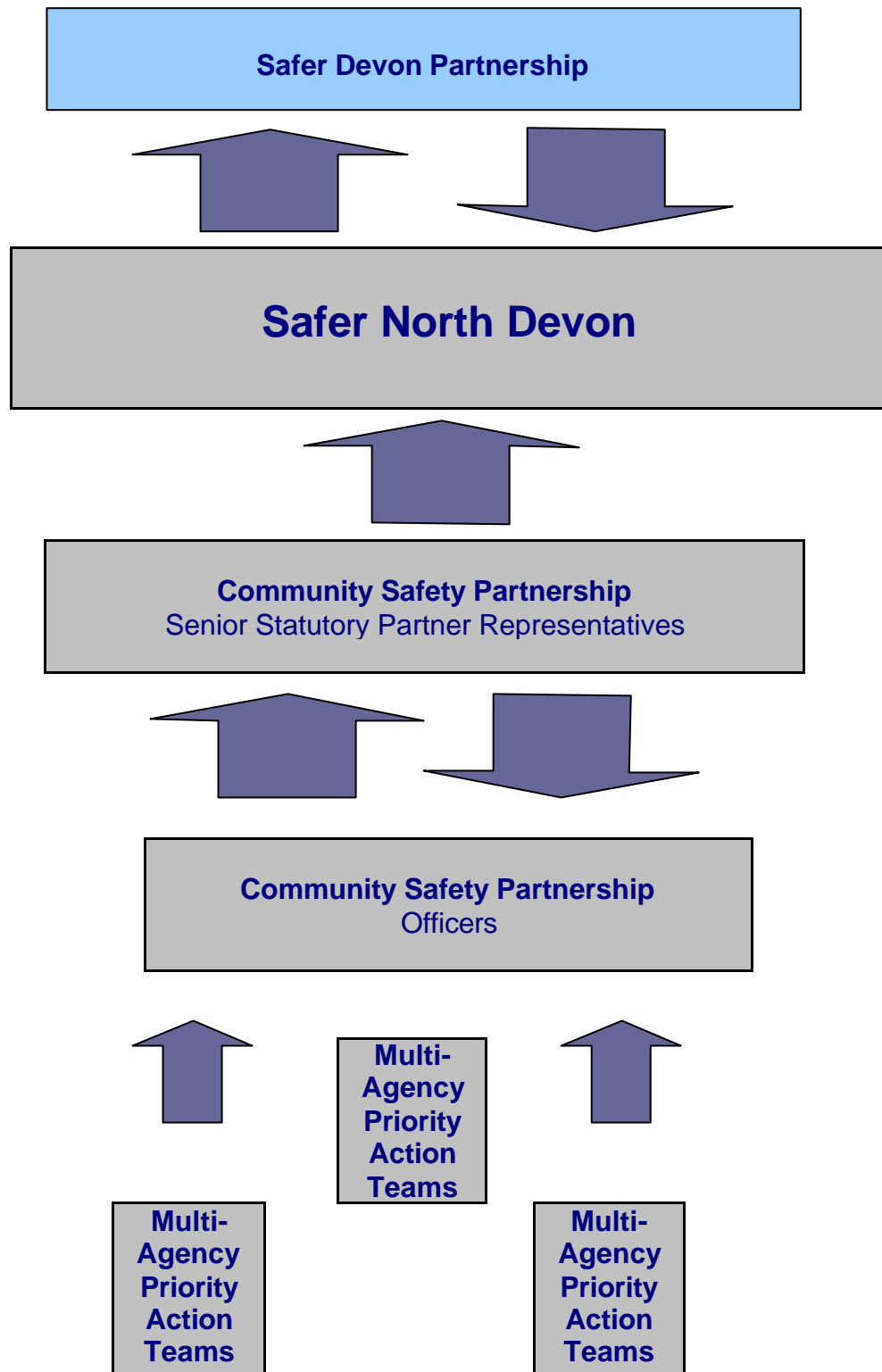
To dedicate strategic and operational resource to the development of the Safer Devon Partnership.

Our priorities for our previous strategy for 2002-2005 were delivered through partnership. We operated priority action teams for specific priorities where no existing group existed. Where groups were already operating, we have asked them to work with us and adopt the Community Safety Partnership priorities, this new strategy operates in the same way.

All statements in this strategy should be punctuated by the acknowledgement  
***Devon has one of the lowest crime rates in the UK***

Devon LAA submission 2005

The operational model we have developed during the delivery of the last strategy is simply represented by the following diagram:



This operational model is consistently under review. Our new priorities may identify a more effective way to work during the lifetime of this strategy. Additionally, the emergence of the new Local Area Agreement (LAA) will see an increased focus on development of pan-Devon Safer Devon Partnership initiatives. This is likely to mean officer and/or priority action team input into the developing infrastructure and action plan for Devon wide initiatives and shared priorities.

This process will offer additional capacity through partnership working.

## PURPOSE OF THIS STRATEGY

Our challenge is the continued integration of the drug and crime agendas at a local level, complimenting any structural changes under way on the current government's national agenda.

The performance of local Crime and Disorder Reduction Partnerships/Community Safety Partnerships is at the heart of the Government's improvement agenda.

Partnerships have a crucial role in supporting delivery of the Home Office crime reduction and drug strategies. Focused partnership work has the potential to address both local and national priorities around crime, disorder, anti-social behaviour and substance misuse; our new crime and disorder reduction strategy "Building Safer Communities Together" reflects this.

### **Overview of its structure**

This strategy is the document that underpins the work of Safer North Devon for the next 3 years. It sets out the broad aims and objectives and identifies priority areas for development.

For further details of the evidence data please refer to our audit document.

We source and analyse considerable data on a daily basis, so if you have an interest in evidence from a particular area, please call us directly on 01271 341200 or email your enquiry to [communitysafety@northdevon.gov.uk](mailto:communitysafety@northdevon.gov.uk)

Each of the priority areas will be supported by a detailed action plan developed in partnership with public, private sector and voluntary and community agencies and consulted with service users and community representative groups.

This strategy and its high level aims will be reviewed annually. The priority action plans will be reviewed quarterly with an annual update published in April each year.

Each of the sections reviewing our priority areas is produced in a standard format giving:

- An introduction and background
- A summary of audit findings:
  - Trends
  - Needs
  - Issues (local, regional and national priorities)
  - Opportunities
  - Threats
- A high level vision, aims and objectives for each of our three year priorities
- A summary of anticipated partners
- A summary of specific target groups
- Considerations to cross cutting themes.

Each of these sections are self-contained, and whilst it might make reference to other priorities, is intended to introduce a section which will contain an ongoing action plan, and will be published online for agencies and our community to monitor.

## EXECUTIVE SUMMARY

This strategy is the new plan delivered by Safer North Devon titled “Building Safer Communities Together”. Written in partnership, action plans will be developed and delivered with our partners and the community.

### **OUR VISION**

To improve the quality of life for those who live, work and visit by reducing crime, fear of crime and anti-social behaviour.

### **AIMS**

To work in partnership on focussed priority areas (Alcohol Related Crime, Anti-social behaviour, Drug Related Crime and Volume Crime) to deliver outcomes of benefit to our community and reduce crime and fear of crime.

Support existing community cohesion programmes in urban and rural areas by targeting our resources through priority development.

To widely communicate our aims and outcomes in a transparent and clear manner.

To dedicate strategic and operational resource to the development of the Safer Devon Partnership.

This strategy aims to deliver on the many national and regional targets owned by Safer North Devon and our partners.

The main target set by government, known as PSA1, is to reduce Crime in Safer North Devon area by 15%. All of our energies for the next 3 years are centred on ensuring our work in each of the priority areas contributes to achieving or overachieving against this target.

This strategy is the result of an extensive audit of crime, disorder, anti-social behaviour and drug issues carried out over late 2004, early 2005.

Responsible authorities known as our Community Safety Partnership (CSP) are required to work in partnership to carry out audits every 3 years to:

- ❑ Identify the extent of problems in their community
- ❑ Develop strategies to deal effectively with these problems

Reduction of crime and anti-social behaviour is not the exclusive responsibility of a CSP. Our role is to build capacity through partnership to deliver on the priorities set by central government and the community themselves.

Partner organisations are required to work in co-operation with local education and probation authorities and invite co-operation of a range of local private, voluntary, other public and community groups including the community itself.

CSP's are expected to work closely with Drug and Alcohol Action Teams (DAAT's) in two tier local authority areas. We work in partnership with Devon DAAT. Where we can, we integrate our work.

Over the next 3 years we intend to develop further closer working practices. This will simplify local working relationships, give greater recognition to common interests and provide the right framework to enable the more effective delivery of the crime reduction and drugs agendas. Effective partnership working is key to lasting community safety.

Devon has signed up to the pilot of a new programme called the Local Area Agreement (LAA).

LAA's are a new mechanism currently being piloted by the government, but likely to be introduced nationally for all districts. They represent an invitation by central government to locally based organisations to identify what needs to be done to improve life for local people and to make this happen by pooling money which is currently held by different organisations, or has been earmarked for specific projects. Central government will support this LAA process by relaxing its rules and regulations concerning funding and performance targets.

Our LAA has already seen the development of a new Devon-wide partnership, the Safer Devon Partnership. This partnership will develop Devon wide initiatives supported by all CSP's to benefit our communities. It will also support pilots in shared priority areas which, on evaluation, will be rolled out to relevant districts, and define future focus areas of local importance. Safer North Devon support the Safer Devon Partnership and the LAA process through strategic and officer support and are committed to considering LAA development opportunities in all we do.

Two Local Strategic Partnerships (LSP's) operate in North Devon and Torridge - *The North Devon Community Alliance* and *Torridge Together*. These LSP's are responsible for preparing and delivering community strategies that promote the economic, social and environmental well being of our area. The 2 LSP aims are interrelated, but their strategies and plans are not necessarily synchronised.

Safer North Devon is a constituted sub-group of each LSP, leading on all Community Safety matters. Each LSP contributes to and adopts the strategies and action plans of Safer North Devon.

Our work will be governed by 4 main priorities and 5 cross cutting themes identified by our recent audit.

Priority	Vision	Aims
<b>Alcohol Related Crime</b>	For North Devon and Torridge to be recognised as a caring and responsive community with minimal alcohol related crime and effective preventative and alcohol treatment services available for all.	To identify adverse alcohol related behaviour and its impact on our communities by working in partnership to increase capacity for support, treatment, enforcement and education.
<b>Anti-Social Behaviour</b>	<p>To increase confidence around response to Anti-Social Behaviour by empowering communities through the delivery of effective prevention, diversion and enforcement.</p> <p>Areas subject to persistent Anti-Social Behaviour will be identified and action taken.</p>	<ol style="list-style-type: none"> <li>1. To decrease incidents of Anti-Social Behaviour and reduce the impact on the community.</li> <li>2. To deliver effective and appropriate diversionary solutions to support a decrease in incidents.</li> <li>3. To educate victims and perpetrators of Anti-Social Behaviour to understand impacts in order to develop increased tolerance or alternative behaviour patterns and identify available options.</li> <li>4. To forecast long term risks and opportunities for partnership working to positively benefit our community.</li> <li>5. To ensure that the Anti-Social Behaviour legislation is used consistently and proportionately.</li> </ol>

<p><b>Drug Related Crime</b></p>	<p>To reduce the damage caused to the social and economic structures of our community by enabling effective prevention, justice, treatment and aftercare to drug mis-users</p>	<ol style="list-style-type: none"> <li>1. To reduce levels of repeat offending amongst drug users especially those identified on the Priority and Other Prolific Offender Programme (PPO) list.</li> <li>2. Support appropriate availability and participation in drug treatment programmes linked to the Priority and Other Prolific Offender Programme. (PPO).</li> <li>3. Support the district and county LSP housing groups as a consultant body to identify ways of improving access to existing housing for criminal justice treatment cases.</li> <li>4. Lobby for access to increased drug treatment services available to those outside of offending.</li> </ol>
----------------------------------	--	---

<b>Volume Crime</b>	<p>To reduce volume crime across North Devon by 15% over 3 years by identifying trends and causes, enabling positive action through prevention, education, designing out of crime and targeting those offenders causing the most harm to our community.</p>	<ol style="list-style-type: none"> <li>1. To reduce levels of acquisitive crime across Safer North Devon through effective delivery of the PPO scheme.</li> <li>2. Identify opportunities for reducing violent crime through partnership.</li> <li>3. Support the work of our Crime Prevention Team to reduce Volume Crime in British Crime Survey comparator categories and those of emerging local concern.</li> </ol>
---------------------	---	--

<b>Cross Cutting Themes</b>	<b>Aims</b>
Community Cohesion	<p>Ensure we examine the fractures, removing barriers and encouraging positive interaction between groups.</p>
Diversity	<ol style="list-style-type: none"> <li>1. Ensure positive actions to address diversity contribute to a more cohesive community.</li> <li>2. Contribute to making our area more attractive and safer for residents and visitors within our groups of special interest.</li> <li>3. Ensure we respond positively to prevent and address prejudice and hate crime.</li> </ol>

<b>Fear of Crime</b>	<p>All communities of Safer North Devon enjoy a low fear of crime and feel confident to take action against local concerns.</p>
<b>Housing Criminal Justice Support</b>	<ol style="list-style-type: none"> <li>1. To sustain positive lifestyle of those vulnerable individuals by ensuring tenancies are maintained to prevent homelessness and deter the individual from re-offending.</li> <li>2. Assist in securing acceptable housing on release from prison or on completion of residential treatment programmes, offering the best opportunity for change.</li> <li>3. To assist in resolution to Neighbourhood Anti-Social Behaviour through partnership solutions.</li> </ol>
<b>Priority and Prolific Offender Scheme</b>	<p>To deliver on the following strands:</p> <p><b>Prevent &amp; Deter</b>, working with young people considered being at most risk of offending in the future.</p> <p><b>Catch &amp; Convict</b>, Safer North Devon and each (CSP) identify a small number of individuals deemed to be causing most harm to their communities.</p> <p><b>Rehabilitate &amp; Resettle</b> Led by the Prison and Probation Services, working with a range of other agencies, this strand provides intensive support for prolific or priority offenders while they serve their sentences – whether they be sentenced in the community or in custody. This assistance is offered to prevent relapse into offending on release and subject to a swift return to the courts, should this occur.</p>

Each of these priorities will be developed with consideration of their impact on other themes, and of their ability to contribute to our overall vision.

Each priority action plan is being developed in partnership and will be published in the first half of 2006. Plans will be reviewed on a quarterly basis, with outcomes evaluated and targets reviewed on an ongoing basis. Although this is a 3-year strategy, we will review this annually and revise each year as appropriate.

## WHAT IS A COMMUNITY SAFETY PARTNERSHIP?

During the lifecycle of our last strategy (2002-2005) our partnership was known as a CDRP, a Crime and Disorder Reduction Partnership. Breaking news from the Home Office is the recommendation for CDRP's to change their names to Community Safety Partnerships, a name that more clearly reflects our role in delivering on wider community safety rather than just crime reduction.

As we embark on an exercise to raise the profile of our partnership, this news is welcomed by our Community Safety Partnership as a timely decision. We await a full copy of recommendations from a Government review of CDRP's, now Community Safety Partnerships, carried out late in 2004, anticipated December 2005.

There are 376 Community Safety Partnerships (CSP's) in place today. Every district in England and Wales have a CSP's, in our district we operate a joint CSP for both North Devon and Torridge. We are one of only 3 CSP's in the south-west Region who operate over two districts. This CSP has been known as the North Devon and Torridge CSP since it's creation in 1998, but has recently been renamed as Safer North Devon.

CSP's are groups of organisations known as responsible authorities. Under The Crime and Disorder Act 1998 and the Police Reform Act 2002 there is statutory requirement for responsible authorities to work with other local agencies and organisations to develop and implement strategies to tackle crime and disorder and mis-use of drugs in their area. This has evolved to now include development of programmes to reduce Anti-Social Behaviour and tackle prolific offending – with others likely to follow during the delivery of this strategy.

The responsible authorities are:

### UK Responsible Authorities

The police

Local authorities

Fire authorities

Police authorities

Primary care trusts in England (became responsible authorities on 30 April 2004)

### Local Responsible Authorities

Devon and Cornwall Constabulary North and East Basic Command Unit (BCU)

Devon County Council  
North Devon District Council  
Torridge District Council

Devon Fire Service

Devon Police Authority

North Devon Primary Care Trust (PCT)

Working together, these responsible authorities are required to carry out an audit to identify crime and disorder and mis-use of drugs problems in their area and develop strategies that deal effectively with them.

Reduction of crime and fear of crime is not the exclusive responsibility of a CSP. Our role is to build capacity through partnership to deliver on the priorities set by central government and the community themselves.

Partner organisations are required to work in co-operation with local education and probation authorities and invite co-operation of a range of local private, voluntary, other public and community groups including the community itself.

CSP's are expected to work closely with Drug and Alcohol Action Teams (DAAT's) in two tier local authority areas. We work in partnership with Devon DAAT. Where we can, we integrate our work.

Over the next 3 years we intend to develop further closer working practices. This will simplify local working relationships, give greater recognition to common interests and provide the right framework to enable the more effective delivery of the crime reduction and drugs agendas. Effective partnership working is key to lasting community safety.

## 2004 AUDIT OF CRIME AND DISORDER

During 2004, all CSP's were required by government to carry out an Audit of crime and Disorder. For the first time, new legislation meant that joint crime and drugs audits were produced.

Sections 5 and 6 of the Crime and Disorder Act 1998, as amended by the Police Reform Act 2002, requires specific agencies, known as responsible authorities, to work together, and with other agencies within the community, to tackle crime and disorder and misuse of drugs in their local areas.

Responsible authorities are required to work in partnership to carry out audits every 3 years to:

- Identify the extent of these problems in their community
- Develop strategies to deal effectively with these problems

The new Audit of Crime and Disorder 2004 succeeds the 2001 Audit, which up to now was used as the master document for planning and prioritising Community Safety initiatives in our area.

We considered the changing landscape since the 2001 Audit, made comparisons where appropriate, and delivered updated information, trends and recommendations. We are fortunate that the data available to us now is considerably more comprehensive than that available in 2001. However, it still had its limitations and some gaps. With this in mind we will continue to work with our partners to co-ordinate and streamline reporting to ensure this process is more robust and less time consuming.

During 2005 a pan-Devon data management tool known as Amethyst has been developed to collect, consolidate and manage all relevant Devon-wide partnership data on crime, fear of crime and anti-social behaviour. This will provide considerable assistance to us in our monitoring and research.

Crime Statistics Tools exist as an Internet based tool for the public. Anybody with access to the Internet can find out about levels of crime in their local area. Our role has been to take this and additional more complex data and crime indicators and compare them with local, regional and national trends, and to compare with year on year data. We have then translated this into what this means to our communities and the agencies that service them.

Some useful links for partners and community are:

### **Devon and Cornwall Constabulary**

<http://www.devon-cornwall.police.uk/v3/publrep/charts/index.htm>

### **National Statistics**

<http://www.statistics.gov.uk/CCI/SearchRes.asp?term=Crime>

### **Crime Reducation**

<http://www.crimereducation.gov.uk/>

## **Home Office Crime Statistics**

<http://www.crimestatistics.org.uk/output/Page1.asp>

Finally completed in 2005, the main audit document has reviewed the previous strategy priorities from 2002-2005 and has enabled us to identify new priorities for this strategy Safer North Devon – Building Safer Communities Together 2006-2008.

The audit process has been important not only for reviewing trends and indicators for crime, fear of crime and Anti-Social Behaviour, but has also enabled us to reach new and mutually beneficial agreements for information sharing and information exchange.

We face a consistent challenge of collecting and analysing new data or trends relating to crime and disorder. A positive outcome of the audit process is that we now have clear appreciation of available data, gaps and opportunities for further investigation.

Areas warranting further investigation have been identified. Some of these areas were not studied in-depth in our audit, either because they were not measured specifically over the past 3 years of our previous strategy, or because they have emerged as an element of another priority.

For example, anti-social behaviour has emerged as a clear priority on the national and regional agenda, but was historically only reviewed or monitored under disorder.

During the delivery of this strategy, we will establish further robust reporting and information gathering processes and continue to monitor the impact all our new priority areas have on crime or fear of crime locally and regionally.

The audit has ensured that our strategy is based on an accurate assessment of the size and nature of the crime and drug problem locally.

Safer North Devon will continue to monitor all elements of crime and disorder using the processes and tools established for this audit and the new Amethyst data management tools. We will carry out an interim audit on an annual basis, which will be published as an update to the 2004 Audit and as a measure of success of this new strategy.

### **Consulting on our audit findings**

The findings of our audit, and the emerging strategy priorities have been shared with partner agencies through our existing networks, both those local to our CSP and regional. We have also sought the input of both LSP's and its members. Presentations, workshops and interviews have enabled us to further interrogate data, and refine our definition for the emerging priorities considering wider input from these groups.

For example, when presenting the results of the alcohol audit to one of our LSP's, the wider question of who "owns" the management of alcohol issues in our region was raised. It became clear that whilst numerous agencies from district councils, to

health and the voluntary sector all have a role to play, no one contact brought together the many existing strands. This consultation has allowed us to suggest that our LSP should own a “new” area of district alcohol issues, which is now being considered in their planning cycle.

This consultation is invaluable, and will continue in formal and informal mechanisms throughout the duration of this strategy and the delivery of its action plans.

## HOW OUR PRIORITIES WERE REACHED

The two main sources of information for this new strategy have been the results of our recent audit and the national government agenda and related targets.

CSP's are accountable under the Crime and Disorder Act and are accepting increasing responsibility for emerging developments defined by central government such as reducing Anti-Social Behaviour (ASB) and owning the Priority and Other Prolific Offender Scheme (PPO).

Information collection and analysis has allowed us to look at a wide range of crimes and crime indicators and consider numerous criteria in relation to this information.

### **Criteria that have influenced our decision-making are:**

The issue represents a significant proportion of total crime and drugs mis-use or the issue represents a larger proportion of crime and drugs mis-use than in comparable areas.
The issue is increasing faster than other issues, or faster than in comparable areas.
The costs related to this issue are high for victims or the community it affects.
Victims may belong to especially vulnerable groups.
The public are anxious about the issue.
There is something the partnership can do about the issue
Early indicators of a trend confirm an unacceptable increase in a specific area – so we have an opportunity to prevent larger community impact.

### **Other drivers include:**

Public Service Agreement (PSA) and Local Public Service Agreement (LPSA) targets.
Best Value Performance Indicators (BVPI).
Local policing plan targets.
LSP cross-cutting targets.
Local Area Agreement (LAA) targets for British Crime Survey (BCS) Comparator Crimes.
Non-BCS comparator crimes, such as crimes against business, race and hate crimes.
Forthcoming Government Acts of amendments which place responsibility on CSP's and our partners.

## TARGETS

CSP's and our partners carry an array of complex national, regional and local targets. Government defines some, others are defined by county-based or regional organisations and we define many in response to local problems and concerns.

This new strategy for 2006-2008 is our opportunity to refresh all previous targets. Our recent audit has reviewed previous targets and their appropriateness and impact on crime and fear of crime.

In the last 3 years the crime, community and social landscape has changed, structures and infrastructure has evolved and many new areas of focus have been assigned to CSP's. For this reason we welcome the opportunity to reset our targets.

### **Public Service Agreement Targets (PSA's)**

Government's 2004 spending review and the Home Office's new five year Strategic Plan has seven new Public Service Agreement targets (PSA's) for the period March 2005 to 2007/08.

PSA Number	Outcome
PSA 1	To reduce crime by 15%, and more in high crime areas, by 2007/08
PSA 2	To reassure the public, reducing the fear of crime and Anti-Social Behaviour, and building confidence in the Criminal Justice System (CJS) without compromising fairness
PSA 3	To bring 1.25 million offences to justice in 2007/08
PSA 4	To reduce the harm caused by illegal drugs including substantially increasing the number of drug misusing offenders entering treatment through the CJS
PSA 5	To increase voluntary and community engagement, especially amongst those at risk of social exclusion

### **New Crime Reduction PSA – PSA1**

In the new PSA1, the high crime partnership areas are those CSP areas that have the highest rates of recorded crime per head of population plus the highest crime levels (each being given equal weight), as measured using the BCS comparator in 2003/04.

The Regional performance indicator is the level of reduction needed regionally to support delivery of the PSA at a national level. Safer North Devon is targeted to

reduce overall crime by 16% by 2007/08. Across Devon this target averages out at 15%. To give this context, North Devon and Torridge ranked 233 and 354 respectively out of 376 when our statistics were applied to the PSA1 formula. This confirms our status as a low crime area.

The Home Office expects partnerships to set challenging targets to support delivery of all PSA's, as appropriate, especially PSA's 1, 2 and 4. These expectations are in line with our own priority development. The latter part of this strategy explores the targets required to ensure we achieve or exceed PSA1, 2 and 4 by 2007/08.

### **Local Public Service Agreements (LPSA's)**

LPSA's are a derivative of PSA's. They are offered as an opportunity to set stretch goals at a local level around priority areas. In Devon, at the time of going to press 2 LPSA's were under negotiation but not agreed. On agreement, Safer North Devon will review action plans to ensure recognised contribution to these areas.

### **Best Value Performance Indicators (BVPI's)**

The purpose of Best Value is to establish a culture within local government that encourages good management practices delivering efficient, effective and economic services that meets user needs. BVPI's were created from Section 3 of the Local Government Act or 1999.

There are 94 BVPI's in total, 8 of which apply to community safety.

<b>BVPI Number</b>	<b>Outcome</b>
BV126	Domestic Burglaries per 1,000 Households
BV127a	Violent Crime per 1,000 Population
BV127b	Robberies per 1,000 Population
BV128	Vehicles Crime per 1,000 Population
BV225	Effectiveness of Actions against Domestic Violence
BV226a	Advice & Guidance Services to the public – amount spent on external organisations
BV226b	Advice & Guidance Services – amount spend on organisations with the CLS Quality Mark
BV226c	Advice & Guidance Services – amount spent on direct provision by the authority

## Some facts about our Geography

Safer North Devon is unlike most other CSP's. We are responsible for the areas of two separate district councils; most CSP's cover just one district.

In addition, we have added challenges regarding the rurality of our region. In total Safer North Devon represents approximately 99,000 hectares or 380 square miles for Torridge and 109,218 hectares or 422 square miles for North Devon

Our district includes the geographical boundaries of North Devon District Council, with the major towns of Barnstaple, Ilfracombe and South Molton. The rural area from the edge of Exmoor with Lynton & Lynmouth and Chumleigh in the south.

In addition the area covered by Torridge District Council including the main urban communities of Bideford, Great Torrington and Holsworthy and the coastal and rural communities from Clovelly to Merton and Wembworthy.



## Population and Demographic information

The current population of Safer North Devon is 146,833 according to 2003/04 data.

The age range of the Safer North Devon population is taken from the 2001 census. Table 1.0 and graph 2.0 below show the age groups of people living in Safer North Devon compared with the projection of age groups in 2011

### Age Profile for 2001 to 2011

Age Range	2001		2011	
	Devon	Safer North Devon	Devon	Safer North Devon
0-4	54004	7285	51930	6903
5-14	130475	18345	118330	16899
15-19	65702	8344	68620	9042
20-29	114613	13481	127759	14657
30-44	217380	28489	188999	24981
45-59	218505	32085	235563	33262
60-64	60109	8989	84089	12854
65-74	107482	15461	130040	19623
75 and over	108238	14354	117599	16504
<b>Total</b>	<b>1,076,508</b>	<b>146,833</b>	<b>1,122,929</b>	<b>154,725</b>

Source: Registrar General Mid Year Estimates, Office of National Statistics – November 2002  
Table 1.0

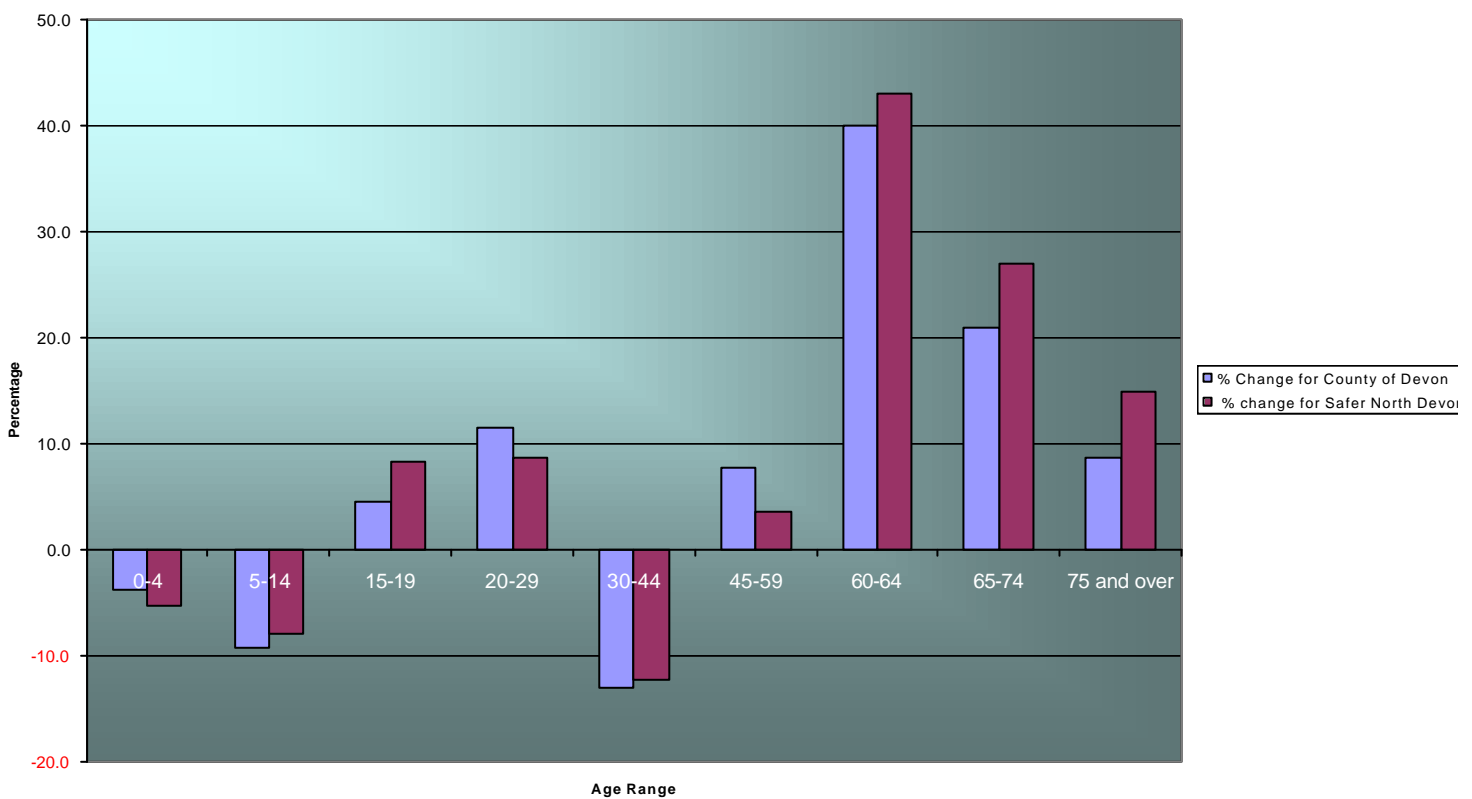
The projections reveal in both the table and the graph that the population is increasing overall. However, in the case of the 0-14 and 30-44 year olds there is a continuous decrease.

This is compensated by the increase in the 60 plus population who account for between 25% to 30% of the total population of Devon and that of Safer North Devon.

This increase in the older section of our population is contributing to an increase in fear of crime. It's fair to say that all parts of our community may have a fear of crime, but it is more evident as a symptom of those older and more vulnerable residents that they feel a level of fear disproportionate to our actual crime levels.

We know that higher incidences of victims of crime in the 15-25 year olds is likely to cause an ongoing problem as this sector of the population is on the increase.

**Percentage Population Projections for Devon and Safer North Devon from the 2001 to 2011 Census**



Source: Registrar General Mid Year Estimates, Office of National Statistics  
GRAPH 2.0

## BUILDING SAFER COMMUNITIES TOGETHER 2006-2008 NEW PRIORITIES

After months of research and consideration to the climate of Safer North Devon both in terms of crime, demographic, relation to regional influences, and opportunity to impact on local issues, new priorities have been set for the next three years.

The remainder of this strategy and the separate Audit of Crime and Disorder gives the background to the priority selection and the local circumstances.

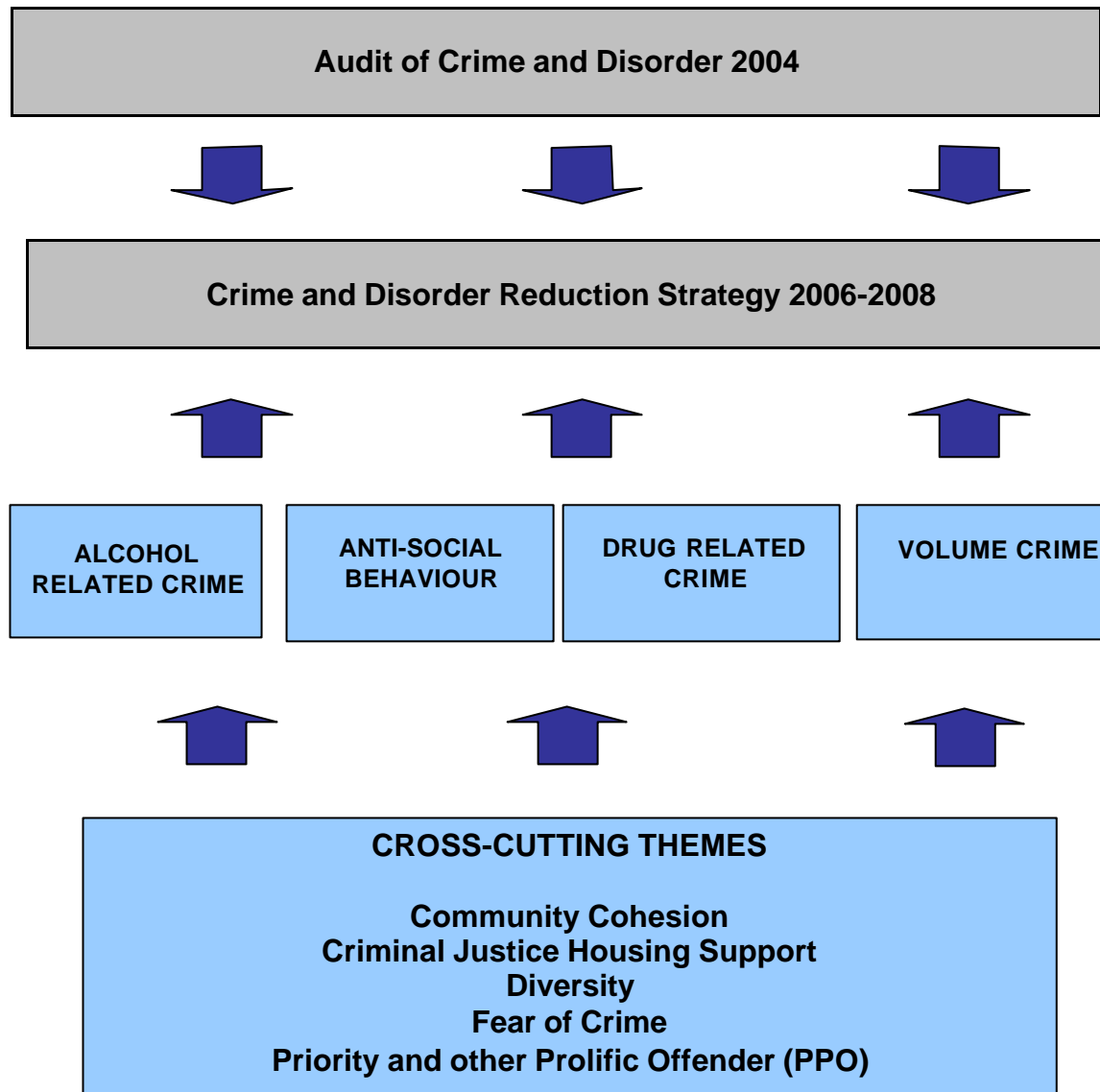
The main target set by government, known as PSA1, is to reduce crime in Safer North Devon area by 15%. This target is accepted by the Devon LAA and will be delivered by the Safer Devon Partnership, (SDP). When broken down into CSP regions this means a reduction of 16% for Safer North Devon.

All our energies for the next 3 years are centred on ensuring our work in each of the priority areas contribute to achieving or overachieving against this target.

See Page 11 for an outline of the aims for each of our priority areas.

Each of these themes will be developed with consideration of their impact on other themes, and of their ability to contribute to our overall vision.

**“ To improve the quality of life for those who live work and visit by reducing crime, fear of crime and Anti-Social Behaviour.”**



## A NEW LOCAL AREA AGREEMENT FOR DEVON

Devon has signed up to the pilot of a new programme called the Local Area Agreement (LAA).

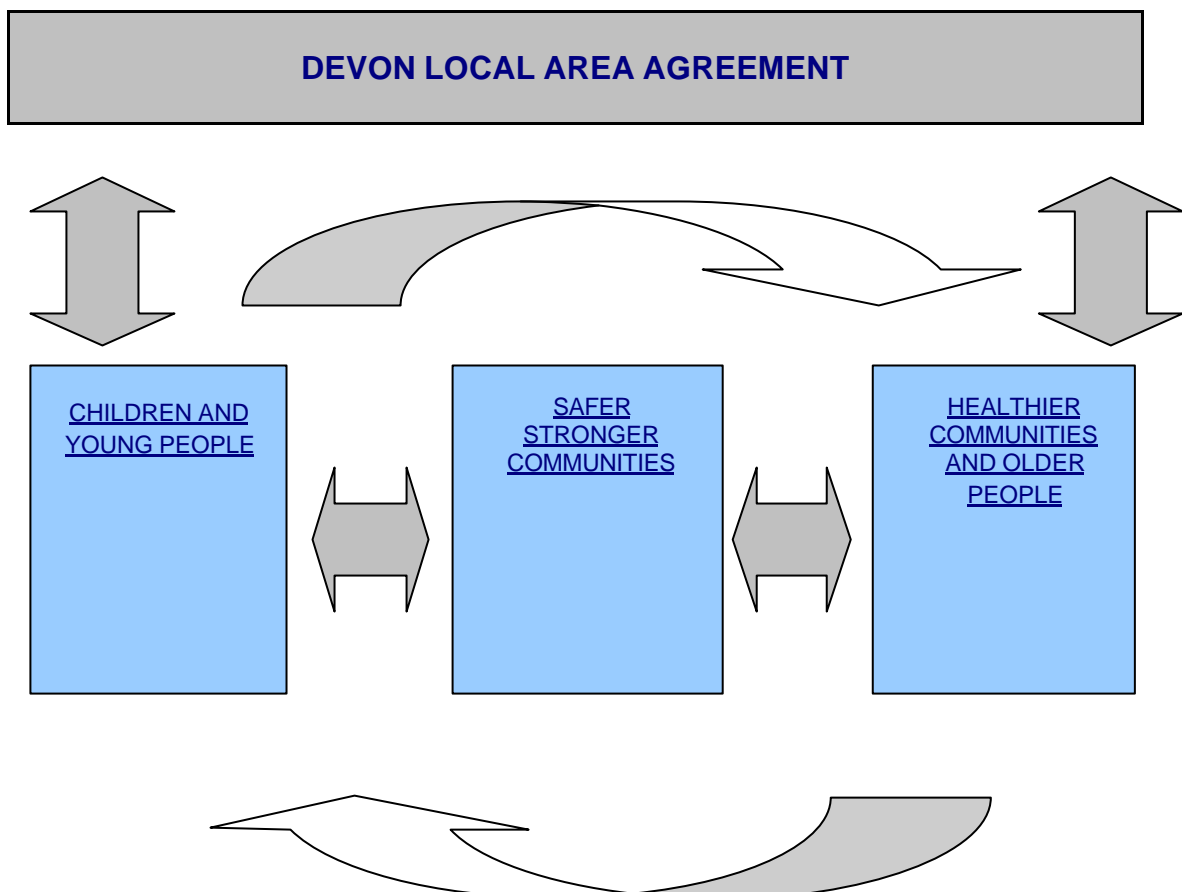
*LAA's are a new mechanism currently being piloted by the government. They represent an invitation by central government to locally based organisations to identify what needs to be done to improve life for local people and to make this happen by pooling money which is currently held by different organisations, or has been earmarked for specific projects. Central government will support this LAA process by relaxing its rules and regulations concerning funding and performance targets.*

*The Devon LAA will run as a pilot project for 3 years from April 2005. Its proposals are firmly based on the Devon Community Strategy adopted in 2004.*

*Some detailed actions have already been agreed. Others are under discussion as part of a process, which will continue throughout the pilot project. The LAA should be viewed as a dynamic process of negotiation between local partners and central government rather than as a "once and for all" agreement about a limited set of actions.*

*Feedback from experiences in the early stages of the LAA will improve and change later activities and outcome.*

Devon Local Area Agreement, A county for everyone. Feb 2005



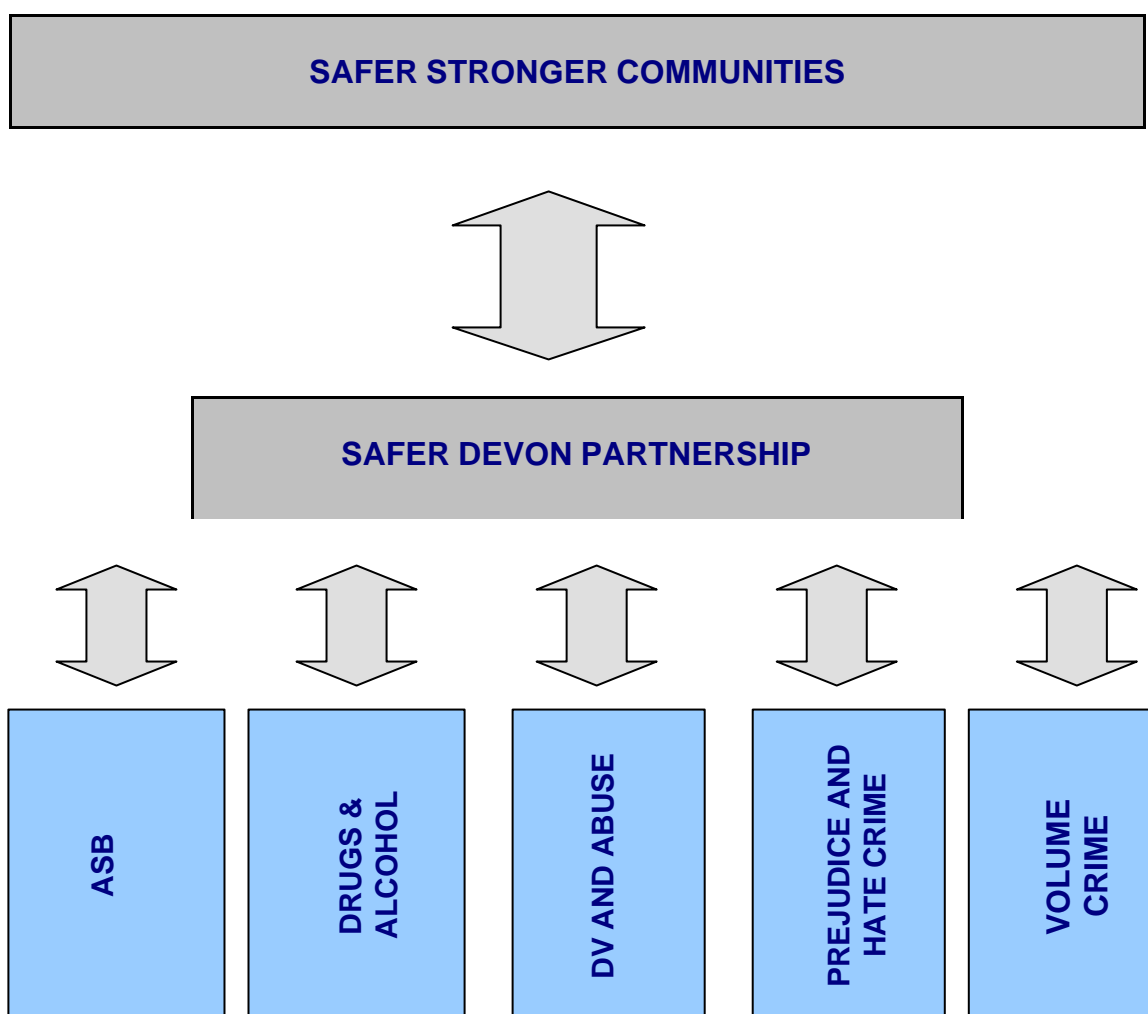
The Devon LAA has 3 strands as depicted by the previous diagram. Whilst Safer Stronger Communities is naturally of particular relevance to the 7 CSP's across Devon this will not be viewed independently of the other strands.

Clearly, community safety is of relevance to audiences in all strands, so links will be pursued to ensure SMART (Specific, Measurable, Attainable, Realistic and Timely) and effective working as each overall plan is developed.

The Safer Stronger Communities strand already has a new partnership known as the **Safer Devon Partnership (SDP)**. The SDP provides governance for this strand, adding value to the role of existing CSP's. Importantly it will provide the mechanism to deploy and target appropriate county-wide resource to reduce crime, disorder and Anti-Social Behaviour and enhance public safety.

Safer North Devon is committed to supporting this important change to the way we work. Without doubt there is value in pan-Devon pooling of resources ensuring we share our knowledge and expertise as well as budgets. We are grateful for the opportunity to influence the planning and consideration given to local needs.

The Safer Devon Partnership has commissioned Working Groups to deliver recommendations for future investment in 5 key areas:



## LAA High Level Outcomes

Recorded volume crime levels reduced from 03/04 figure by April 2008 thus reassuring the public and increasing feelings of safety
Domestic violence and abuse are reduced
Alcohol and Drug related crime are reduced
Anti-social behaviour is reduced
Prejudice and hate related crime are tackled
Devon has a thriving and vibrant voluntary and community sector which is in a stronger position to represent the sector
More people are volunteering and engaged with their communities
Public spaces are attractive, safer and cleaner

For a complete list of anticipated outcomes for all 3 strands see Appendix 2 ([insert link](#))

The drivers behind the creation of LAA's are numerous, but include:

<b>Sustainable Communities: People Places and Prosperity</b>
The Office of the Deputy Prime Minister (ODPM) 5-year plan. This plan included the proposals of <i>“putting more power in the hands of communities to improve local services and create safer communities”</i> .
<b>The Home Office Strategic Plan 2004-2008</b>
This plan states <i>“citizens, communities and voluntary sector are more fully engaged in tackling social problems and there is more equality of opportunity and respect for all races and religions”</i> .
<b>The Active Communities Unit</b>
Responsible for government's target of increasing voluntary and community sector activity, including increasing community participation by 5% by 2006.
<b>PSA 1 Target</b>
National target to reduce crime by 15% over the next 3 years, requiring joined up planning and working to achieve success.
<b>Response to</b>
Domestic Violence Crime and Victims Act, Anti-social Behaviour Act, guidance on Priority and other Prolific Offender Schemes and National Strategies for Drug and Alcohol Misuse and Safer Places and others.

LAA's are a positive solution to a need identified in the Safer North Devon Audit 2004 when we acknowledged the success of cross border initiatives but identified the need for more. This new joined up approach should result in the best of both worlds, central initiatives where possible, but local responses to local needs where necessary.

## RELATIONSHIPS WITH LOCAL STRATEGIC PARTNERSHIPS

The LAA is a vehicle driven through the Devon Strategic Partnership (DSP), the Devon-wide Local Strategic Partnership (LSP). The DSP delivers on the overall vision to improve quality of life for the people of Devon.

Their Vision

*“By 2015 we want to be a county with safe, healthy and inclusive communities, a strong and diverse economy and a cherished environment”.*

Regional LSP's are still evolving, and the joining up of regional LSP's with district LSP's is an ongoing challenge.

Safer North Devon fulfils our commitment to the DSP through support and commitment to the LAA.

We also contribute to the work of our local LSP's as a simultaneous activity.

Two LSP's operate in North Devon and Torridge - *The North Devon Community Alliance* and *Torridge Together*. These LSP's are responsible for preparing and delivering community strategies that promote the economic social and environmental well being of our area. The 2 activities are interrelated, but not necessarily synchronised.

Safer North Devon is a constituted sub-group of each LSP, leading on all Community Safety matters. Each LSP contributes to and adopts the strategies and action plans of Safer North Devon.

### North Devon Alliance

Vision

*“North Devon will be a place where everyone has the opportunity to live happily, healthily and prosperously in tolerant, caring communities.”*

There are 3 main aims each of which require contribution from community safety initiatives, but the one most relevant to Safer North Devon is:

*Safe and Healthy Communities*

### Torridge Together

Vision

*“To improve the quality of life of all those who live, work or visit Torridge by working together”.*

There are 5 key aims each of which require contribution from community safety initiatives, but the one most relevant to Safer North Devon is:

*The need for vibrant communities that are **safe**, clean, well managed and that work.*

## LINKS TO OTHER RELEVANT PARTNERSHIP PLANS

This Safer North Devon Strategy - Building Safer Communities Together is the result of partnership work. This strategy helps achievement of partner statutory responsibility for as “Accountable Bodies” under the Crime and Disorder Act of 1998 and the later Police Reform Act of 2002, but is also linked to what the Home Office calls “Invitees to Participate” and “Co-operating Bodies”. See [Appendix 3](#) for a full list of Home office current partners to CSP’s.

In Safer North Devon we are fortunate to have significant support from key partners alongside accountable bodies. From the outset of our CSP, elected members have played a vital role in strategic steering and mainstreaming our work. Our steering group currently has seats for elected member representation from North Devon and Torridge District Councils and Devon County Council.

Additional permanent partners currently include:

Devon Youth Offending Team (YOT), North Devon Hospital Trust, North Devon Partnership Trust, National Probation Service. Other organisations attend meetings when the agenda requires they do so.

Naturally all partners share an interest and a need to deliver a reduction in crime and fear of crime for our communities. For some, such as the police, probation and the YOT this is core business and at the heart of their service delivery. For others such as district councils and PCT’s it’s a government requirement that they contribute, but it also leads to the achievement of their core business objectives whether it’s community cohesion for councils or a reduction in treatment costs for health.

The challenge for CSP’s is to embed our strategy and planning into that of our main partners. With planning cycles and resource allocation rarely synchronised, this is not a simple process.

Currently we deliver this strategy in partnership, considering the aims of our partners and look for overlap of our objectives and required outcomes with our partners.

Many of our objectives site Safer North Devon as the lead agency as for much of our work we are best placed to deliver on such a range of priority deliveries. In the future, as our action plans develop, we will invert the process, considering where we might contribute to partner priorities and where we might influence their corporate plans for community benefit.

The main plans for involvement and influence are:

<b>Local CSP Agencies</b>	<b>Their Plans</b>
Devon and Cornwall Constabulary North and East Basic Command Unit (BCU)	National Policing Plan 2004-2007
Devon County Council	Devon County Council Strategic Plan 2003-2008
Devon Fire Service	Devon Fire and Rescue Service Strategic Plan 2005-2010
Devon Police Authority	Devon and Cornwall Police Authority Annual Policing Plan 2005-2006
Devon Youth Offending Team (YOT)	Devon Youth Justice Plan 2005-2006
National Probation Service	National Probation Service Business Plan 2005-2006
North Devon District Council	North Devon District Council Corporate Business Plan 2005-2008
North Devon Hospital Trust	
North Devon Partnership Trust	
North Devon PCT	Local Delivery Plan 2005-2008
Torrige District Council	Towards the Future 2005-2010

Alongside our CSP we contribute to the Safer Devon Partnership Plan and both local LSP plans.

## ACTION PLAN CRITERIA

Following the publishing of this strategy, Safer North Devon will develop 4 Priority Action Plans. These Action Plans will help us break work down into manageable chunks with interim targets and milestones. The ongoing monitoring of these plans is crucial in translating strategy into action.

Each plan will clearly define:

Aim
Clear and meaningful SMART objectives related to the identified aims
Targets
An appropriate timescale
Appropriate performance measures to enable effective monitoring

### **Monitoring and Evaluation**

We are committed to:

Ongoing monitoring as a means of managing the strategy
Monitoring the interventions through which the aims will be achieved
Defining Inputs/Outputs and Outcomes
Specify Baselines
Specify Performance Measures
Identify a lead agency/officer
Publish a timetable for action
Publish a clear monitoring and evaluation process – whilst the area may be unique, the process will follow standard adopted format

Each Priority Area adopts the same predefined process for monitoring and evaluation:

How often will monitoring take place
Details of who will be responsible for collecting and analysing the data
The format in which the information will be presented
To whom the information will be presented for comment/action
How the findings will inform the strategy review process

## ACTION PLAN CHECKLIST

The development of our priority action plans will consider a number of major factors to ensure an inclusive approach. These include:

### Victims and Witnesses

Consideration of how we should involve victims and witnesses in our strategy process and link to the work of the Local Criminal Justice Boards (LCJB). Following the “Justice for All” white paper and the subsequent New Deal for Victims and Witnesses published in July 2003, every LCJB has produced a Confidence Plan, which includes actions in relation to victims and witnesses.

The link between this “high level” strategy and planning process and the CSP role translates as:

*To support victims of crime alongside the work of the CJS to improve victims’ experiences following a crime (e.g. provision for victims of domestic violence or anti-social behaviour)*

*To understand the incentive that makes a victim take a stand, report crime or Anti-Social Behaviour and develop the support that they value.*

### Cross Cutting Themes

In order for our defined cross-cutting themes to become “living” priorities they are embedded in each of our action-planning checklist. Often this will be as a check to ensure joined up thinking, other times it will be as a catalyst for new work to begin. See section **x** on “Cross Cutting Themes”.

### Emerging National Priorities and Changes Ahead

The Clean Neighbourhoods and Environment Bill contains an amendment to Section 6 of the Crime and Disorder Act 1998 and builds on the Anti-Social Behaviour act 2003, making explicit the need for Crime and Disorder Reduction Partnerships and Drug Action Teams to take into account Anti-Social Behaviour and the quality of the local environment when carrying out the audit and strategy process.

In November 2004 the Government published Building Communities, Beating Crime – A better Police service for the 21<sup>st</sup> Century, which set out the way in which environmental crime not only degrades public spaces, but can also make people feel afraid and allow other forms of Anti-Social Behaviour to proliferate. The Government has recently introduced its Clean Neighbourhoods and Environment Bill (published December 8<sup>th</sup> 2004), clause 1 of which is an amendment to section 6 of the Crime and Disorder Act 1998 making explicit the need for CSP and DAAT’s to take into account Anti-Social Behaviour.

We have already monitored some elements outlined in this bill in our audit, but for the first time we are including specific targets aligned to our local environment in almost all of our 4 priority areas. This bill is likely to come into force early 2006.

### Elder Abuse – a new cause for concern

Hidden Voices: Older People's Experience of Abuse was produced during 2004 by Action on Elder Abuse. This paper was the result of an analysis of all the calls received in the last six-and-a-half years. This and other research has highlighted some disturbing trends.

Our survey captured some of the emerging statistics, which show this largely hidden crime as one that needs investigation locally.

National surveys have found that the proportion of abuse amongst people of pensionable age may be around 5%. In Safer North Devon this could mean as many as 1,491 individuals may be affected. (Our sample considers pensionable age as 65+)

Abuse can be identified 5 primary categories: physical, psychological, financial, sexual and neglect. There are a high percentage of multiple abuses, with 44 % of callers to a national help line reporting more than one type of abuse occurring simultaneously.

An older person must be entitled to equivalent civil and human rights as the rest of our community – elder abuse does constitute a crime and should be afforded similar efforts in reducing its impact.

Whilst many of the preventative measures fall immediately to adult protection agencies, there is a clear emerging role for CSP's to support this activity. Government has begun to recognise this, and has tasked CSP's to ensure inclusion of this emerging crime in its new strategies.

This is particularly pertinent to our district, Safer North Devon has 20.3% residents of pensionable age (65+), which is a growing trend, with our communities living longer, this is a problem that will only continue to escalate if not challenged. We have an opportunity to engage early on this difficult national issue.

We will work with agencies and both LSP's to further explore the opportunity, to understand the issues, and where possible contribute to a reduction of elder abuse. Where there is evidence a crime has been committed to support enforcement action and ensure support for victims and witnesses.

## ALCOHOL RELATED CRIME

Alcohol plays an important role in our economy with significant revenue for local business and growing associated industry such as leisure and tourism. Over 90% of the population drink alcohol.

*The value of the alcoholic drinks market is more than £30billion per annum and it is estimated that over one million jobs are linked to it.*

Strategy Unit Alcohol Harm Reduction project: Interim Report, 2003.

It is widely accepted that those who enjoy alcohol in moderation obtain some health and social gain. However, it is also emerging as an area of community concern as we witness an increase in binge drinking and alcohol related crime.

In 2004 The Home Office produced The National Strategy for Alcohol Harm Reduction. This strategy aims to prevent any further increase in alcohol related harm.

This pivotal document for the first time acknowledged the significant harm and cost associated with alcohol misuse. It acknowledged the potential health and social benefits but also concluded the estimated cost of alcohol misuse to be around £20 billion a year.

Whilst this cost is not exclusively linked to crime and anti-social behaviour, health disorder and disease, loss of productivity in the workplace, problems for those who misuse alcohol and their families, including domestic violence are inextricably linked. Quality of life and community cohesion is at the heart of our challenge in tackling causes of this and other social-ills. The cost related to crime is estimated at £7.3 billion nationally.

A worrying trend is that of binge drinking. Binge drinkers are those who drink to get drunk and are likely to be under the age of 25. This is more likely to be men than women, although women's drinking has been rising fast over the last 10 years. Binge drinking in the UK is amongst the highest in Europe for our teenagers.

The risks to binge drinkers are:

Increased risk of accidents and alcohol poisoning
More likely to be a victim of violence and commit violent offences
Greater risk of sexual assault
Increased risk of ill-health and injury

Impacts on society:

High levels of attendance at hospital A&E related to alcohol
Increased fear of crime with perceptions of unsafe areas close to licensed premises
Cost to business located near licensed premises including additional security, increased costs due to criminal damage

*Two drinking patterns are particularly likely to lead to harm – binge drinking and chronic drinking.*

Chronic Drinkers are more likely to be over the age of 30 and around two thirds are men, at risk of an increased variety of health problems they are more likely to commit the offences of domestic violence and drink driving.

**Alcohol Related Crime is linked to so many other areas of our priorities:**

<b>Violent Crime (within Volume Crime Priority)</b>
1.2 million violent incidents nationally related to alcohol
360,000 incidents nationally (around 1 in 3) of domestic violence are linked to alcohol misuse
<b>Anti-Social Behaviour</b>
Of all Acceptable Behaviour Contracts (ABC's) in place locally at 1 <sup>st</sup> November 2005, 50% included alcohol related conditions. Of the 266 cases currently under review, a significant number include concern over alcohol and drug related issues either in the individual or their immediate family. (See <b>Section x</b> on ASB for more information of ASB)
<b>Fear of Crime</b>
61% of the population perceive alcohol related violence to be worsening

The aims of the National Alcohol Harm Reduction Strategy are to reduce alcohol related harm through:

- |   |
|---|
| <input type="checkbox"/> Improved and better targeted education and communication   |
| <input type="checkbox"/> Better identification and treatment of alcohol problems  |
| <input type="checkbox"/> Better co-ordination and enforcement of existing powers against crime and disorder.  |
| <input type="checkbox"/> Encourage the industry to continue promoting responsible drinking and to continue to take a role in reducing alcohol-related harm. |

Emerging are a number of measures that are both national and local responsibility. There are 3 overall stakeholders in the process of delivering Alcohol Harm Reduction and similarly produce a reduction in alcohol related crime.

- Individual and families
- Alcoholic Drinks Industry
- Government

CSP's are in a unique position to engage with all three of these groups. We are able to contribute to communities taking the initiative in creating the right kind of environment so that their voice is heard.

We are able to engage with the drinks industry on a local level through licensees and licensees associations, and to work with our counterparts across Devon on regional initiatives.

We will also work directly with Government through home office, regional offices, and local government as well as the Drug and Alcohol Action Teams (DAAT) in our region based in Exeter. These links are well developed, but take on a new focus under this new strategy.

One of the last documents to be released on this subject was the consultation from Government titled “**Drinking Responsibly.**” Once consultation feedback is reviewed it is likely to transition into a directive for CSP’s and our partners.

This is the first national stage of the Government’s commitment to rethink the sensible drinking message, and deliver new initiatives to our communities.

The proposal contains clear sections regarding:

<b>Alcohol Disorder Zones (ADZ’s)</b>
A potential method for local authorities and police to tackle alcohol-related disorder in geographically specific areas. Should this be approved, the role for CSP’s is to contribute to the process.
<b>Under-age Sales</b>
Examines the availability of alcohol encouraging underage drinking and mechanisms for reprimanding premises.
<b>Changing the Culture</b>
Explores responsibility on individuals to ensure they do not commit anti-social behaviour and criminal offences as a result of alcohol consumption. Considers the use of Fixed Penalty Notices (FPNs) today and potential Drink Banning Orders, the criteria for success and limitations to their use. Links between Banning Orders and Acceptable Behaviour Contracts (ABC’s) and Anti-Social Behaviour Orders (ASBO’s).
<b>Irresponsible Promotions</b>
Questions the success of existing efforts to address the problem. Explores controls and their owners.

Clearly momentum is building around the Alcohol agenda; agencies are directed by government to tackle known problems with robust and sustainable action plans. Local Authorities are now tasked with managing licensing and considering the wider impact of alcohol on our communities.

Safer North Devon has been investing in alcohol harm reduction since the beginning of our partnership and is acknowledged as making best efforts to facilitate improved and increased alcohol harm reduction services.

This is evidenced by success reported: “66% of those referred to Addaction engaged in alcohol intervention services, of those 66%, 53% moved into training, education, employment or into a residential setting with some therapeutic input.”

However, the issues are now escalating beyond the current resource, so this new strategy offers an opportunity to review current partnerships and create new ones where the needs presents itself.

For the first time the national guidance received in the Governments Alcohol Harm Reduction Strategy and the subsequent emerging strands such as the DAAT Alcohol Framework provide a proposed framework for success.

Devon DAAT are working to deliver a framework for all Devon CSP's which considers the services which should and could be delivered across the county, our responsibilities and accountabilities in this field, and the opportunity to pilot new schemes.

We await this framework in the last quarter of the 2005/06 financial year before publishing our final action plan.

Additionally, the emergence of the Safer Devon Partnership and the working group on Drugs and Alcohol will review the operational challenges and best practices across Devon and make recommendations regarding priorities for the second and third years of the pilot. Again the outcome of this work is timely and will influence the latter half of year 1 of our Alcohol strategy, and years 2 and 3.

**Some of the issues under review for our developing strategy are:**

- ❑ Availability of alcohol
- ❑ Harm reduction
- ❑ Provision of safe environments where young people can learn to drink responsibly
- ❑ Education around alcohol, for all ages, and all needs
- ❑ Improvements to our partnership infrastructure to improve communication reduce duplication and improve services
- ❑ Enforcement (Police and Local Authority)
- ❑ Treatment services including through-care and aftercare
- ❑ New licensing legislation

## Alcohol Related Crime Summary

### TRENDS

Local	<p>In 2003/2004 alcohol related disorder in Safer North Devon increased by 12.8%.</p> <p><b>Link with alcohol related DV and Violent crime increase.</b></p>
Regional	<p>Over the past 3 years Devon has seen an increase of nearly 20% year on year of referrals to Addaction's alcohol intervention services, indicating an increase in wider alcohol related issues including crime.</p>
National	<p>Alcohol consumption and alcohol related crime is on the increase.</p> <p>23,000 incidents of alcohol related violence take place in Britain each week.</p>

### NEEDS

Available Information	<ul style="list-style-type: none"> <li>❑ More information required on regional trends through Amethyst to enable like for like comparisons.</li> <li>❑ Investigation into Alcohol issues identified in other priority areas such as violent crime and Anti-Social Behaviour.</li> <li>❑ Proactive collection of all available alcohol related data including licensing and trading standards data to obtain a bigger local picture. Establish information sharing agreements with all relevant agencies.</li> <li>❑ Investigation into cultural attitudes locally and catalysts for alcohol related crime.</li> </ul>
Community Involvement /Support	<ul style="list-style-type: none"> <li>❑ Community and User group involvement in problem solving locally.</li> <li>❑ Identified support for victims of alcohol related crime.</li> </ul>

<p>Partnership or Service Commissioning</p>	<ul style="list-style-type: none"> <li>❑ Support to an LSP owned Alcohol Issues project.</li> <li>❑ Formalise partnership through the continuation of the alcohol harm reduction partnership formed initially in response to government strategy.</li> <li>❑ Investigate the links between ASB and alcohol conditions or concerns, particularly in young people – use this to influence service delivery locally.</li> <li>❑ Energise partnership working through a launch of the Safer North Devon Alcohol Related Crime Action Plan, involving service deliverers and users as well as public and private sector stakeholders.</li> <li>❑ Participation and support to Safer Devon Partnership Alcohol working group to identify best practices and pan-Devon service commissioning and initiatives.</li> <li>❑ Proactive partnership with health on the preventative agenda.</li> <li>❑ Study links with PPO scheme needs and demands and how PPO participants have taken up alcohol services.</li> </ul>
<p><b>ISSUES</b></p>	
<p>Local Issues</p>	<ul style="list-style-type: none"> <li>❑ Services are struggling to deliver to demand.</li> <li>❑ Early indicators of ASB with alcohol related conditions in young people suggests a problem, Safer North Devon is committed to investigate further and design appropriate responses through partnership.</li> <li>❑ As already identified in “Needs” we currently lack a strategic umbrella regarding alcohol misuse and treatment delivery; consequently no single body is responsible for collecting such information.</li> <li>❑ Clear links between volume crime and</li> </ul>

	<p>areas of violence especially DV.</p> <ul style="list-style-type: none"> <li>❑ Fear of crime impact through noise and disorder.</li> </ul>
Regional Findings	<ul style="list-style-type: none"> <li>❑ CSP's are commissioning services on alcohol criminal justice workers in many regions, we are actively seeking to join up this approach through the Safer Devon Partnership and ensure efficiency through partnership working.</li> <li>❑ Mainstream services are commissioned in different ways in different areas.</li> </ul>
National Priorities	<ul style="list-style-type: none"> <li>❑ Emerging directives regarding alcohol will deliver new tools to manage local problems; this however comes at a time when CSP's and our partners are accepting a considerable amount of new responsibility. In order to deliver effective and appropriate services resource and planning are essential early on in the process. The Safer Devon Partnership provides an essential mechanism for sharing expertise and joint working.</li> </ul>
<b>OPPORTUNITIES</b>	
Locally	<ul style="list-style-type: none"> <li>❑ Enthusiastic, committed expertise available locally.</li> <li>❑ More focussed approach on the 4 new strategy priorities will allow the Safer North Devon Team to be more effective in delivering solutions.</li> <li>❑ The output from the DAAT Alcohol Framework provides foundations for countywide comparable working and sharing of resources and best practices.</li> </ul>
Regionally – LSP, LAA and others	<ul style="list-style-type: none"> <li>❑ The LAA through Safer Devon Partnership will provide sensible joined up approach to countywide initiatives where practical. It will also allow us to step-up our existing</li> </ul>

	<p>work across the strands with Young People to ensure early intervention.</p> <ul style="list-style-type: none"> <li>□ Both local LSP's recognise the issue of Alcohol related crime and the burden on our communities. The issues are the same, only the geographies differ. An opportunity for both LSP's to invest in leading a project on local alcohol issues would give Safer North Devon the support required to join up approaches and interventions across the community.</li> </ul>
--	--

**THREATS**

<p>Failing to seize the opportunity the LAA offers to share best practices and work across the county will leave services unable to progress and have CSP's competing for money unnecessarily.</p>	<p>Failing to ensure <i>real</i> partnership to combat the problem. This next strategy must see some cultural changes to sharing information, pooling budgets and open communication, with leadership coming from the DAAT, a local Alcohol Harm reduction team and our local Drug and Alcohol Forum. (DAF)</p>
<p>Not investing enough resource in issues of alcohol related crime and young people. The identified increase in those engaged with agencies either as a result of alcohol related crime, or addiction issues dictates an increased cost to the community if intervention is not forthcoming at this early stage.</p>	<p>Clear base-line services must be established so CSP's can assist in adding value outside of this scope. This strategy must see us delivering pilots and preventative work with mainstream agencies continuing to embed treatment and enforcement into their core business.</p>
<p>Failing to identify the local priorities that must compliment the treatment work of the DAAT will prove wasted opportunity.</p>	

## **ALCOHOL RELATED CRIME**

### **VISION**

For North Devon and Torridge to be recognised as a caring and responsive community with minimal alcohol related crime and effective preventative and alcohol treatment services available for all.

### **AIMS**

To identify adverse alcohol related behaviour and its impact on our communities by working in partnership to increase capacity for support, treatment, enforcement and education.

### **OBJECTIVES**

1. To deliver support to LAA Safer Devon Partnership Alcohol (and Drugs) priority actions 2005-2008 to contribute to a BCS comparator crime reduction target of 16%.
2. Work with Partner Agencies, the Devon DAAT and the Safer Devon Partnership to ensure that the Alcohol Service Framework is delivered effectively in North Devon and Torridge.
3. Ask our LSP's to lead on excellence in partnership working through a combined district Alcohol Harm Reduction Team to reduce the impact of alcohol on our community (with adopted plan in place by April 06) and contribute to identified appropriate priority projects.
4. Contribute to ensuring no increase in alcohol related crime (excluding ASB and DV) for FY06/07. (*For ASB & DV see ASB priorities and Volume Crime respectively.*)
5. Develop a robust partnership infrastructure (complimenting that already in place) to enable effective use of resources and access to services, contributing to Objective 3 (no increase in alcohol-related crime and disorder over FY06/07). All partners will be empowered to communicate benefits and availability of their existing services and consulting widely to respond to emerging demand.
6. Monitor trends in alcohol related anti-social behaviour to gather a base line for

local issues for 2006/2007 in order to influence service delivery for FY07/08.

7. Facilitate an effective, joined up programme of educational service delivery to ensure shared resources and expertise and appropriate resources for Young People, Parents, Agencies, Service Users and Licensees.
8. Complement the delivery of the DAAT plan with local implementation to meet emerging local needs.
  - a) Service Development for vulnerable groups.
  - b) Delivery of through-care, aftercare and rehabilitation
  - c) Lobbying for service enhancement and increased capacity for those in need outside of the criminal justice system.
9. Monitor the effectiveness of the Alcohol Related Crime priorities on the cross cutting themes of:
  - ❑ Community Cohesion
  - ❑ Diversity
  - ❑ Fear of Crime
  - ❑ Housing Criminal Justice support
  - ❑ Prolific and other Priority Offender Scheme.
10. Facilitate Criminal Justice Housing provision for all categories of complex needs.

## PARTNERS

Devon DAAT	Housing – Supporting People, RSL's and District Housing Departments	Licensed trade – retailers, licensees and leisure and hospitality industry
Health – PCT's, GP's, Health Visitors, Community Nurses	Business Community including Chambers of Commerce, North Devon plc, Federation of Small Business (FSB), etc	Police – Response, Beat Managers and specialists
Voluntary and Community Sector specialist services with specialist remit outside of Alcohol e.g. Domestic Violence support, Mental Health Services, Youth Organisations, Poverty Action Groups, homelessness charities CAB, etc	Voluntary and Community Sector specialist services With specialist remit of Alcohol e.g.	Community Cohesion and Regeneration projects – Transform, Forches Regeneration, Slade Road Cohesion Project Ilfracombe and others
Councils – North Devon District and Torridge,	Safer Devon Partnership	Government Office of the South West

Devon County Council		
National Probation Service	SureStart	Specialist Service Providers including EDP, Addaction and Quay Centre
User Groups and Forums	Young Peoples groups	LEA's, Schools and Colleges
Youth Services YOT, Devon Youth Service, Connexions,	YSmart	Job Centre Plus

## TARGET AUDIENCE OR GROUPS

Groups of special interest (see diversity section <b>page xx</b> )	Young People
Those known offenders in the criminal justice system especially those on the PPO matrix.	Alcohol support services, statutory, private sector and voluntary and community.
Service Users	Local Media

## CONSIDERATION TO CROSS CUTTING THEMES

<p><u>Community Cohesion</u></p> <ul style="list-style-type: none"> <li>□ Alcohol problems are both the cause and a symptom of community cohesion issues. Consider targeting initiatives through existing cohesion project areas as pilots or intensive support areas.</li> <li>□ Consider how alcohol services lead to more cohesive communities and ensure benefits are monitored and reported.</li> </ul>	<p><u>Criminal Justice Housing</u></p> <ul style="list-style-type: none"> <li>□ In extreme circumstances those with Chronic Alcohol related problems or significant alcohol related crime as a consequence of binge drinking might need additional support to break the cycle. Continued investigation of the new links between Criminal Justice Housing support and emerging alcohol priorities must be noted.</li> </ul>
<p><u>Diversity</u></p> <ul style="list-style-type: none"> <li>□ Once action plans are developed we must consider any additions or amendments to be made considering our diversity aims and needs. This is especially important around community education and information for all as well as access to services.</li> </ul>	<p><u>PPO</u></p> <ul style="list-style-type: none"> <li>□ Priority and other Prolific Offender Schemes work closely with developing alcohol action plans. Its important links are formalised over newly commissioned services or pilots to enable engagement by those targeted under the PPO scheme. This exists for all 3 strands and is especially important for the Prevent and Deter Strand where positive interventions for young people and access to services are an essential ingredient.</li> </ul>

## ANTI-SOCIAL BEHAVIOUR

### Background

CSP's are now required to include a strategy for tackling Anti-Social Behaviour (ASB) as part of our overall strategy.

Anti-Social Behaviour may be a relatively new phrase, but it has been around for many, many years. In 2003 legislation was introduced that offers agencies tools to deal with behaviour that affects people's quality of life. Anti-social behaviour is high on the list of Government initiatives and of concern to our communities and as such is also a priority for Safer North Devon.

It was recently estimated that 66,000 reports of anti-social behaviour were made to agencies in England and Wales on one day in Sept 2003. This equates to 13.5 million reports per year or one every two seconds. The cost of anti-social behaviour (not including the social costs suffered by victims and communities) has been estimated at £14 million per day or around £3.4 billion a year.

It is clear that anti-social behaviour has a major effect on levels of fear of crime amongst our community, especially older people or vulnerable groups.

In our 2004 audit we have attempted to audit the extent of the problem, however, have experienced challenges in collecting standardised, validated data. So many organisations are involved in this multi-agency approach, one of our biggest tasks during the lifetime of this strategy is to ensure accurate reporting and data sharing is carried out.

Anti-social behaviour is also not limited to individuals, it relates to areas and community/environmental impact. As a CSP we must monitor hotspots for ASB and work with teams to ensure we design out crime not only in those problem areas, but carry forward this learning into new build projects.

Many agencies are involved in the prevention, diversion and enforcement of Anti-Social Behaviour. Safer North Devon employs a growing Anti-Social Behaviour team to co-ordinate the work of other agencies and lead where appropriate on multi-agency response. Some agencies are specifically empowered under the terms of the Anti-Social Behaviour act, others already have a relationship with the individual, or are working to deliver solutions to an area of concern. Each agency has a vital role to play in representing the individual and the victims.

During the latter half of 2004 we have worked to consult with these agencies whilst managing an increasing caseload. This early learning has informed our first Anti-Social Behaviour Strategy (below). This strategy will now undergo a process of detailed objective and target setting to ensure a better understanding of Anti-Social Behaviour, its causes, and reduce the incidences and the impact on our community.

# Safer North Devon – A Strategy to Challenge Anti-Social Behaviour

## INTRODUCTION

Anti-social behaviour may be a relatively new phrase, but it has been around for many, many years. In 2003 legislation was introduced that offers agencies tools to deal with behaviour that affects people's quality of life. Anti-social behaviour is high on the list of Government initiatives and as such is also a priority for Safer North Devon.

Anti-social Behaviour is:

*“Behaviour that has caused, or is likely to cause alarm, harassment or distress to one or more persons, not of the same household.”*

## VISION

To increase confidence around response to Anti-Social Behaviour by empowering communities through the delivery of effective prevention, diversion and enforcement.

Areas subject to persistent Anti-Social Behaviour will be identified and action taken.

## AIMS

1. To decrease incidents of Anti-Social Behaviour and reduce the impact on the community by supporting delivery of effective and appropriate partnership solutions.
2. To increase awareness of the impact of Anti-Social Behaviour and offer guidance for appropriate community response.
3. To contribute to a countywide response to anti-social behaviour through Local Area Agreement Partnership working.
4. To ensure that the Anti-Social Behaviour legislation is used consistently and proportionately.

## **WHAT IS ANTI-SOCIAL BEHAVIOUR?**

### **Anti-Social Street Scene**

People have the right to feel safe on the streets and to be free to use communal spaces without fear. An anti-social street scene can make people feel unsafe and create fear of crime and might include:

- Rowdy nuisance behaviour/ intimidating groups
- Loitering
- Anti-social drinking
- Begging
- Street brawling
- Street prostitution
- Drug misuse

### **Nuisance Neighbours**

Nuisance neighbours are an anti-social minority who can destroy communities with their lack of regard for the quality of other people's lives. This type of anti-social behaviour can make people afraid to leave their own homes, especially as victim and perpetrator live close to each other. It includes:

- Nuisance neighbours
- Dumping rubbish
- Abandoned vehicles
- Misuse of fireworks
- Excessive noise
- Noise/air pollution
- Intimidation
- Unprovoked assault
- Spitting
- Verbal harassment
- Hoax calls
- Repeated unauthorised use of premises
- Animal related problems

### **Environmental**

Environmental anti-social behaviour can give communities the appearance of decline and when environmental anti-social behaviour is allowed to take place, other forms of anti social behaviour can seem more acceptable. Environmental anti-social behaviour can include:

- Graffiti
- Fly tipping
- Littering and waste dumping
- Dog fouling
- Vandalism
- Abandoned vehicles
- Criminal damage.

## **WHY IS TACKLING ANTI-SOCIAL BEHAVIOUR A PRIORITY?**

If left unchallenged anti-social behaviour can destroy communities and wreck lives.

If not dealt with, anti-social behaviour can cause serious problems including:

- High levels of fear of crime, creating 'no go' areas, making life miserable for many people and preventing them from doing what they want to do.
- Long term emotional and physical problems experienced by the victims.
- Residents moving out of the area.
- Damage to local business and community groups.

## **WHAT ARE THE INITIAL AIMS?**

Tackling anti-social behaviour requires a long-term investment by agencies and the community. By understanding the needs of the community and setting up a reliable system for sign posting members of the public to response agencies we aim to increase the reporting of incidents of anti-social behaviour.

By encouraging reporting a more accurate picture of anti-social behaviour in the area will be obtained and "hot spot" areas identified. Ensuring that all incidents are accurately recorded and investigated accordingly will increase public confidence. Diary sheets will be provided to victims, which may later be used as evidence. Areas of persistent anti-social behaviour will be problem solved and action taken.

To make tackling the problem more impactful our aims are divided into short-term and long-term activities. The strategy is to be viewed as a working document and may be changed and updated as our understanding of the situation grows.

## **WHAT ARE THE LONG TERM AIMS?**

Communities will be actively encouraged to support each other and wherever possible resolve community issues. This in turn will increase community cohesion and should lead to decrease incidents of anti-social behaviour. A strong message will be sent out stating that anti-social behaviour will no longer be tolerated. Unresolved matters will be brought to the attention of the relevant agencies and a resolution agreed.

Working in partnership we aim to reduce incidents and raise awareness of our work, its potential benefits and increase community confidence.

## **HOW WILL CASES BE DEALT WITH?**

There are three main strands determining how cases can be dealt with - prevention, intervention and enforcement.

In some cases it may be necessary that all three strands can be implemented at the same time.

Emphasis will always be placed on preventing anti-social behaviour occurring and identifying the reasons behind it when it does. However, in some severe cases it is acknowledged that enforcement may be the only appropriate course of action.

In most incidents of anti-social behaviour there will be three sides that should be taken into consideration – the victim, the offender and the location. Victims and witnesses will be supported throughout and a problem solving approach adopted when dealing with both the offender and the location. In extreme cases it may be necessary for the area in question to be re-designed to discourage further anti-social acts occurring.

## **DEALING WITH INDIVIDUALS**

Once named as engaging in anti-social acts, individuals will be entered into an escalation process. This process is balanced between protecting the community from further anti-social acts and offering the perpetrator an opportunity of altering their behaviour.

In each case a lead agency will be identified and initially they will attempt to resolve the issue. In most cases the lead agency will be the agency that receives the initial complaint. If they are unsuccessful at resolving the issue the agency will contact the Safer North Devon Anti-Social Behaviour team and the case will be entered onto the Anti-Social Behaviour escalation database. The escalation process is designed to be flexible and any further action taken will depend on the severity and circumstances surrounding the case.

## **STAGES OF THE ESCALATION PROCESS**

1. Letter one served by lead agency.
2. Letter two personally served by lead agency and Anti-Social Behaviour Co-ordinator.
3. Multi Agency Meeting to discuss any appropriate interventions, acceptable behaviour contracts (ABC) to be served and anti-social behaviour orders (ASBO's) on breach of any ABC's.

Safer North Devon and a representative from the lead agency serve ABC's.

4. Enforcement (ASBO application made to the court), generally but not exclusively on breach of an ABC.

Although the process is clearly split into four stages, providing it is justified and proportionate, an individual can enter at any level.

It is best practice that the stages are adhered to, but in some cases it may be appropriate to hold a multi agency meeting prior to letters being served. This will enable all of the agencies that are working, or should be working with the individual to share information and establish the best course of action to take. Although there is a requirement to consult with agencies there is no requirement that all the agencies should agree on an outcome.

Throughout the process consideration will always be given to support available or interventions offered for those engaged in the escalation process. In some cases this may run parallel to the four identified stages.

## **DEALING WITH LOCATIONS**

Almost without exception, there are three sides in every case, one of them being the location where the behaviour is occurring.

It is equally important to tackle an area where anti-social behaviour regularly occurs, rather than the offenders alone. In all cases long-term benefits should be considered instead of short-term solutions. This is the main responsibility of a proactive co-ordinator, located in Safer North Devon, but working with all agencies

When an area of anti-social behaviour has been identified agencies will be invited to discuss a plan of action to deter further incidents occurring. This plan will identify who is responsible for certain actions and when they should be completed.

## **THE ROLE OF THE ANTI-SOCIAL BEHAVIOUR CO-ORDINATOR**

The Anti-Social Behaviour Co-ordinator will act as the single point of contact for agencies involved in anti-social behaviour cases. The co-ordinator will become actively involved in each case at Letter 2 stage and when practicable serve this letter in the company of the lead agency. Multi agency meetings will be requested by the co-ordinator who will ensure that all the relevant agencies are contacted. Minutes from these meetings may be included in any subsequent ASBO application file.

## **INFORMATION SHARING**

Agencies dealing with ASB cases will be covered by the Devon wide information sharing protocol, which has already been agreed and signed. This is supported by Section 115 of the Crime and Disorder Act, which allows information to be exchanged for the purpose of reducing crime and disorder.

If you require any details on the information sharing protocol or who the current signatories are, please contact Safer North Devon on [communitysafety@northdevon.gov.uk](mailto:communitysafety@northdevon.gov.uk)

## Anti-Social Behaviour Summary

### TRENDS

#### Local

From the referrals received by this partnership it's clear we have a significant problem locally, although it's important to understand the nature of the problem and that this is kept in perspective with our existing low level of crime. We are currently involved in proactive and reactive work to reduce levels of ASB and prevent them occurring. The escalation process is working well, with success in stabilising offending behaviour, and providing partnership intervention and diversion as a result. The limited number of ABC's and ASBO's is viewed as a success for all involved. Although the police and other agencies are now improving their recording systems, no reliable data is available of the complete local picture; this will be resolved during year one of this new strategy.

#### Regional

Within North and East Basic Command Unit (BCU) for the six months April to October 2005:

**Cases:** 110 referrals, 101 letters sent, 27 Meetings, 25 ABCs signed, 10 ASBOs made, 26 breach occasions (total ASBOs in North and East Basic Command Unit (BCU) = 26, of which 10 have been breached in this financial year)

**Evaluation:** ongoing as cases close.

To date: 176 cases closed of which 52% youths and 48% adults. 72% male and 28% female. 100 (57%) only required a letter, and a further 40 (23%) were successful with the use of an ABC.

Across the whole of new Devon and Torbay there are currently 34 ASBOs, of which 11 were Youths (u18) at the time of the ASBO being made.

CSP areas within Devon are tending to move towards monthly ASB Decision Meetings, rather than an *ad hoc* meeting structure to make better use of agencies' time and resources and ensure that case discussions are kept focused

	<p>on anti-social issues. This also ensures ABCs and ASBOs are monitored more effectively.</p> <p>Across the South West region and indeed nationally, there is a variation in the way ASBOs are used, and the numbers of ABCs and ASBOs sought.</p> <p>An Escalation or tiered approach of warnings, ABC then ASBO has been adopted across a number of areas nationally. This is seen as best practice in ensuring that when ASBOs are applied for that it is proportionate to the behaviour and the needs of the perpetrator and victim/community.</p> <p>Case law resulting from appeals against ASBOs themselves or appeals against Breaches of ASBO has started to put limitations on the circumstances on when ASBOs may be sought, and the terms of the orders.</p>
National	<p>It was recently estimated that 66,000 reports of anti-social behaviour were made to agencies in England and Wales on one day in Sept 2003. This equates to 13.5 million reports per year or one every two seconds. The cost of anti-social behaviour (not including the social costs suffered by victims and communities) has been estimated at £14 million per day or around £3.4 billion a year. Government funding from 2004-2006 has established response teams in all districts. These teams vary from entire departments to half a post in smaller more rural areas. During 2006 it is intended that these posts be mainstreamed into community safety or police support teams, and ongoing support be funded locally.</p>
<b>NEEDS</b>	
Available Information	<ul style="list-style-type: none"> <li>❑ Our audit has proven it's impossible to get a clear baseline for ASB, in order to effectively measure impact of our activities on ASB we must establish this with some urgency.</li> <li>❑ Not all agencies recognise ASB as such when they record issues. We need to embed the adopted definition to all public and private sector partners in order to</li> </ul>

	ensure maximum recording of available information.
Community Involvement /Support	<ul style="list-style-type: none"> <li>❑ We must address the emerging cultural issues of intolerance in our communities. Whilst ASB is unacceptable and should be challenged, we must seek to support communities to problem solve where possible prior to resolving that nothing can be done or tasking inappropriate actions.</li> <li>❑ We must educate and support communities to recognise problems, and opportunities to get involved in the solutions. We will do this through existing community networks and community organisations and <a href="http://safernorthdevon.co.uk">safernorthdevon.co.uk</a>.</li> </ul>
Partnership or Service Commissioning	<ul style="list-style-type: none"> <li>❑ All ASB prevention, diversion and interventions are partnership projects. We must identify those partnerships in need of most support and respond accordingly.</li> <li>❑ Any new services commissioned must integrate with the valuable work already under way. Our “value-add” is to offer support to improve or enhance where possible but to recognise that additional commissioning may also be necessary.</li> <li>❑ The role of the ASB team must be clearly communicated and developed to ensure no duplication of effort.</li> </ul>
<b>ISSUES</b>	
Local Issues	<ul style="list-style-type: none"> <li>❑ Need to ensure a joined up approach and consistent standards of reporting and recording information and incidents for the co-ordinated process to be effective.</li> <li>❑ The demand for our services outstrips our resource. As an understanding of the community and partner benefit is increased, so does the workload. We must ensure sufficient investment in this area to make any impact on the local issues.</li> </ul>

	<ul style="list-style-type: none"> <li>❑ The Devon Wide Local Area Agreement has identified Anti-Social Behaviour as one of its main priorities. Safer North Devon must work to support this plan, and ensure our own actions compliment county wide delivery.</li> </ul>
<p><b>Regional Findings</b></p>	<ul style="list-style-type: none"> <li>❑ Duplication of effort in infrastructure development identified. The LAA commissioned Safer Devon Partnership has identified this and will provide opportunity for more joined up working.</li> <li>❑ The Local Area Agreement for new Devon provides an opportunity to move towards an improved delivery of ASB across the county.</li> <li>❑ Whilst at present this is retaining the local focus, it is expected to move towards having an ASB Unit for Devon. This will achieve a more consistent approach to the use of the escalation process and the success of legal action as it is hoped that such a Unit would have access to appropriate legal services.</li> </ul>
<p><b>National Priorities</b></p>	<ul style="list-style-type: none"> <li>❑ ASB is top of many political agendas and as such is often at the forefront of media interest and reporting. Often the public perception gained from this reporting leads to a level of expectation difficult to support or a perception of problems that are disproportionate to those experienced at a local level.</li> <li>❑ The drive from the government remains, although is being re-branded under the “respect” agenda. Police and local partners have priorities for tackling anti-social behaviour, and the Youth Justice System is also working hard on the prevention agenda, much of which dovetails with anti-social behaviour.</li> </ul>

## OPPORTUNITIES

<p>Locally</p>	<ul style="list-style-type: none"> <li>❑ Multi-agency working is already proving effective in finding appropriate interventions for ASB. Further opportunity to formalise information exchange, reporting and interagency communication must be pursued.</li> <li>❑ Devon and Cornwall constabulary have recently begun to record ASB as a category, we must work with them to monitor their early findings and problem solve accordingly.</li> <li>❑ By effectively managing ASB locally we have an opportunity to reduce the levels of fear of crime. The development of the Proactive and Reactive ASB Co-ordinator posts are essential to maximise opportunity.</li> </ul>
<p>Regionally – LSP, LAA and others</p>	<ul style="list-style-type: none"> <li>❑ Anti-social behaviour is identified as one of the working groups under the LAA through the Safer Devon Partnership. This provides early opportunity for sharing of best practice and resources across Devon.</li> </ul>
<p>Others</p>	<ul style="list-style-type: none"> <li>❑ National models of best practice are now being identified, keeping abreast of these developments will assist in creating solutions to local problems.</li> </ul>

## THREATS

<p>As Government funding ends in early 2006 we have a short term solution to resourcing this area, However, momentum must be maintained in order to prevent a negative impact on the community.</p>	<p>We must set reasonable expectations of what can be done with our limited resources. Safer North Devon cannot resolve all ASB although we will show leadership in our efforts. We must show communities how partnership is the way forward and that we are all empowered to make a difference.</p>
<p>Our communications over acceptable behaviour and interventions must be clear and concise; communities need clear understanding and not confusion or contradictions.</p>	<p>We must continue to consult on the effectiveness of our interventions to ensure appropriateness of our solutions.</p>
<p>Funding streams are changing with the LAA Pilot. Although there is a continuation of ASB funding until March 2008, due to the LAA, this cannot be ring-fenced for ASB. However, locally, it has been agreed that it will be ring-fenced for the next twelve months with a possible move towards a more streamlined structure over the course of the next 12-18months to a lesser number of posts, by way of more joined up working. This may best be achieved by an ASB Unit for Devon.</p> <p>However, the possible move towards three Commissioning Groups for Devon may hinder or confuse such progress.</p>	

## **ANTI-SOCIAL BEHAVIOUR**

### **VISION**

To increase confidence around response to Anti-Social Behaviour by empowering communities through the delivery of effective prevention, diversion and enforcement.

Areas subject to persistent anti-social behaviour will be identified and action taken.

### **AIMS**

1. To decrease incidents of Anti-Social Behaviour and reduce the impact on the community.
2. To deliver effective and appropriate diversionary solutions to support a decrease in incidents.
3. To educate victims and perpetrators of anti-social behaviour to understand impacts in order to develop increased tolerance or alternative behaviour patterns and identify available options.
4. To forecast long term risks and opportunities for partnership working to positively benefit our community.
5. To ensure that the Anti -Social Behaviour legislation is used consistently and proportionately.

### **OBJECTIVES**

1. To deliver support to LAA Safer Devon Partnership ASB priority actions 2005-2008 to contribute to a 16% reduction of BCS comparator crimes countywide.
2. To establish a baseline for Anti-Social Behaviour in our district using police and partner recorded data for FY05/06.
3. To increase reporting of Anti-Social Behaviour in our district by 10% during FY06/07 compared with recorded data for FY05/06.
4. Mainstream ASB posts and service within the Community Safety Team by April 07.
5. Manage the ASB escalation process monitoring all stages of communication,

ensuring facilitation of all appropriate support services to minimise transition rates and reduce the impact on victims.

6. Challenge areas of persistent Anti-Social behaviour by partnership problem solving delivering a work-plan for improvement and reduction in incidents by April 2007.

## PARTNERS

Addaction		
Age Concern North Devon		
Barnstaple Youth House		
Citizens Advice Bureau		
Connexions		
Devon and Cornwall Constabulary		
Devon County Council		
Devon Family Group Conferences		
Devon Partnership Trust		
Devon Youth Association		
Devon Youth Service		
District Council Housing Services		
Education Welfare		
GOYA		
National Family Mediation Service		
Neighbourhood Watch		
North Devon Community Mediation		
North Devon District Council		
North Devon Primary Care Trust		
Princes Trust		
Registered Social Landlords (RSL's)	<b>OTHERS??</b>	
SureStart		

Torrige District Council		
Transform		
Treads		
Victim Support		
YISP		
Youth Offending Team		
YSmart		

## TARGET AUDIENCE OR GROUPS

Young People	
Elderly and Vulnerable Groups	
Community and Residents Groups	
Others??	

## CONSIDERATION TO CROSS CUTTING THEMES

<p><u>Community Cohesion</u> At the heart of cohesive communities is the ability to consider others and how your behaviour in the widest sense impacts on those around you. ASB is proven to cause significant fractures in communities and can lead to divisions of neighbourhoods, individuals and generations. We will continue to support formal community cohesion projects and monitor impact of our projects on all aspects of community cohesion.</p>	<p><u>Criminal Justice Housing</u> Applicable if an individual is accused or involved in Neighbourhood disputes which puts their tenancies at risk. Additionally this group of RSL's proactively seeks to develop area problem solving and early intervention to prevent breakdown in communities and tenancies being terminated prematurely. Equally this interface allows us to advise on appropriate measures to enforce as necessary to terminate damaging behaviour.</p>
<p><u>Diversity</u> ASB does not discriminate, so it's essential all responses to ASB or area problem solving whether prevention, diversion or enforcement are accessible and appropriate for all. It is essential that we validate all our plans to ensure we are incorporating those already identified as groups of special interest.</p>	<p><u>PPO</u> N/A</p>
<p><u>Fear of Crime</u> Reducing ASB in many cases reduces</p>	

fear of crime. Simple problem solving or multi-agency interventions can make such significant difference, ASB and its management must be seen as a key factor in reducing fear of crime in our rural and urban communities. This involves direct communications and responses to problems, as well as communications for community involvement and empowerment through media and community groups.

## DRUG RELATED CRIME

Drug related crimes are those, which are directly linked to the buying, selling, production or cultivation of illegal drugs.

There is increasing understanding of a link between certain types of offending and drug use. CSP's and the police refer to this as acquisitive crime; these are crimes committed to generate money that can be spent on drugs (or alcohol).

The impact of acquisitive crime on our community is significant, the main examples are burglary, theft from motor vehicles and robbery. This in turn contributes to an increased fear of crime.

Drug misuse has grown over recent years evidenced by the number of people entering prison with significant drug problems, acquisitive crime, drug-related ill health and the number of young people reporting substance misuse problems.

Substance misuse is a symptom and a cause of social exclusion. All agencies working in the field of substance misuse are working to address the immediate and longer term causes and consequences, this involves work with individuals, and problem solving with families, locations and communities.

The rural nature of Devon poses very real challenges in delivering drug services in areas where they are needed.

Given the scope of this problem, and the challenge in addressing so many elements of this area, we are guided by a national document produced by the government in 1998.

The Government's 10 year National Drugs Strategy (1998) was updated in 2002 and set the priorities:

- Educating **young people** about the risks of the drugs and prevent future problems
- Reducing drug related deaths through **harm reduction**
- Reducing drug use through improved access to **drug treatment**
- Reducing **drug related crime** and the impact of drug misuse on **communities**
- Reducing the **supply of illegal drugs**

Combating drug problems locally and ultimately impacting on Drug Related Crime and its causes is only possible through partnership.

A lead partner locally is the Devon Drug and Alcohol Action Team (DAAT).

Devon, as a two-tier authority operates a countywide DAAT. The function of the Devon DAAT is "to work in partnership to implement National and Local Strategies and to commission local substance misuse services".

A recent development, since the completion of the Government's Alcohol Harm Reduction Strategy in 2004 is the regional proposal for Devon DAAT to work with partners to develop an Alcohol Strategy Framework in 2005-2006 with the intention of commissioning alcohol services from 2006-2007.

CSP's are partners to DAAT's along with other agencies across the public and voluntary and community sectors. We work with DAAT's alongside Children's Trust to support young people vulnerable to substance misuse and to prevent other problems, and Supporting People to help provide more supported housing for homeless people many of who experience problems with substance misuse.

DAAT's work to a number of targets and Key Performance Indicators. They ensure that all work undertaken at a regional and local level contributes towards these four outcomes:

- ❑ To protect children from harm
- ❑ To promote social inclusion
- ❑ To reduce the health problems caused by drug misuse
- ❑ To reduce drug related crime

Significant evidence is available to support the development of plans and actions to deliver each of these 4 outcomes through the recent DAAT audit, produced simultaneously with our own local audit. This is the basis for DAAT plan development and for our complimentary local plan development. (Appendix A)

Research published by The Joseph Rowntree Foundation in 2004 cited "little evidence of drug user or carer involvement in strategic decision-making structures."

This statement, along with the experience gained from the last strategy delivery is the catalyst for a more inclusive approach to the development and review of our action plan. Our CSP is actively supporting the local Drug and Alcohol forum which seeks to engage agencies at all levels of service specification and provision and includes representatives of service users.

During the first quarter of this strategy, we are seeking input and guidance from users and service providers before setting the detail of our plans. (This is also the case for the remaining 3 priority areas.)

Safer North Devon has developed a dynamic action plan during the second quarter of financial year 2005/06 and sought to involve service users and expert agencies.

This will seek to be complimentary to the Devon DAAT Strategy for 2005-2008 which aims to:

- a. Establish the extent of drugs supply and associated criminality and anti-social behaviour
- b. Plan and execute a strategy to tackle these issues
- c. Measure the impact of that strategy and whether it has an effect or negative disproportionate impact on diverse groups
- d. Show how and where drug problems affect specific environments

- e. Identify what problems are predominant local concerns and design solutions
- f. Establish special measures where necessary for diverse groups.

It will also consider the recommendations of the Safer Devon Partnership Drug and Alcohol working group and ensure pan-Devon provision is pursued whenever possible.

Finally, we will support this with local solutions for local problems, defined from audit findings and user and service provider consultation.

Our 3 year strategy on drugs will identify 2 or 3 strategic priorities for each arm of the National Drugs Strategy.

Supply  
Communities  
Young People  
Treatment

We will also monitor ongoing collection of data and develop infrastructure services to develop a sustainable approach to aftercare and provide an environment for closer working between agencies.

## Drug Related Crime Summary

### TRENDS

#### Local

- ❑ Offenders with an injecting heroin profile across North Devon will spend on average £260 per week on street drugs, which are mainly funded by crime.
- ❑ 81% of offenders questioned on drug choice at Barnstaple custody centre stated Heroin was their preferred drug.

#### Regional

- ❑ Several small-scale surveys provide evidence that heroin, cocaine and ecstasy are easy to get hold of in most parts of Devon.
- ❑ The street value of drugs has remained largely constant over the past 5 years.
- ❑ Offenders with an injecting heroin profile across Devon will spend on average between £360 & £400 per week on street drugs, which are mainly funded by crime.

#### National

- ❑ 49% of 16 – 24 year olds have used an illicit drug in their lifetime, 30% in the last year and 19% in the last month.
- ❑ Offenders with an injecting heroin profile will spend on average £400 per week on street drugs mainly funded by crime.
- ❑ Nationally, heroin, crack and cocaine users are responsible for 60-70% of these crimes and around three-quarters of crack and heroin users claim to be committing crime to feed their habit.

## NEEDS

### Available Information

- ❑ Sign posting of services
- ❑ Understanding the impact supply has on demand?
- ❑ What impact does market disruption have on; reducing supply, encouraging problematic drug users to access treatment, the street price of drugs, crime?
- ❑ Understanding existing education provision and minimum levels of partnership responsibility.

### Community Involvement /Support

- ❑ Rural access to drug services is poor, consider immediate activity which might make a difference.

### Partnership or Service Commissioning

- ❑ More emphasis on joined up working across agencies and geographies.
- ❑ Understanding the limitation to existing service provision and lobbying for improvement and change.

## OPPORTUNITIES

### Local Issues

- ❑ Heroin is the main problem drug for over 80% of drug treatment service users. Poly-drug use across Devon at 10% is higher than the national average of 6%.

### Regional Findings

- ❑ Drug markets across Devon are mostly 'closed' for heroin and Crack cocaine, making enforcement difficult and costly.
- ❑ Recreational drugs are more readily available in open markets, such as pubs and clubs.

### National Priorities

- ❑ Preventing today's young people from becoming tomorrow's problematic drug users.
- ❑ Strengthening communities against the effects of drug misuse and reducing the harm that drugs cause to those communities.
- ❑ To reduce the supply of illegal drugs on our streets.

To enable people with drug problems to overcome them and live healthy and crime free lives.

## OPPORTUNITIES

Locally

- ❑ Prolific and other Priority Offender scheme.
- ❑ Through care and Aftercare provision through local Criminal Justice and Drug Intervention schemes.

Regionally – LSP, LAA and others

- ❑ The National Treatment Outcome Research Study shows that for every £1 spent on Treatment, £3 is saved to the Criminal justice and Health systems, investment on local services through the Safer Devon Partnership (SDP) and DAAT is therefore vital.

Others

## THREATS

Acquisitive crimes such as Burglary and theft from vehicles, causes significant damage to communities and are mostly committed to fund drug habits.

Shoplifting, vehicle crime, fraud and drug dealing are the crimes most commonly committed to fund drug use.

Substance misuse is estimated to be a risk factor in 20% of youth offending. This has been seen to rise to 50% on second offences.

70% of drug users live outside the main treatment area of Barnstaple.

## **DRUG RELATED CRIME**

### **VISION**

To reduce the damage caused to the social and economic structures of our community by enabling effective prevention, justice, treatment and aftercare to drug users.

### **AIMS**

To reduce levels of repeat offending amongst drug users especially those identified on the Priority and other Prolific Offender Programme (PPO) list.

Support appropriate availability and participation in drug treatment programmes linked to the Priority and other Prolific Offender Programme. (PPO).

Support the district and county LSP Housing groups as a consultant body to identify ways of improving access to existing housing for criminal justice treatment cases.

Lobby for access to increased drug treatment services available to those outside of offending.

### **OBJECTIVES**

1. To deliver support to LAA Safer Devon Partnership Drugs (and Alcohol) priority actions 2005-2008 to contribute to a BCS comparator crime reduction target of 16%.
2. Work with Partner Agencies, the Devon DAAT and the Safer Devon Partnership to ensure that the National Drugs Strategy is delivered effectively in North Devon.

The main themes of the Drugs Strategy are:-

- ❑ Young People - education, prevention and treatment
- ❑ Drug Treatment for adults
- ❑ Criminal Justice
- ❑ Reducing the supply of drugs

3. Develop an effective and sustainable approach to aftercare, ensuring social needs are addressed.

4. Facilitate an effective, joined up programme of educational service delivery to ensure shared resources and expertise and appropriate resources for Young People, Parents, Agencies, Service Users, Employers and Licensees.
5. Lobby relevant agencies for increased access to services for those in need but outside of the Criminal Justice System.
6. Support Devon and Cornwall Constabulary to reduce the availability and promote the success of operations aimed at reducing class A drugs.
7. Provide an effective communication model for closer communication between agencies. Building trust and ensuring sign up to appropriate information sharing protocols.
8. Develop a co-ordinated local Harm Reduction Strategy, agreed and supported by DAAT, Safer North Devon, DAF and local agencies
9. Monitor the effectiveness of the Drug Related Crime priorities on the cross cutting themes of
  - ❑ Community Cohesion
  - ❑ Diversity
  - ❑ Fear of Crime
  - ❑ Housing Criminal Justice support
  - Priority and other Prolific Offender Scheme.

## PARTNERS

Devon DAAT	Housing – Supporting People, RSL’s and District Housing Departments	Licensed trade – retailers, licensees and leisure and hospitality industry
Health – PCT’s, GP’s, Health Visitors, Community Nurses	Business Community including Chambers of Commerce, North Devon plc, FSB, etc	Police – Response, Beat managers and specialists
Voluntary and Community Sector specialist services with specialist remit outside of Drugs e.g. Domestic Violence support, Mental Health Services, Youth Organisations, Poverty Action Groups, Homelessness Charities CAB, etc	Voluntary and Community Sector specialist services with specialist remit of Drugs e.g.	Community Cohesion and Regeneration projects – Transform, Forches Regeneration, Slade Road Cohesion Project Ilfracombe and others
Councils – North Devon District and Torridge,	Safer Devon Partnership	Government Office for the South West

Devon County Council		
National Probation Service		Specialist Service Providers including EDP, Addaction and Quay Centre
User Groups and Forums	Young Peoples groups	Local Education Authorities (LEA's), Schools and Colleges
Youth Services YOT, Devon Youth Service, Connexions,	YSmart	Job Centre Plus

## TARGET AUDIENCE OR GROUPS

Young People

Elderly and Vulnerable Groups

Community and Residents Groups

## CONSIDERATION TO CROSS CUTTING THEMES

### Community Cohesion

Drug misuse contributes to a break down of any community. Combined with other social issues, it can be the root cause of problems or mask issues as yet unchallenged. All our plans must target those areas with issues around community cohesion, or be examined to understand the contribution made to maintain cohesive communities.

### Criminal Justice Housing

Sustained tenancy is an essential element of the success of any treatment programme no matter how acute the problem. This issue will be monitored and trends of tenancies lost due to drug related issues monitored and appropriate interventions or preventative work undertaken.

### Diversity

Drug issues whether chronic or "recreational" do not discriminate, so it's essential all responses to drug related crime whether prevention or treatment are accessible and appropriate for all. It is essential that we validate all our plans to ensure we are incorporating those already identified as groups of special interest.

### PPO

An attempt is made to engage Prolific Offenders in changing their chaotic lifestyles by engaging in substance misuse programmes. The majority of those targeted on "catch and convict" are directed to Drug treatment programmes, some are poly users and alcohol undoubtedly plays a part in their issues.

### Fear of Crime

Media has a big role to play in awareness vs fear raised over Drug issues. It's important that appropriate promotion of success in treatment,

intervention and education is made, without raising fear further.	
--	--

*(I have just confirmed Volume Crime will be managed by Crime Reduction for Devon and Cornwall Constabulary – this section of the plan will be updated with the agreed plan early Jan 2006)*

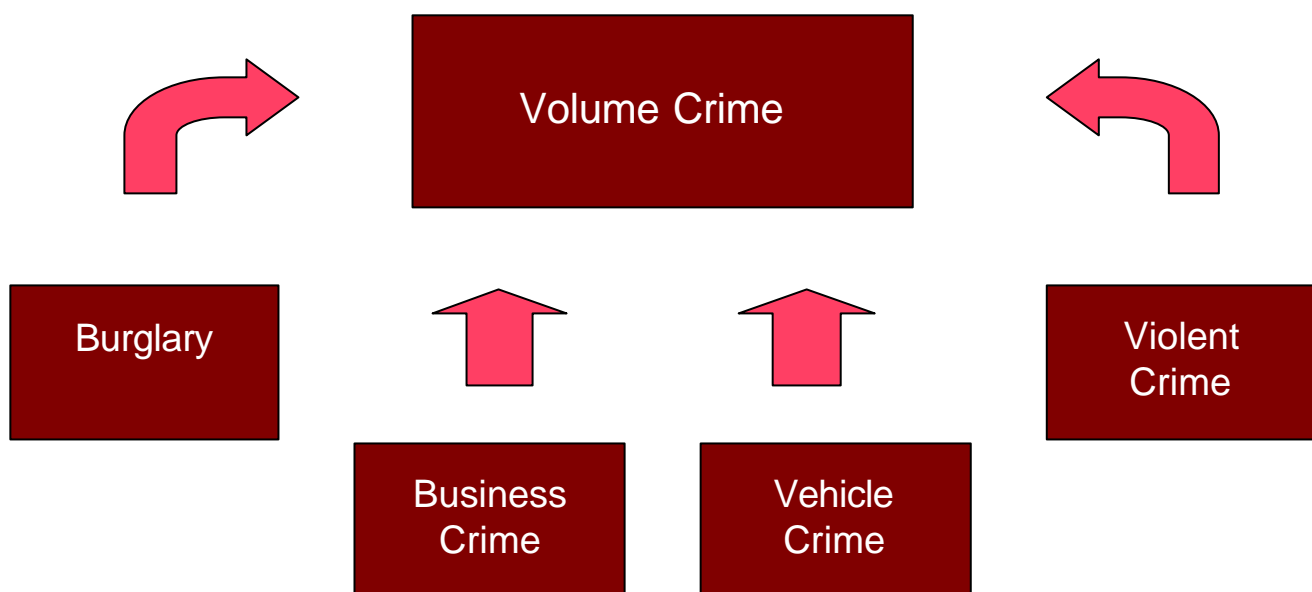
### VOLUME CRIME

Volume Crime for the purpose of this strategy is defined as Burglary, Business Crime, Vehicle Crime, Violent Crime. Our partners will include numerous other areas of crime within Volume Crime, however in order to focus our activity we are focusing on these primarily.

Volume crime in Safer North Devon is of concern for a number of reasons.

Firstly, volume crime is often a barometer for other significant social problems and often highlights issues around community cohesion and indicators such as Drug and Alcohol problems.

Volume crime such as burglary and vehicle crime are termed as acquisitive crime, which means they are a crime category often linked to the needs of chaotic drug and alcohol users.



### BURGLARY

Burglary levels have experienced a considerable fall nationally since a peak in the mid 1990's. The British Crime survey recorded a 47% decrease in the number of domestic burglaries between 1995 and 2003/2004.

Our recent audit of crime and disorder shows Burglary as 9.2% of the total crimes recorded in Safer North Devon between 1<sup>st</sup> April 2003 and 31<sup>st</sup> March 2004.

Our district performs well with 5.6 domestic burglaries per 1,000 household compared to the national average of 21.3, however it's important not to become complacent.

Our local survey showed a level of concern about becoming a burglary victim, despite our rate of 5.6 per 1000 households in Safer North Devon (for the period of 1st April 2004 to the 31st March 2005) being significantly lower than the national average.

Burglary in our district however, despite being in very small numbers (only 409 domestic burglaries in 2003/2004) is experiencing an increase overall. (399 recorded in the previous year). This increase still represents an increase of 19.3%, which is clearly unacceptable.

We should appreciate that if you are a victim of one of these domestic burglaries the event itself and the associated fear of being a repeat victim is a real issue.

Crime hotspots have been identified to further understand the results of the early audit findings. We have established an offender profile of those offenders who were apprehended.

The hotspots have helped us understand those areas in each of our main towns where burglary causes the biggest problem, this enables us to target appropriate preventative measures.

Working with the expertise of the Police Crime Reduction Team, Safer North Devon is able to support immediate response to emerging problems and to analyse the impact of prolific offenders on our burglary (and volume crime) recorded rate.

The offender profiling has given an overview of those causing the most harm although more work is needed in this area, and we must acknowledge the limitations of this data when we can only analyse to a detection rate of house burglary at 16.2% and other burglary 19.5%. (1st April 2004 to the 31st March 2005, source <http://www.devon-cornwall.police.uk/v3/publrep/charts/annual/XlsSource/Northern%20Devon1.xls> )

We do know we have had an issue with a handful of prolific offenders carrying out multiple burglaries. Our PPO scheme (see cross Cutting themes) will go some way to addressing this with targeted intervention and enforcement. Additionally looking at Drug and Alcohol treatment through our new strategy priorities will support the process of reducing the demand for acquisitive crime to support drug habits.

On analysis of the components of the statistics, it's clear that while burglary in North Devon has steadily risen over the past 3 years, Torridge has shown a consistent decrease.

This is likely in part to be reduced in Torridge because of consistent programmes of target hardening with the Police Crime Reduction Team and voluntary groups such as the Torridge Handyman scheme.

Distraction burglary remains an issue, and to an extent a somewhat unknown quantity. Distraction burglary has only been recorded by 43 police forces in the UK since 1<sup>st</sup> April 2003 as a subset of burglary dwelling.

Some early projects have helped identify the best target for local initiatives:

*It is appropriate for anti-distraction burglary projects to focus upon older people. Those over 75 made up 72% of the victims, and were five and a half times more likely to suffer from this crime than those aged 65 to 74.*

(Leeds distraction burglary initiative)

Some effective initiatives are being carried out in our district, regionally and nationally. Our aim during this strategy is to work with our partners to learn from best practices of others, whilst continuing the good work already under way.

The SDP and their Volume Crime Task Group will ensure this is done effectively.

## BUSINESS CRIME

In August 2003 the Home Office announced that the Government had launched a business crime strategy to tackle business related crime. A number of initiatives were launched including allocating business crime advisors and joint venture action groups. Systems were developed to exchange information on known offenders and practical security systems.

A Home Office Audit in 2001 estimated that 44% of the cost of all crime is suffered by businesses and organisations. However little business crime is reported to the police.

The Federation of Small Business conducted the "FSB Biennial Membership Survey 2004" which showed that over half of all businesses have been victims of crime in the last year.

Although crime does occur in business, it would appear that it is accepted by most as just a part of running or owning a business. This view would also account for the low reporting to police.

Business crime trends locally show an increase since our 2001 audit. 2002/03 saw an increase of 14.6% on the previous year and a further increase of 6.2% for 2003/04. We know that this is only a percentage of actual business crime, but it's not clear if crime is increasing or we are merely increasing reporting.

During the last strategy Safer North Devon have capitalised on the opportunity to develop systems locally to combat existing issues of business related crime and provide a clear message of prevention. Additionally we secured 3 successive years of government funding to purchase hand-held radio's for "Radio-Net" schemes. These schemes are initiated from a partnership between police colleagues, district and town councils and the business and licensees of our district. Currently schemes are run in Barnstaple, Bideford, Westward Ho, Northam, Ilfracombe and Braunton.

Barnstaple has also recently been awarded the prestigious Safer Business Award, the first in Devon and Cornwall to do so. Torrington District Council is now working with a government commissioned organisation called Action Against Business Crime to pursue the Safer Business Award status for Bideford.

Our region has comprehensive CCTV systems in many areas including Barnstaple, Bideford and Ilfracombe run by North Devon and Torrington District Councils, again supported in part by successful government funding bids for camera systems.

Safer North Devon is interested in understanding the motivation of businesses in reporting or acknowledging crime issues locally. We aim to increase reporting by providing intelligence and partnership infrastructure to assist, whilst improving confidence to report crimes. With 15,000 businesses locally, we have a big target audience.

Success in this area will have positive impact on understanding the true extent of business crime locally, whilst analysing the impact of Priority and other Prolific Offender Scheme and further targeted Drug and Alcohol activity on shoplifting. It's widely acknowledged that there are links to shoplifting for those looking to fund a drug habit. Success in target hardening burglary may lead to an increase in shoplifting, so we must monitor both simultaneously to respond to any displacement of the volume crime problems.

## VEHICLE CRIME

Vehicle Crime refers to

- ❑ Theft from a motor vehicle
- ❑ Theft of a motor vehicle
- ❑ Vehicle Interference
- ❑ Taking without an owners consent (TWOC)

Between 2002/3 and 2003/4 the British Crime Survey states that vehicle related offences have fallen by 10%.

In Safer North Devon, vehicle crimes year on year showed reductions in Theft of vehicle and TWOC but increases in Theft from vehicle and Vehicle Interference when compared with Devon and Cornwall Constabulary and nationally.

Similar to other priority areas we carried out reviews of Vehicle Crime hot-spots and offender profiling, and again have established areas of prevalence and a greater understanding of our target offenders.

In partnership we will undertake appropriate problem solving responses to the areas of concern. For example, Barnstaple is identified as having 50.4% of recorded thefts from vehicles – targeting this location will significantly impact on the incidences and its impact on our community. This is an ongoing priority for the Police Crime Reduction Team

6% of offenders profiled for theft from vehicles offended more than 3 times. One offender is known to have committed 7.6% of all offences. Additionally when offenders were profiled on criminal damage to vehicles one offender is known to have committed 316 offences, and a further 5 have committed 315 offences each.

Clearly this is an issue for agencies and for the community. Our PPO scheme (see cross Cutting themes) will go some way to addressing this with targeted intervention and enforcement. We will monitor the impact of this new scheme on vehicle crime trends and respond accordingly.

Safer North Devon will support initiatives proposed by the Police Crime Reduction team, we will empower communities to make a positive impact on the rate of vehicle crime through continued education and will make efforts to problem solve through partnership in our vehicle crime hot-spots.

## VIOLENT CRIME

This section of the Volume Crime plan encompasses all elements of violent crime including Domestic Violence. This element of volume crime is the most concern to our communities and to us as a partnership. The national trend for violent crime is increasing. We are increasing reporting of Domestic Violence locally, which is also increasing the recorded incidences of Violent Crime.

Violence is one of the leading causes of ill health and premature death globally. Every year millions of violent crimes are taking place within homes, schools, institutions and communities. From threatening behaviour through to murder, violence has devastating effects on victims, their families and friends, witnesses and entire communities.

There are an estimated 2.7 million incidents of violence every year in England and Wales. The consequences of which can include physical, mental or sexual injury for victims, whilst the wider community suffers through fear of crime.

This strategy moves the focus from dealing with the consequences of violence to preventing its occurrence.

*There is an increasing recognition that many risk factors (for being both a victim or perpetrator) are shared between different types of violence. For example, truancy and poor academic achievement can increase a young person's vulnerability to youth violence as both a victim and a perpetrator, whilst ensuing problems such as reduced earning potential can also increase their risk of perpetrating intimate partner violence and elder abuse later in life.*

(Violent Britain – People, Prevention and Public Health: March 2005)

Despite the links between the different forms of violence, each has been frequently tackled in isolation and often addressed by agencies in a segregated manner. This

has become increasingly untenable as the consequences of different forms of violence for multiple agencies become more apparent.

We also need to show clear links to other plans and strategies to ensure a joined up approach – partnership is essential to ensure success.

*Developing common approaches to tackling violence requires agencies to have a better understanding of the shared causes and consequences of the different forms of violence, and also of the policy areas that enable them to influence the causes of violence.*

(Violent Britain – People, Prevention and Public Health: March 2005)

Safer North Devon promotes integrated working between agencies responsible for supporting victims; dealing with perpetrators of violence and controlling the environmental and social factors that contribute to the development of violent behaviour.

Violent Crime in this strategy will be categorised to allow a more focused action plan to be drawn up, however each element will not be dealt with in isolation from another or from other priority areas or cross cutting themes it might relate to. Early 2006 a partnership action plan will be developed, monitored and evaluated.

### Youth Violence

One of the biggest concerns of recent national trends is the increase in violent crime committed *by* or *against* young people (aged 10 to 30 years).

This accounts for an estimated 60% of all violence committed in England and Wales

(Home Office, 2003).

Youth violence is one that receives most media attention – it sells newspapers and makes “good” TV. Public perception as to the severity and extent of the problem locally is often exacerbated because many incidents occur in public places at the heart of our communities.

The impacts of youth violence can be huge, including physical injury (sometimes lethal), mental health problems and suicide, with wider costs to society including fear of crime, destruction of property and disruption to essential services.

*Young men aged between 16 and 24 were most at risk of being a victim of violent crime.*

*Over a 12-month period, nearly a third of 16-17 year old males reported committing a violent crime.*

2003 Crime and Justice Survey

Youth violence places a heavy burden on criminal justice and health services in particular. For example, assault is the second leading cause of hospital admission for male’s aged 15 to 24 years in England. A crude estimate of the total costs of youth violence is £12.6 billion annually.

### Elder Abuse

Elder abuse is any act that causes harm or distress to an older person, including physical violence, emotional abuse, neglect and financial abuse. Consequences can include depression, psychological distress, fear and physical injury.

See **xxxx** for more detail of the wider issues of elder abuse.

### Alcohol Related Violent Crime

Clearly linked to our other priorities of Alcohol Related Crime, Anti-Social Behaviour, and the cross cutting elements of Community Cohesion, Fear of Crime and Priority and other Prolific Offender programme, this element of Volume Crime is complex.

Our ability to reduce the known incidences is dependent on us looking closely at the causes of the incidents and problem solving accordingly.

The new licensing legislation and the considerable efforts of Police Crime Reduction have established a framework for partnerships to deliver to common goals. Such new projects as BAND (Barnstaple Against Night-time Disorder) are challenging unrest in one of our town centres led by the Licensees Association locally. This proves the commitment to the licensed trade to invest in alcohol related crime prevention and will be held as best practice to our counterparts across Devon. Alcohol related violent crime will form a priority within our Violent Crime plan.

### Anti-Social Behaviour

Many incidents of violence are not regarded as criminal, particularly when the events do not result in physical injury or when the perpetrators are juveniles

(Campbell, 2002).

For this reason the process of review provided under the Anti-Social Behaviour Act 2003 offers opportunity to review, intervene and enforce against violent patterns of behaviour. Anti-Social Behaviour can include acts of harassment and threat that place people in fear of physical violence. Ultimately, if no diversions or interventions are effective Acceptable Behaviour Contracts (ABC's) and Anti-Social Behaviour orders (ASBO's) are available to agencies to prevent further violent anti-social behaviour.

### Bullying

Violence perpetrated predominantly by young people is directed against peers in the form of bullying. While the majority of incidents do not cause visible, physical injury, bullying can cause long-term psychological damage to its victims.

According to a Kidscape survey 68% of children said that they had been bullied at least once. Bullying is the reason why approximately 14 children kill themselves each year. 20% of victims suffer from long-term emotional and psychological damage. Stop bullying now.net reports that 60% of children who did the bullying will have a criminal conviction by age 24.

Safer North Devon acknowledges the effects bullying has on victims and on potential future crime levels. The personal cost to an individual subjected to bullying far exceeds the costs of burglary or vehicle crime yet it is often overlooked as an offence. There is evidence to suggest that a high proportion of bullies or those classed as ‘bad children’ go on to have a criminal record. In addition 60% of excluded school children admitted to committing crime. Therefore the way in which the bullies are dealt with is just as important to community safety as the protection of victims.

A new strategy for tackling bullying that doesn’t involve punishment or expulsion from school has proved 80% successful in terms of amending the bullies’ behaviour and allowing the victim to be happy and safe in school. The ‘no blame approach’ developed by Barbara Maines, an educational psychologist, and George Robinson a teacher trainer, operates from Bristol. Recently the couple have provided training to Education and Youth professionals in Safer North Devon. It is expected that the “no blame approach” will be offered to some local schools as a means to stop bullying and create a more harmonious learning environment for all. Again, establishing a partnership response to bullying and identifying a role for Safer North Devon will form part of our violent crime action plan.

Domestic Violence

Safer North Devon has enjoyed a mutually beneficial relationship with a Domestic Violence team within Devon County Council. This group is now known as ADVA (Against Domestic Violence and Abuse) and is a nominated lead group of the Safer Devon Partnership, tasked with delivering the Safer and Stronger Communities strand of the Local Area Agreement. (LAA)

ADVA is publishing its 3-year strategy in conjunction with this strategy. This has identified a vision for the next 3 years:

*A model that integrates the criminal and community responses to victims/survivors needs. (Integrated Domestic Abuse Support Units – IDASU)*

This model proposes 3 main IDASU’s

- ❑ North Devon and Torrridge
- ❑ Exeter, East & Mid Devon
- ❑ South Hams, Teignbridge, West Devon and Torbay

The models of good practice proposed are:

**Criminal Justice Interventions**

**Community Support Services**

MARAC	Women’s Refuge
-------	----------------

IDAP	Outreach for Women
Specialist DV Court	Outreach for Men
Police Risk Assessment	Advocacy for Survivors
Co-located DV units	Community Perpetrator Programmes
Advocacy Worker	Children's Specialist Worker
	Pattern Changing Courses
	Community Support Agencies implementing risk assessment

Safer North Devon is committed to assisting ADVA in the delivery of its objectives. Locally our district has a long running, well-supported Domestic Violence Forum. This forum has proposed a new DV strategic Group to work with ADVA at Devon County to prioritise work and emerging local issues and opportunities, clearly identify support the Devon-wide ADVA Strategy 2005-2008 whilst delivering on local priorities.

## DESIGNING OUT CRIME – DESIGNING IN COMMUNITY SAFETY

The role of the Police Architectural Liaison Officer (ALO) was developed as a result of Section 17 of the Crime and Disorder Act 1998 which placed a statutory duty on local authorities which requires them to do all they reasonably can to prevent crime and disorder.

This officer is able to advise on:

- ❑ Designing out opportunities for crime.
- ❑ Designing out fear generators (that help create a fear of crime)
- ❑ Designing out opportunities for community conflict.
- ❑ Designing out areas that lend itself to unacceptable behaviour.
- ❑ Designing out opportunities for anti social behaviour.
- ❑ Designing in Community safety.

The opportunity for crimes predominately include domestic burglary, but assaults, harassment, damage, and drunken behaviour can also be deterred.

With permeability and large estates there is potential for problems with anonymity, casual intrusion, unacceptable and Anti-Social Behaviour.

Community conflict arises when unruly families or those who have chaotic drug or alcohol problems, or complex social needs, exhibit volatile behaviour in their daily lives, have disregard for neighbours or the community at large.

Areas that are closely looked at include:

- ❑ Casual intrusion
- ❑ Communal spaces
- ❑ Community conflict – rowdy youths/drunken adults etc
- ❑ Defensible space

- ❑ Dwelling boundaries
- ❑ Entrance routes
- ❑ Fear of crime
- ❑ Footpaths/cycle paths
- ❑ Housing layout
- ❑ Landscaping
- ❑ Loitering
- ❑ Perimeters
- ❑ Private/public space
- ❑ Routes serve the development
- ❑ Shrubs/trees
- ❑ Skate boarders/BMX bikes
- ❑ Standards of doors/windows in buildings
- ❑ Street lighting
- ❑ Use of rumble strips, change of colour or texture of roads
- ❑ Utilities
- ❑ Vehicle parking

There are different areas of priority depending if commercial, domestic, dwelling, educational, health, roadways, or just public open space.

Advice is given following a crime analysis of the immediate area of the proposed development, together with a review of anti-social and unacceptable behaviour in the surrounding area.

The expertise comes from recognising that a huge amount of community conflict, quality of life issues, and crime is directly linked to a poor design.

It's generally only the victims of these incidents and responding Police Officers that recognise the potential for these opportunities, they are NOT necessarily obvious other wise they would not have been designed in that way in the beginning.

Once areas of potential conflict have been identified it very quickly becomes obvious to the Architects why those concerns have arisen.

It takes minutes to redesign small areas to prevent issues that will adversely effect quality of life, however once actually built it is virtually impossible to resolve some of the conflicts designed in.

The ALO requests that consultation must take place prior to the budget being set, not necessarily because advice will raise design costs; on the contrary it frequently saves a considerable amount of money.

There is a standard called Secured by Design (SBD) that can attract central Government funding. Full details of those standards can be found on [www.securedbydesign.com](http://www.securedbydesign.com) .

A Glasgow Social Housing estate of 1000 homes reduced their forced entry burglaries by 78% in a 12-month period by achieving this standard. Manchester City Council has made SBD a condition of planning on housing developments.

We are fortunate to have an ALO in the team working directly with Safer North Devon and its partners. For further information on his work and to gain advice, initially contact Safer North Devon on [communitysafety@northdevon.gov.uk](mailto:communitysafety@northdevon.gov.uk)

The service is confidential and free to every one.

# Volume Crime Summary

## TRENDS

### Local

#### Burglary

??

#### Business Crime

Increase since 2001 (x%) however significantly under-reported locally (as nationally)

#### Vehicle Crime

Increase in North Devon (x% since 2001)  
Decrease in Torridge year on year (x% since 2001)  
Overall -

#### Violent Crime

Increase since 2001 (x% ).

Increase in reporting of Domestic Violence (testament to the success of multi-agency work locally and positive arrest policy by the police)

Significant concern over alcohol related violent crime growth. This represent 21.6% of all crime recorded in the safer North Devon area. ??

Alcohol related incidents represented 28.5% of violent crime. ??

Domestic Violence represented 45.4% of violent crime from March 2003 to April 2004 ??

### Regional

#### Burglary

??

#### Business Crime

??

#### Vehicle Crime

??

#### Violent Crime

This represents 21.2% of Devon and Cornwall Constabulary recorded crimes.

National	<p><u>Burglary</u> Home Office target is to reduce domestic burglary between 1999 and 2005/06 by 25%.</p> <p><u>Business Crime</u></p> <p><u>Vehicle Crime</u></p> <p><u>Violent Crime</u> An increase of 12 or 14% check?? in 2003/4 compared with the previous year</p> <p>This represents 14.4% of all crimes recorded nationally.</p>
<b>NEEDS</b>	
Available Information	<ul style="list-style-type: none"> <li>❑ Information is available and accessible for much of this priority. A formal agreement should be developed to ensure no duplication in the collection, monitoring and response.</li> <li>❑ Further investigation and analysis of alcohol related violent crime trends locally. This needs to be linked to the Alcohol Related Crime priority.</li> </ul>
Community Involvement /Support	<ul style="list-style-type: none"> <li>❑ Success in this area does depend on positive community response to target hardening and attitudes and uptake on preventative measures.</li> <li>❑ SND can make a difference by proactively communicating successes and opportunity for involvement at an early stage.</li> </ul>
Partnership or Service Commissioning	<ul style="list-style-type: none"> <li>❑ Volume crime under the definition of this strategy composes of 4 different elements; each one requires different approaches, has a broad audience and requires diverse initiatives. Success in reducing Volume Crime is only possible through partnership and is led jointly by SND and the Police Crime Reduction Team.</li> <li>❑ In most strands of volume crime Safer North</li> </ul>

Devon will not lead, however we recognise our responsibility to support mainstream activities, pilots and projects, which target reduction in this area and to support the SDP volume crime initiatives.

- ❑ We will commission services to compliment existing work, however this will be done in partnership with other agencies.

## ISSUES

### Local Issues

- ❑ Hotspots identified in vehicle crime and burglary shows peaks in North Devon compared to Torridge. There is a need to target these troubled areas while supporting the momentum gained from reductions in Torridge.
- ❑ Prolific Offenders have caused a considerable increase in some of our volume crime areas. PPO should resolve some of these issues if effectively targeted. It's essential to link the work of the volume crime priority with that of PPO outcomes
- ❑ Crime reduction in burglary and vehicle crime is increasingly difficult in areas where the baseline is low. However, conversely, a reduction in a few crimes can equate to a large % reduction therefore supporting achievement of targets.
- ❑ Need to support more community involvement in these areas and mobilise others to support community education and prevention campaigns. Relieve the pressure on police as the (only) lead agency.
- ❑ New priorities for CSP's make it essential to support other agencies with initiatives rather than lead so resources can continue to be effective.

<p>Regional Findings</p>	<p>Whilst other CDRP's might identify different or other priorities within volume crime, (such as Arson) there is clearly benefit to sharing projects and aiming for pan-Devon initiatives if they are appropriate.</p> <p>Support to the SDP volume crime action group will need to be central to all our development plans.</p> <p>Violent crime does continue to cause concern.</p>
<p>National Priorities</p>	
<p><b>OPPORTUNITIES</b></p>	
<p>Locally</p>	<ul style="list-style-type: none"> <li>❑ Violent crime constitutes 21.6% of all crime in Safer North Devon. Effective targeted campaigns could make a significant impact on our PSA crime reduction target of 15%.</li> <li>❑ Reducing violent crime in the public domain will reduce fear of crime, as less is visible to our communities.</li> <li>❑ The DV results pan-Devon and locally are a perfect foundation for significant progress in this field. With the proposals from ADVA for IDASU's centred on our district, we have a great opportunity for integrated support to grow.</li> <li>❑ Success in Torridge for Vehicle Crime provides and effective model for reduction in North Devon (led by the Police Crime Prevention Team).</li> <li>❑ Safer Business awards provide opportunity for joining up existing initiatives and investing further in increasing reporting, and problem solving appropriately.</li> </ul>
<p>Regionally – LSP, LAA and others</p>	<p>Working across Devon through the SDP Volume Crime Action Plan will allow smarter working, and support for pilot projects to empower communities.</p>
<p>Others</p>	<ul style="list-style-type: none"> <li>❑ PPO Scheme as it matures locally and nationally should have significant impact on some of our volume crime targets.</li> </ul>

- Home Office has invested £14 million into tackling the problem of domestic violence and have developed a Domestic Violence National Action Plan. Centrally things are starting to happen to reduce the problem.

## **THREATS**

- Duplication of effort between SND and Police Crime Reduction teams and SDP Volume Crime Action Group.
- Important to retain ability to respond to emerging hotspots locally.
- Resource must be applied to developing the Violent Crime Action Plan to ensure joined up working and to raise the profile of the good work already under way from numerous agencies.

## **VOLUME CRIME**

### **VISION**

To reduce volume crime across North Devon and Torridge by 15% over 3 years by identifying trends and causes, enabling positive action through prevention, education, designing out crime and targeting those offenders causing the most harm to our community.

### **AIMS**

- ❑ To reduce levels of acquisitive crime across Safer North Devon through effective delivery of the PPO scheme.
- ❑ Identify opportunities for reducing violent crime through partnership.
- ❑ Support the work of our Crime Prevention Team to reduce volume crime in British Crime Survey comparator categories and those of emerging local concern.

### **OBJECTIVES** (High level objectives – detailed action plan developed in early FY 2006/06)

Publish an adopted Volume Crime action plan by April 06 including, but not exclusively, the following objectives:

TBC

### **PARTNERS**


<b>TARGET AUDIENCE OR GROUPS</b>	

<b>CONSIDERATION TO CROSS CUTTING THEMES</b>	

## CROSS CUTTING THEMES

<p><b>CROSS-CUTTING THEMES</b></p> <p><b>Community Cohesion</b>  <b>Diversity</b>  <b>Fear of Crime</b>  <b>Housing Criminal Justice Support</b>  <b>Priority and Prolific Offender (PPO)</b></p>
---

Our priority planning identified 5 key areas of development for cross cutting themes. These have been defined as areas which underpin the 4 priorities of Alcohol Related Crime, Anti-Social Behaviour, Drug Related Crime and Volume Crime.

There is a clear interdependency between cross cutting themes, and our new priorities.

Developing one priority without considering our responsibility to understand and deliver on an underpinning theme will only enable us to look at solving part of the problem or perhaps provide a short term fix for a more complex community problem.

For example:

Cross Cutting Theme					
Priority	Community Cohesion	Criminal Justice Housing	Diversity	Fear of Crime	Priority and other Prolific Offender
Alcohol Related Crime	V	V	V	V	V
Anti-Social Behaviour	V	V	V	V	V
Drug Related Crime	V	V	V	V	V
Volume Crime	V	V	V	V	V

## COMMUNITY COHESION

*Community cohesion lies at the heart of what makes a safe and strong community. It must be delivered locally through creating strong community networks, based on principles of trust and respect for local diversity, and nurturing a sense of belonging and confidence in local people. Effectively delivering community cohesion also tackles the fractures in society which may lead to conflict and ensures that the gains which changing communities bring are a source of strength to local areas.*

Community Cohesion – an action guide Local Government Authority 2004

Building cohesive communities is critical to the quality of life for local people. Since each area has a unique demographic and social make up, community cohesion in Safer North Devon should reflect an understanding of our local circumstances.

Safer North Devon is just one of the many partners who have a role to play in contributing to cohesive communities. Our role is to ensure we examine the fractures, removing barriers and encourage positive interaction between groups.

A focal point for our contributions are our two local LSP's, they are well placed to develop a forum for cross-cultural strategic decision making.

Additionally, we are fortunate to have one of the Government's Pathfinder Regeneration programmes on our doorstep. Transform, the regeneration programme for Ilfracombe, Coombe Martin and Bratton Flemming is now in the second year of its seven-year delivery plan. Their expert team offers an insight into the development and delivery opportunity presented by this focused geographical project. It's underpinned by analysis of local community cohesion and a structured plan for improvement with excellence in community involvement and empowerment at its heart.

Community Safety is one of their development strands, so our opportunity for improvement is significant.

Additionally Ilfracombe has seen a pilot Community Cohesion Programme for Devon and Cornwall Constabulary. This pilot has focused on one area of Ilfracombe and is carrying out intensive community support and interventions in a study of the local community and its response to interventions.

In the early stages of this strategy we will ensure open communication of developing action plans and consultation with our partners, reviewing any impact or amendments required from this cross cutting theme.

Ensuring our plans are delivered to the wider community through partnership ensures we benefit from the trust and respect locally and provide a sound platform for learning.

This theme crosses over with others at numerous junctions:

- The cross over between community cohesion and diversity is clear; the two are interdependent when you consider the broader theme of community involvement and social inclusion.
- Tackling anti-social behaviour in the context of housing management is linked closely to community cohesion. The government has now increased powers available to tackle anti-social behaviour no matter where people live.

We are committed to proactively develop and keep pace with community cohesion activity locally, where it is appropriate to do so we will lead. We will develop an increased understanding of:

The impact of Crime on Community Cohesion  
AND  
The impact of Community Cohesion on Crime.

## CRIMINAL JUSTICE HOUSING PROVISION

One of the many challenges for all agencies is not just to reduce crime and fear of crime, but to offer those who have been identified as offenders, and served their punishment, every opportunity to return to the community and contribute in a positive way.

For many offenders, a complex social background, perhaps with drug or alcohol related problems, makes it difficult to engage with our communities so they need extra help to get treatment or support from specialist agencies. Once this treatment is under way, we aim to sustain their positive lifestyle by ensuring tenancies are maintained to prevent homelessness and deter the individual from re-offending. Additionally by securing acceptable housing on release from prison or on completion of residential treatment programmes we offer the best opportunity for change.

*A third of all problem drug users are homeless or in need of housing support and a third drop out of treatment within the first 12 weeks.*

Drug Misuse 2004, Reducing the Local Impact, Audit Commission November 2004

A group has existed for the past 5 years which is supported by district councils housing officers, registered social landlords and resettlement agencies. Known as the CSP Housing Priority Action team, it lobbies to ensure sufficient provision in emerging homelessness strategies, housing strategies, supporting people frameworks and exists to problem-solve local issues. Given the clear priorities adopted for the next three years, this group will contribute to action plans, debate opportunity and consistently review their interface with other groups such as the LSP affordable housing groups to ensure no duplication of effort. To find out more about the work of this group, contact Safer North Devon for more details.

## DIVERSITY

National targets and audit findings require that we further our understanding and develop appropriate responses to diversity issues (inclusive of recorded hate crime).

Diversity for Safer North Devon means targeting our activities to a broad audience defined as Groups of Special Interest.

**Groups of Special Interest** to Safer North Devon are:

Asylum seekers	People with no permanent home
Black and minority ethnic groups and communities	Primary school children
Carers	Religious groups
Crime victims	Rural communities
Domestic abuse victims	School children
Gays and Lesbians	Small businesses
Homeless people	Socially excluded people
Housebound	Students/international students
Offenders	Tourists/visitors to the region
Older people	Transgender/transsexuals
Other language speakers	Travellers and gypsies
People who commute to the area	Young offenders
People with disabilities	Young people
People with learning difficulties	

Naturally, with the varied audience needs, it is difficult to make all our work impactful; indeed much of our work may not be appropriate to all groups. However, where it is appropriate, we will endeavour to consider their needs and make changes or special arrangements to ensure inclusively.

The 2001 census in the South West recorded a population mix of 96.87% white and 3.23% of other ethnic groups. This compares with the national figure of 92.1% white and 7.9% were of other ethnic groups, clearly our region does not currently host a high number of diverse ethnic communities.

Devon has considerably lower ethnicity than the UK average and Safer North Devon lower still. On further investigation we understand many of the Black and Minority Ethnic (BME) residents who do live in our communities, choose to live around the cities of Plymouth and Exeter, so ethnicity in Safer North Devon is estimated to be at 2.42%.

This presents a challenge when trying to reach minority ethnic groups, or monitoring the effectiveness of these diversity activities. For those members of our community from a BME group there is that additional challenge of access to services in a rural area additional to any special needs regarding culture, language or specialist support. They may feel more isolated and by definition more exposed than their counterparts in urban areas.

*The BME population in Devon has doubled in the last 10 years, 72% live in rural areas.*

Focus on Devon

There is no real evidence of numbers of Lesbian, Gay, Bi-sexual or Transgender (LGBT) individuals living in our district or in Devon. However the national formula for estimating LGBT numbers lies at approximately 10% of the population. As a general estimate this means 15,579 people living in Safer North Devon region may fall into this group. This clearly means that we must ensure consideration to the needs of this group in all we do.

Vulnerable adults are particularly at risk of crime and abuse such as physical, sexual, psychological, financial and material, institutional neglect or discrimination. The definition of a vulnerable adult is one who is in need of community care whether through mental disability, physical disability, illness or age and may not be able to take care of themselves and protect themselves from abuse, harm and exploitation. Currently there is no local data to suggest what proportion of the population vulnerable adults represent. Clearly we need to work with health and social service professionals to understand more of their numbers and their needs.

The challenge for the public sector is to develop the existing legislation and translate it into real actions. We are committed to developing practices that support groups of special interest in any way appropriate, whether this is victim or perpetrator as a vulnerable individual or group.

Our challenges in delivering to these individuals and groups in our community are:

- ❑ Contributing to a more cohesive community.
- ❑ Making our area more attractive and safer for residents and visitors within our groups of special interest.
- ❑ Responding positively to prevent and address hate crime.

Addressing challenges is only possible through partnership, working with expert service providers and those partners who address the wider community in its approach e.g. County Council or the Police.

Our last strategy has proven that the historic approach of a single “diversity group” aimed at *all* vulnerable minorities or under-represented groups are not effective or appropriate for our community.

Our audit identified that between 2001 and 2004 81% of all our recorded hate crime is racially related. The remaining 19% is related to homophobia.

Whilst reported homophobic crime has stayed pretty constant since 2001, reported racial incidents increased by 27% from 2001/02 and then again 2003/04 by 48%.

Clearly the increase is a concern to all agencies especially as we know a considerable amount of racial crime remains un-reported.

We will continue to support the national hate crime reporting through the *True Vision Programme* which carries the slogan “ help us to see what is happening”, and promote it’s integration wherever possible throughout our community.

We do not monitor other incidents of reported crime qualifying how many involve members from our groups of special interest. Clearly this may not be possible yet, but it doesn't mean we shouldn't seriously consider the needs of all our groups when developing projects or delivering services and strive for a better understanding of the predominant crimes and their fears.

Considerable work is under way across Devon through neighbouring CSP's, Devon County Council Social Exclusion policy and project development and through an emerging LAA Prejudice and Hate Crime Action group.

The most significant to Safer North Devon is the mapping exercise proposed in 2006 by the LAA Prejudice and Hate Crime Action group. This will deliver a report of all diversity projects and initiatives in place today across Devon. It will also define what activity might be appropriate as pan-Devon projects, which will then be adopted by CSP's including Safer North Devon.

Our commitment is to contribute to this activity and provide expertise, data and resource to ensure success.

In the short term, our 4 priority aims and action plans will proactively measure the impact of that strategy and whether it has an effect or negative disproportionate impact on diverse groups.

We will also assess if it is necessary to establish special measures for diverse groups, and undertake to develop them in consultation with expert agencies or individuals from the defined group/s.

Safer North Devon has chosen not to include diversity as a main priority in our strategy as it's clear from the existing volume of diversity related crime and the cost and impact on our community it is not as significant as the 4 main priorities. It would therefore be inappropriate to develop extensive activities without evidence of extensive unacceptable increased trend data in our locality.

This does not however mean we will not continue to monitor and develop a proportionate partnership response to the problem. As identified in the introduction to our Cross-Cutting Theme section, diversity underpins the success of the 4 main priorities and will be embedded in all our developing projects.

## FEAR OF CRIME

Fear of crime can seriously affect quality of life.

CSP's role in reducing fear of crime is truly a partnership approach. National bodies such as Crime Concern, Victim Support, the Suzy Lamplugh Trust, and Help the Aged are focusing on victimisation and fear of crime, as are the Crime Reduction Teams in the Regional Government Offices, Police Crime Prevention Officers and neighbourhood and street warden schemes.

The main challenge is:

### ***How to define, characterise and measure fear of crime?***

Fear of Crime might be defined as a whole range of attitudes, feelings, reactions and emotions that people have towards crime and victimisation.

Fear of crime is unlike actual crime in the way that it's measured, it's not about an actual event, and it is often a persistent ongoing feeling of unease.

In our communities we undertake an existence of a certain element of well being; the perception of a threat to that well being and a feeling of inability to cope with that threat.

It is thought likely that anti-social behaviour is a key factor in creating high levels of fear of crime amongst older people – particularly given the low likelihood of older people being the victim of actual crime.

We recognise that Safer North Devon is a low crime area, however we have a perceived fear of crime disproportionate to that low level of crime. Results from our own local survey proved this problem as ongoing.

However, the positive news is that fear of crime is generally on the decline nationally.

13% of adults (of all ages) reported high levels of worry about burglary in 2003/4, compared with 15% in 2002/3 and 26% in 1994.

Worry about car crime has fallen by 2%, from 17% in 2002/3 to 15% in 2003/4 and concern about violent crime fell by 5% over the last year, from 21% to 16%.

The proportion of adults with a high level of worry about anti-social behaviour has decreased from 21% in 2002/3 to 16% in 2003/4.

To keep this in context though, a recent report on Excluded Older People produced by the governments Social Exclusion Unit stated that a third of older people say that fear of crime affects their quality of life making them lonely and isolated.

Additionally those older people living in poorer areas are seven times more likely to feel unsafe as those living in better off areas.

We should therefore not become complacent with national trends, if a third of our elderly population *might* live in fear, we can make a significant difference by our appropriate and targeted actions.

There are contrasting views as to whether people's fear of crime plays a part in reducing actual crime. A small degree of fear of crime ensures that people are prepared and will take action to reduce crime.

We do know:

*If you ask an individual about crime or fear of crime you get high levels of concern, however, if you ask an individual what their main concerns are, crime is often not a top priority.*

Of course a lot depends on what questions are being asked of people, when, and where.

If people's attitudes and emotions about crime vary widely, the same can be said for the ways of measuring them.

Most local surveys into fear of crime, whether directed at the population or at subsets employ the fairly standard British Crime Survey questions. These surveys may contribute to alleged fear of crime by their questionnaire design.

This consideration will be central to measuring any reduction in fear of crime in our district in the next 2 years of this strategy.

It has also been shown that men tend to suppress their fears in responding to surveys so we should be aware of this when considering our responses.

### Is Fear of Crime Justified?

A person may have been a victim of a crime or know other people, friends or neighbours, who have been victims or they may live or have lived in an area with a high crime rate relative to the surrounding area.

In some cases, all three may be true. Fear then, is quite a reasonable response, either to what they have experienced or what they know, or both.

Although it may be "easy" to prove/disprove the justification of fear of crime in cases of individuals or groups of our community, this doesn't contribute to any reduction.

Our aim is to attempt to understand why some people are afraid so that we can formulate policies and introduce measures that are effective in reducing both crime and fear of crime.

Psychologically, the impact of a crime, particularly a violent crime, burglary or a crime of deception, such as doorstep conning or distraction burglary, may serve to damage a person's self-esteem, heighten their perceptions of their own vulnerability and increase their levels of fear still further.

Other factors that influence Fear of Crime are:

- ❑ Poverty and deprivation
- ❑ Rurality and its challenges
- ❑ Media influence
- ❑ Public reassurance

Despite North Devon and Torridge enjoying relatively low crime, Fear of Crime is still a real issue.

We will consider the impact of all our action plans on the wider community and consider how this will be developed relative to a potential increase or reduction in fear of Crime and adapt plans accordingly.

A positive media strategy will form the backbone of reducing fear of crime to raise the profile of help and support available for communities, and by profiling the successes of intervention, enforcement and preventative projects. This media plan will be delivered in partnership with our accountable bodies.

## PRIORITY AND PROLIFIC OTHER OFFENDERS

A new scheme aimed at targeting prolific re-offenders was launched in Safer North Devon in September of 2004. The scheme is known as 'The Prolific and Other Priority Offender Scheme'.

Government statistics state that out of 1 million active offenders, it is approximately 100,000 of these who commit 50% of all crime. And furthermore, 9% of crime can be attributed to 5000 members of this group – so called 'super prolific' offenders. From these figures, it is clear to see the government's desire to do more to tackle re-offenders and bring down levels of crime. Achieving this goal not only through custodial sentences but also by greater communication and access to information between agencies dealing with offenders, making sure all necessary assistance is available to help them break the cycle of criminality.

The Prolific and Other Priority Offender Scheme is a single initiative in three complementary strands, aimed at reducing crime by targeting those who offend most, or who otherwise cause most harm to their communities.

In the simplest terms, the strategy may be looked at as a guide, to ensure that all agencies (for example those dealing with drug & alcohol misuse) that could potentially be dealing with a prolific offender communicate with each other and co-ordinate their efforts effectively. Although they are applied at a national level, Safer North Devon, as the local CSP will utilise resources from our partner agencies to tailor services at a local level. The three strands are:

- ❑ **Prevent & Deter**, working with young people considered to be at most risk of offending in the future. This strand is led by the Youth Offending Team (YOT)
- ❑ **Catch & Convict**, Safer North Devon (and each CSP) identify a small number of individuals deemed to be causing most harm to their communities. Safer North Devon will be guided through this process by a national framework, tailored to local requirements by the Local Criminal Justice Board. The Police, through the Chief Inspector locally, lead this strand.
- ❑ **Rehabilitate & Resettle**, led by the Prison and Probation Services, working with a range of other agencies, this strand provides intensive support for prolific or priority offenders while they serve their sentences – whether they be sentenced in the community or in custody. This assistance is offered to prevent relapse into offending on release and subject to a swift return to the courts, should this occur.

PPO was announced on 30<sup>th</sup> March 2003 and from September 6<sup>th</sup> 2004, went live across all of England and Wales.

Safer North Devon has taken on overall accountability for the strategy's implementation, developing a scoring system, known as a matrix, used to determine which individuals are targeted. Developed in partnership with the Police, Local Criminal Justice Board (LCJB) and alongside principles already in place at the Police Prolific Offenders Unit, the matrix has since been adopted throughout the entire area covered by Devon & Cornwall Constabulary.

PPO should result in a greater success of agencies targeting those who offend and disrupt communities. Our aim is to break the cycle of an individual's actions and minimise subsequent impact on the community. The offender is offered specialist support to stay out of the Criminal Justice System while the community has an opportunity to benefit from a safer environment with lower fear of crime. This is not a soft option or an alternative to prison for prolific offenders. PPO is there to give all sides a chance to live without crime or

fear of crime. Should an individual re-offend after the strategy's intervention, they will face a swift return to the courts.

This priority links with many of our others:

- ❑ Fear of crime should be reduced, with the community reassured by a targeted programme for the most prolific of our local offenders.
- ❑ Alcohol and drug priorities have equal links as many of those targeted by this scheme are in need of drug and alcohol treatment services, and are often committing crime to support their chaotic lifestyle habit.
- ❑ Community cohesion is clearly related, as we understand further influencing factors which cause our prolific offending.
- ❑ Volume crime will be impacted, many of our prolific offenders are drug or alcohol users, often with chronic addiction. These addictions are funded through acquisitive crime, which in turn inflates our volume crime figures.

Preventative work is clearly a priority whilst tackling those with developed offending habits. We will continue to co-ordinate a partnership approach to a range of educational, diversion and prevention programmes.

*Today's Prolific Offenders were far more likely to have been in Local Authority care, left school with no qualifications or left school at or before 16 than the general population.*

Devon DAAT Audit Summary 2004

## GLOSSARY OF TERMS

ABC	
ADVA	
ASB	
ASBO	
BCS	
BCU	
BCU	
BME	
BVPI	
CCTV	
CSP	
DAAF	
DAAT	
IDASU	
LCJB	
LGBT	
LPSA	
ODPM	
ONS	
PPO	
PPO	
PSA	

## CONTACT DETAILS FOR FURTHER INFORMATION

Safer North Devon co-ordinate the work of our CSP operating from an office in Pilton, Barnstaple. If you have any questions on the content of this strategy or the associated action plans, please feel free to contact the team on the details below:

Safer North Devon  
 Youings Drive  
 Barnstaple  
 EX31 1QL


01271 341200  
 01271 341275 (fax)

Safer North Devon is a partnership of accountable bodies under the Crime and Disorder act and amended by the Police Reform Act 2002. All agencies operate in partnership and contribute to our shared priorities.

If you have questions for our main partners either direct them through [communitysafety@northdevon.gov.uk](mailto:communitysafety@northdevon.gov.uk) or through their details below:

 <p>DEVON &amp; CORNWALL          CONSTABULARY</p>	<p>Devon and Cornwall Constabulary</p> <p>Middlemoor              Exeter              EX2 7HQ</p> <p><a href="http://www.devon-cornwall.police.uk">www.devon-cornwall.police.uk</a>              General enquiries: 08452 777 444 (24 hrs)              – to report crimes/ information and advice.              Text phone (for the hard of hearing/speech impaired mini-com: 01392 452 935</p>
	<p>Devon and Cornwall Police Authority</p> <p>PO Box 229              Exeter              EX2 5YT</p> <p><a href="http://www.dcpa.police.uk">www.dcpa.police.uk</a>  <a href="mailto:PolAuth@devonandcornwall.pnn.police.uk">PolAuth@devonandcornwall.pnn.police.uk</a>              Tel: 01392 268333</p>

	<p>Devon County Council</p> <p>County Hall Topsham Road Exeter EX2 4QD</p> <p><a href="http://www.devon.gov.uk">www.devon.gov.uk</a> Email: <a href="mailto:info@devon.gov.uk">info@devon.gov.uk</a> Main switchboard: 01392 382000 Information Centre: 01392 383444</p>
	<p>North Devon District Council</p> <p>Civic Centre North Walk Barnstaple Devon EX31 1EA</p> <p><a href="http://www.northdevon.gov.uk">www.northdevon.gov.uk</a> Email: <a href="mailto:customerservices@northdevon.gov.uk">customerservices@northdevon.gov.uk</a> Telephone: 01271 327711</p>
	<p>Torridge District Council</p> <p>Town Hall Bideford Devon EX39 2HS</p> <p><a href="http://www.torridge.gov.uk">www.torridge.gov.uk</a> Email: <a href="mailto:customerservices@torridge.gov.uk">customerservices@torridge.gov.uk</a> Telephone: 01237 428858</p>
	<p>Devon Fire and Rescue Service</p> <p>Service Headquarters Clyst St George Exeter EX3 ONW</p> <p><a href="http://www.devfire.gov.uk">www.devfire.gov.uk</a></p> <p>Community safety- fire safety help-line: 01392 872288 Free phone to request a home safety</p>

	<p>check: 0800 7311822 <u>TEXT INFORMATION LINE: 07800 002476</u></p>
	<p>North Devon PCT Crown Yealm House Pathfields Industrial Estate South Molton EX36 3LH <a href="http://www.northdevonhealth.nhs">www.northdevonhealth.nhs</a> Email: <a href="mailto:contactus-pct@ndevon.swest.nhs.uk">contactus-pct@ndevon.swest.nhs.uk</a> Telephone: 01769 575 100</p>

## APPENDIX A - A LOCAL SNAPSHOT OF MISUSE OF DRUGS IN DEVON

Extracts from Devon DAAT Audit produced by Kristian Tomblin conclude:

### **Young People**

The majority of young people do not take drugs but a large minority do (around 49%). The majority of these young people will experiment with substance misuse as they test boundaries and will leave drug use and dangerous alcohol consumption behind without any lasting ill effects. A small minority of young people will react badly to substance misuse and some young people will go on to develop problematic substance misuse. A range of risk factors can be shown to increase a person's susceptibility to substance misuse, including school exclusion, growing up in care and living with parents who misuse substances. The earlier a person gets involved in substance misuse, the more likely they are to go on to develop more serious problems in later life.

Key points are : -

- ❑ Today's Prolific Offenders were far more likely to have been in Local Authority Care, left school with no qualifications or left school at or before 16 than the general population
- ❑ It is estimated that there are between 3200-3600 young people in Devon who live with parents who have substance misuse problems
- ❑ Growing up in a family where there is visible regular substance misuse hugely increases young person's chance of going on to develop problematic use
- ❑ Substance misuse is estimated to be a risk factor in 20% of youth offending. This rises to 50% on second offences
- ❑ Specialist drug services in Devon provided 3413 targeted interventions during 2003/04 to vulnerable young people

### **Communities – non criminal justice**

Drug misuse is a symptom and a cause of social exclusion. Drugs and alcohol are often used to help people cope with bad experiences or damaged lives. A number of 'protective factors' can be seen to reduce peoples likelihood of developing substance misuse problems, including the availability of community activities and support, having a job or living in a stable home.

Key points are: -

- ❑ The damaging effects of drug misuse can be found most acutely in areas which are the most deprived. Parts of Northern Devon and Exeter are amongst the most deprived in the County
- ❑ Good housing and support services have a positive impact on reducing people's drug use and offending. There is a real shortage in housing and support in large parts of Devon
- ❑ Substance misuse and in particular alcohol misuse is a significant concern for people in Devon
- ❑ Employment is crucial in supporting people to integrate/reintegrate into the community

- ❑ Begging and street homelessness is strongly linked to substance misuse. There are visible street begging communities in Exeter and Barnstaple

### **Communities – Criminal Justice**

There are strong links between drug use and certain types of offending. Crimes which are typically related to drugs use, such as burglary, robbery and vehicle theft, are often the ones which cause most fear to communities. By targeting offenders who misuse drugs into treatment services, drug related crime can be substantially reduced.

Key issues include : -

- ❑ Acquisitive crimes which cause most damage to communities are reducing across Devon
- ❑ More 'drug offenders' are being targeted into drug treatment services through drug treatment interventions
- ❑ Drug use and committing crime to pay for drugs can be dramatically reduced by engaging offenders in Drug Treatment Programmes
- ❑ It is estimated that there are between 1500 and 2000 drug offenders in Devon

### **Managing Drugs Markets**

There is evidence to show that the majority of low-level dealers in Devon, deal to fund their own habits. It is not felt by users that low-level dealers earn good money. It has been reported that dealers are worried about getting caught by the police. Prices of drugs in Devon have been stable for many years indicating a constant supply. Some DAATs have been successful in using 'seized assets' to fund drug treatment services.

Key issues are : -

- ❑ There are a number of supply routes into Devon, heroin mostly comes from Bristol and Liverpool
- ❑ Problematic drug users report that any illegal drug can be bought with relative ease in most parts of Devon
- ❑ Crack Cocaine markets appear small but evidence shows they may be growing particularly in Northern Devon
- ❑ Heroin and Crack dealing generally takes place off the streets and between people who are known to one another. Recreational drugs markets are more accessible
- ❑ There is no evidence of established street markets in Devon
- ❑ Anecdotal evidence suggests a separation between cannabis and other drugs markets

### **Adult Treatment**

Problematic drug use is not confined to major towns and cities. Problematic Drug users live in all parts of Devon and can be found disproportionately in areas of high deprivation. The rural character of Devon poses very real challenges in delivering drug services in areas where they are needed. Treatment capacity has increased by over 50% since 1998/99 and waiting times have fallen across all types of treatment. Needle exchange schemes offer crucial intervention points in terms of engaging with

intravenous drug users for the provision of harm reduction information and as gateways into services.

Key issues are : -

- ❑ Treatment works! The National Treatment Outcome Research Study shows that for every £1 spent on Treatment, £3 is saved to the Criminal Justice and Health systems
- ❑ It is estimated that there are 3200- 3600 problematic drug users in Devon. During 2003/04, 1040 of these accessed treatment services
- ❑ It is estimated that 99% of Intravenous Drug users nationally report using needle exchange services at some time during their injecting careers
- ❑ 21 people died in Devon of drug-related causes in 2003, compared with 29 in 2002 (based on calendar year)
- ❑ Recently released prisoners are seven times more likely to die of drug-related causes than people of the same age and sex in the general population
- ❑ 50% of all recorded overdoses are those who have been released from Prison, and occur in the first 24-48 hours post-release
- ❑ Over 1 in 3 intravenous Drug Users show evidence of past or current Hep C infection
- ❑ The relationship between the client and the service provider is crucial to accessing and maintaining engagement in treatment services

## APPENDIX 2 - LAA HIGH LEVEL OUTCOME

<b>Children &amp; Young People</b>	<b>Safer and Stronger Communities</b>	<b>Healthier Communities and Older People</b>
<p>Devon's Children and Young People have better physical and mental health to enable them to enjoy life and achieve their potential.</p> <p>The life chances of Devon's most vulnerable children and young people and their families are improved.</p> <p>Devon's families have safe secure and suitable housing.</p> <p>High aspirations and ambitions for young people*.</p>	<p>Recorded volume crime levels reduced from FY03/04 figure by 15% by April 2008 thus reassuring the public and increasing feelings of safety.</p> <p>Domestic violence and abuse are reduced.</p> <p>Alcohol and drug related crime and disorder are reduced.</p> <p>Anti-social behaviour is reduced.</p> <p>Prejudice and hate related crime are tackled.</p> <p>Devon has a thriving and vibrant voluntary and community sector which is in a stronger position to represent the sector.</p> <p>More people are volunteering and engaged with their communities.</p> <p>Public spaces are attractive, safer and cleaner.</p>	<p>The physical and mental health of Devon's adult population is improved through physical activity.</p> <p>The health of Devon's adult population is improved through healthy eating.</p> <p>The mental health and emotional well being of Devon's adult population is improved.</p> <p>Older citizens will be empowered to make a positive contribution to their community.</p> <p>Older people will have easier access to the services and facilities they need to enjoy a good quality of life.</p> <p>Older people will be able to live in their own homes and be informed, active, healthy and safe.</p> <p>Alcohol misuse is reduced* .</p>
<b>CROSS CUTTING ISSUES</b>		
<p>Regeneration of the 25% most deprived wards in Devon.  Housing – Improved availability of affordable general need housing and supported housing for vulnerable groups. *  Creating happier lifestyles. *  Access to services. *</p> <p>*Note: These outcomes are areas where partners pose further developmental work before formally launching these parts of the LAA.</p>		

## APPENDIX 3