

Devonport New Deal for Communities Community Safety Strategy 2004-2007

**Prepared on behalf of
Devonport New Deal for Communities
by Crime Concern**

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This Community Safety Strategy for the Devonport NDC area has been commissioned by the Devonport Regeneration Company and developed by Crime Concern, a national charity that works with local and national partners to reduce crime and create safer communities.

Crime Concern gratefully acknowledges the co-operation and assistance of the people and organisations who contributed to and supported the development of this strategy. A list of all those consulted is attached as an Appendix.

1. The National Context

For most of us, crime, anti-social behaviour and worries about crime form an important part of our lives. But first-hand experience of crime is not evenly spread across the country: rural areas tend to have the lowest levels of crime, urban areas rather more, and cities the highest. In particular, city neighbourhoods which experience high levels of deprivation often have to cope with the highest levels of crime – the Home Office estimates that 10% of neighbourhoods, most of them economically deprived, experience 40% of recorded crime.

The importance of crime and anti-social behaviour in making or breaking a neighbourhood was recognised when the New Deal for Communities programme was launched in 1998: ‘high levels of crime’ was one of the NDC’s five key themes, alongside poor job prospects, educational under-achievement, poor health, and problems with housing and the physical environment. Two of the neighbourhood renewal floor targets relate to crime: “to reduce vehicle crime by 30% from 1998/9 to 2004”; and “to reduce domestic burglary by 25% from 1998/9 to 2005”.

Alongside the development of the neighbourhood renewal programme has run the establishment of community safety partnerships comprising the police, the local authority, the fire authority and the primary care trust, supported by a wide range of other partners. These partnerships, one of which covers the city of Plymouth, have the responsibility to undertake an audit of crime and disorder and publish and implement a crime reduction strategy every three years¹. In addition, the local authority and the police authority have been given a legal duty to do all that they reasonably can to prevent crime and disorder in their area². So, for the first time, a clear responsibility to *reduce* crime, rather than react to it after it has happened, has been imposed on important parts of the public sector.

‘Community safety’ is not a term which is used in crime and disorder legislation – but it has come to be used to include all those aspects of life which threaten people’s sense of safety and security: crime, anti-social behaviour, worries about crime and fear of crime, and the need to confront those who offend and to offer support to their victims. A community safety strategy, whether operating city-wide or at a neighbourhood level, needs to cover all these elements; to set out clear aims and priorities; and to ensure that all the key agencies and stakeholders share common goals and commit themselves to the necessary action.

2. The Local Context

Annexe 1, on pages 22-30, sets out statistics on the experience of crime and anti-social behaviour in Devonport, and on the extent to which local residents see crime as a problem in the area and worry about being victims of it. To summarise the findings:

Crime Statistics

- From April to December 2003, Devonport’s *recorded*³ crime rate was 75% higher than the Plymouth average
- The difference was particularly marked for drug offences (almost four times the city rate) and criminal damage and violent offences (both over twice the city rate)
- Violent offences accounted for almost 30% of Devonport’s recorded offences, criminal damage 24% and vehicle crime 12%

¹ Crime & Disorder Act 1998, sections 5-7

² Crime & Disorder Act 1998, section 17

³ Figures on recorded crime do not paint a complete picture of what is happening: nationally, it is estimated that only about 50% of crimes are reported to the police and only around a third are formally recorded

- Devonport's recorded crime rate showed a much lower rate of increase between 2001 and 2002 than the Plymouth average (and most if not all of that increase was due to changes in the police's crime recording methods), and a slightly larger decrease than the Plymouth average between 2002 and 2003
- There were particularly marked decreases between 2002 and 2003 in respect of house burglary, theft from shops, and forgery & fraud: the largest increase was in drug offences
- 491 domestic incidents were reported to the police in the NDC area in the first ten months of 2003/4, and around 150 of the 170 offences of assault recorded in Devonport between April 2003 and January 2004 took place in a domestic setting
- Thirty 10-17 year olds in Devonport came to the notice of the Plymouth Youth Offending Team in 2003, ten of whom were under 16
- 61 adult offenders from Devonport came to the notice of the Probation Service in 2003, almost 6% of its Plymouth caseload

Public Surveys

- In two separate surveys conducted in 2002, Devonport residents put 'teenagers hanging round the streets' at the top of their list of crime and anti-social behaviour problems, followed by vandalism & graffiti. Drug dealing & drug use, vehicle crime, and litter & rubbish also scored highly
- Residents worried most about being burgled; having their car broken into, damaged or stolen; and being mugged and robbed
- Devonport residents tended to describe most categories of crime and anti-social behaviour as more of a problem locally than did residents of other NDC areas, but in most respects worried less about being their chance of being a victim
- The proportion of Devonport residents who saw teenagers hanging round the streets, vandalism & graffiti, litter & rubbish, drug misuse, problems with neighbours and racial harassment as a problem locally was roughly double the average for the whole of England & Wales: but the proportion of Devonport residents who worried about being victimised themselves was not a great deal higher than the national average
- A survey undertaken in Devonport in 2000 showed that residents thought that almost all types of crime and anti-social behaviour had got worse over the previous two years
- The same survey showed that the top three priorities for improving the area were better facilities for teenagers; better facilities for children; and drug prevention work

Business Surveys

- Business surveys, undertaken in 2000 and 2002 in parallel with residents' surveys, came up with similar findings. The most significant difference was in the second place given to 'improved training & jobs' as one of the top priorities for improving the area.

Strategy Consultations

In the course of preparing this Strategy a large number of meetings and conversations were held with local residents, community workers and agency representatives, who were asked to identify the main crime and disorder problems in Devonport. Some of the problems identified reflected the findings of the surveys summarised above:

- **Children and teenagers congregating round the shops, on street corners or in tower block lifts** – it was acknowledged that sometimes it is just their presence that is experienced as intimidating by some people, particularly by those who do not know them personally; but at other times their behaviour is seen at best as thoughtless and at worst as deliberately threatening. 10-15 year olds were mentioned in particular
- **Vandalism & graffiti** – of phone boxes, cars, the park, stair wells and social facilities
- **Drug use and drug dealing** – drug deals in phone boxes and on street corners, drug litter in stairwells; the widespread use of cannabis, described by one consultee as 'a second currency'; and a perception that much of Devonport's acquisitive crime is committed to fund the purchase of illegal drugs
- **Violence** – sorting problems out without recourse to the police, domestic violence, mugging

- **Vehicle crime** – theft of and from cars, joy-riding, setting cars alight, abandoned vehicles
- **Burglary** – some residents had been burgled more than once
- **Litter** – fly tipping, bulk waste not removed quickly, lack of dog mess bins and recycling bins

Other problems were mentioned which did not feature so strongly in the public surveys:

- **Opportunist theft** – unattended handbags and car radios being stolen, some of the perpetrators being quite young children
- **Hate crime and harassment** – mainly verbal harassment and intimidation directed towards minority ethnic residents, gay and lesbian residents, and residents with disabilities, learning difficulties and mental health problems.
- **Intimidation of young people** – by older young people and by some asylum seekers
- **Street sex workers** – who make some residents feel unsafe

3. Devonport's New Deal for Communities Delivery Plan 2001-2011: The Crime Theme

This Community Safety Strategy is intended to run from April 2004, i.e. the beginning of the fourth year of the ten-year life of the NDC programme. That does not mean, of course, that crime reduction has been neglected in the first three years of the Devonport NDC's lifespan. From the start, the need to focus effort and resources on improving community safety has been recognised, and this was reflected in the 2001-2011 Delivery Plan.

Devonport's NDC Delivery Plan is based on five themes:

- Breaking the poverty cycle
- Building sustainable neighbourhoods
- **Creating a healthy and safe environment**
- Community involvement
- Promoting Devonport's young people

All five themes are relevant to improved community safety:

- The links between poverty, crime and anti-social behaviour are well-established
- Neighbourhoods will only be sustainable if problems of crime and anti-social behaviour are properly managed
- If things are to get better and stay better, the community must be involved in tackling crime and anti-social behaviour, both in identifying what the problems are and in helping to come up with solutions
- Making sure that the needs and interests of young people are met will play a vital part in reducing crime and disorder. Young people not only represent the peak age of offending; they are also the age group which is by far the most likely to be the victims of crime and anti-social behaviour.

It is Theme 3 (to be found on pages 35 and 36 of the Plan) – **creating a healthy and safe environment for all sections of the community** – which forms the basis of this Community Safety Strategy. The key outcome is:

“To reduce the incidence of crime to a level below the Plymouth average”

The core activities set out to achieve this outcome are:

- Short-term remedial measures to tackle crime hotspots through increased targeting and preventative measures
- A long-term plan for crime prevention linked to housing improvements, employment opportunities and leisure provision
- 'Designing in' crime prevention benefits across the NDC programme
- Securing sustainable revenue streams for services to enhance crime prevention
- Developing a mechanism for long-term community engagement and accountability for policing
- Ensuring that initiatives recognise and include measures to address the needs of all minority groups within the community.

Under 'The Plans: Making Devonport Safer' (page 46), the Delivery Plan states:

"Tackling crime requires both short and long term solutions. In the short term it is important to address both the fear of crime and the actuality of crime and we believe it important that crimes against the person are given priority over crimes against property. We feel it is important to improve visible signs of crime prevention and intend to do so by supporting additional police on the beat, the extended use of CCTV, improved design and better security measures. Increased targeting of crimes related to drugs, domestic violence, racial harassment and intimidation, "hate" crime, criminal damage and theft will, we hope, see offending rates reduced. Long-term the programme will seek to ensure that crime is minimised through designing in a safer environment, encouraging local people to take an active interest in managing that environment and ensuring that offending groups, or groups at risk of offending, are engaged in ways outside of the policing arena. The existing close working arrangements with the local Police Force will be built upon to plan and deliver this approach. We have chosen this approach as opposed to pursuing the idea of Neighbourhood Wardens as we believe that the level and types of crime currently occurring within Devonport require it. Importantly, additional locally based police, readily accessible to local people, is something Devonport residents have identified as a priority."

The Plan sets out the following 'supporting outcomes':

In the first year:

- **Homesafe**
- **Bobbies on the Beat**
- **Drugs diversion via sport**

3 year look forward:

- **Professional witness scheme**
- **Development of domestic violence projects**
- **Enhancing CCTV programme**
- **Accident prevention project**

10 year overview

- **Reduction in crime and fear of crime**
- **More responsive neighbourhood policing**
- **Clearer links to education and youth work**
- **Creating more confidence in reporting crime**
- **Links to sport and youth activities to reduce nuisance & anti-social behaviour**
- **Rewards & incentives for good behaviour**

The First Three Years

As suggested in the previous section, it is not possible or desirable to seek solutions to problems of crime and disorder in isolation from other aspects of community well-being – and many of the initiatives which have been launched in Devonport since 2001 under the banner of ‘health’, ‘lifelong learning’, ‘employment’ and so on are almost certain to be having a positive impact on levels of crime and disorder, even when this is not their primary purpose. Crime will always be more likely to flourish in areas characterised by poverty, unemployment, substance misuse, low educational achievement, family conflict and poor housing, and measures which succeed in tackling these problems will almost certainly be successful in reducing crime and anti-social behaviour alongside other benefits.

As far as crime-specific projects are concerned, five major initiatives have been introduced in Devonport in the last three years. The consultations linked to the production of the Community Safety Strategy have provided the chance to assess the impact and effectiveness of these projects.

Bobbies on the Beat

The Bobbies on the Beat project has been rated a great success by most, both by residents and workers in Devonport, and by Devon & Cornwall Constabulary which has taken the Devonport model and applied it (albeit with a lower level of staffing) to the rest of Plymouth. Among the many positives associated with the project are the following:

- Greatly improved relationships between residents and police throughout Devonport, linked both to the size of the team (which means that the police are more visible and accessible and have the time to build relationships with local people and organisations) and to their public-friendly approach and willingness to be accountable to local people for their performance. This more positive relationship applies to the police’s contact with young people as well as with older residents: the readiness of beat officers to engage with young people whatever their reputation or history and to involve themselves in community-based projects pays dividends in breaking down the ‘us and them’ divide.
- A change in attitude and mindset which means that Devonport residents see the Bobbies on the Beat team as ‘our police’, not as insensitive intruders. The situation is helped by the fact that the police’s response team is based locally alongside the Bobbies on the Beat team, and thus develops local knowledge and takes account of current issues when deciding how best to respond to incidents and crime reports.
- The police based in Marlborough Street have achieved high detection rates when compared to their colleagues in the other parts of the city, which is likely to be in part due to the improved intelligence arising from community-based policing.
- Although it is always difficult to find conclusive evidence that changes in crime rates are due to one factor in particular, the fact that reductions in recorded crime in Devonport are outperforming those in Plymouth as a whole is likely to be due in part to the quality and style of policing in the area. The figures are especially encouraging bearing in mind that better relationships between police and public tend to lead to a higher proportion of crime being reported and recorded, and can thus create the illusion that crime is going up when the opposite is the case.

Some suggestions were made for making further improvement to the Bobbies on the Beat project, most of them asking for ‘more of the same’:

- Some people had hoped and expected to see more of the team on the streets than has been the case.
- Some expressed the hope that officers would be able to find the time to attend more community meetings and to drop in on e.g. youth projects more often.
- Some regret was expressed that the police building in Marlborough Street could not be accessed by the public, and that telephone access to the police after 5pm was sometimes not straightforward.
- The Bobbies on the Beat Steering Group provides a valuable opportunity for police and residents to exchange information and ideas: but the meetings need to be better advertised, and thought needs to be given to using a variety of venues in different parts of Devonport.

Homesafe

Homesafe is a city-wide project which draws on the NDC's health-theme funding to employ a dedicated fitter for the Devonport NDC area to make homes safer: in its first year of operation Homesafe will have done work for about 400 households. The project received universal praise from those consulted: the availability of the service to anyone in Devonport who wants it is greatly appreciated, as is the efficiency and friendliness of the fitter and the willingness to extend the service beyond accident prevention equipment to include security measures. Because Homesafe's role in Devonport is not explicitly linked to a crime reduction target (as a result of which the DRC does not pay for the security hardware which is installed) figures are not available about its effectiveness in reducing the risk of victimisation. But there is a great deal of anecdotal evidence of its impact on reducing the fear of crime and providing public reassurance – the great majority of those seeking the help of Homesafe prioritise security measures above accident prevention.

CCTV

Devonport's CCTV system is being substantially upgraded as the Community Safety Strategy is launched:

- The thirteen cameras which were installed in 1998 are being supplemented by seventeen more with a higher technical specification. Four of these cameras are in Devonport Park and most of the rest are in residential areas, close to retail outlets or along transport routes.
- Three additional operators, funded until 2006 from the NDC budget, have been recruited to the city's CCTV monitoring suite to ensure that the Devonport cameras are watched 24 hours a day: all of these operators are Devonport residents
- The CCTV monitoring suite has quick and efficient links to the Bobbies on the Beat and police response teams to ensure a fast reaction to detected incidents
- The extended scheme will be widely publicised, both at its launch and subsequently, drawing on data which demonstrate the impact of the scheme in Devonport – for example, the number of criminal and anti-social incidents picked up by the cameras – and on individual cases where CCTV has led to the arrest and conviction of offenders
- A public crime survey has been undertaken in Devonport, just ahead of the launch of the extended CCTV system: this will be repeated in early 2005 to see to what extent the cameras have affected residents' experience of, and worries about crime

Most of those consulted for this Strategy supported the use of CCTV as one of Devonport's main crime prevention measures, but some sought reassurance about the system's effectiveness through a more regular dialogue with those managing the scheme. The need for this is recognised – the scheme manager is willing to provide regular reports to the Devonport Regeneration Company and to relevant focus groups, and to attend meetings as appropriate.

Hamoaze House

Hamoaze House offers a wide range of day support programmes, most targeted at families, parents and young people facing difficulties linked to drug misuse, but some (such as the summer activities programme, the support offered to young people subject to Acceptable Behaviour Contracts, and the availability of the gym facilities to local people) with a broader remit to build links with the community, to support families, and to divert children and young people towards constructive activities and away from anti-social behaviour and crime. While Hamoaze House is a city-wide resource, a significant proportion of those making use of its facilities are Devonport people.

The project faced much hostility from parts of the local community in the late nineties when it was in its planning phase, but has worked hard to explain its purpose and methods and to reassure local people that the proximity of the project will not put them at risk. These efforts seem to have been largely successful: almost all of those consulted for this Strategy saw Hamoaze House as a valuable local facility and one which is contributing to crime reduction and community safety through its work with drug misusers and their families, and with local children and young people.

There appears to be some scope to provide more detailed information to Devonport residents about the use currently being made of Hamoaze House, about the range of programmes being run, and in particular about the extent to which it is meeting the needs of those living in Devonport rather than the city as a whole. Bearing in mind the funding the project receives from the NDC budget, it is important that it demonstrates that some of its services at least are weighted towards meeting local need.

Small Business Grants

Since 2002, a significant amount has been earmarked from the NDC budget - £44,000 in 2003/4 – to provide grants to retailers and small businesses to enable them to improve their crime prevention measures, and thus reduce the risk that businesses will go to the wall or have to relocate as a result of criminal or anti-social behaviour. More than twenty grants have been made between 2002 and 2004, averaging several thousand pounds each: they are seen as having played an important part in sustaining local businesses, particularly through a period when decanting and redevelopment are imposing additional pressures on them.

Reducing Crime, Anti-Social Behaviour and the Fear of Crime: Devonport's Strategic Priorities 2004-2007

A community safety strategy needs to do more than just catalogue the crime reduction measures which are being implemented by individual agencies, things that, strategy or not, they would be doing anyway. Instead it needs to concentrate on those measures which represent a new direction in crime reduction; which require a co-ordinated and collaborative approach involving the community and a range of agencies and organisations in the public, business, community and voluntary sectors; and which try to tackle some of the underlying causes of crime and anti-social behaviour rather than just deal with their immediate symptoms. This in no way detracts from the importance of sustaining and in due course mainstreaming current crime reduction projects in Devonport (summarised on pages 5-7) which have already proved themselves to be effective. **Homesafe**, the **CCTV scheme**, **small grants to businesses** and **Hamoaze House** have all proved their worth and should not find themselves having to compete for funding with new projects. In particular, the **Bobbies on the Beat Team**, in providing a template for policing across the whole of Plymouth and beyond, and in demonstrating its effectiveness in tackling burglary and vehicle crime and developing a strategy for tackling offences of violence, needs to continue to be at the heart of crime reduction in Devonport.

The Strategy also needs to reflect the information contained in **Annexe 1**, not just about current crime and anti-social behaviour problems but also about their underlying causes and potential solutions. **Annexe 2** picks out the community safety elements in a number of other strategies with which Devonport's Community Safety Strategy will need to be integrated. The chances that a strategy will be implemented, and so make a difference to the lives of local people rather than languish on a shelf, are that much greater if the strategy complements, but not just reiterates, the plans and priorities contained in other strategies. **Annexe 3** summarises some of the consultation events held since 2002 which have given local people the chance to describe the crime problems they face, identify some of the underlying causes and suggest what is needed to improve things. **Annexe 4** identifies the links between the objectives of the Strategy and relevant Plymouth-wide Public Service Agreement targets, Best Value performance indicators and mainstream service priorities.

The Devonport Community Safety Strategy running from April 2004 is able to build on firm foundations: a falling crime rate which is outperforming the rest of Plymouth, and a variety of crime reduction projects which, as is clear from the previous section, have already started to prove their worth. The Strategy is built around the following six priority areas:

- **Increasing Community Confidence and Reducing the Fear of Crime**
- **Supporting Young People and Families**
- **Developing Neighbourhood-Based Services to Reduce Crime, Anti-Social Behaviour & Drug Misuse**
- **Developing Environmental Measures to Reduce Crime & Anti-Social Behaviour**
- **Developing Housing Management Arrangements and Social Support Services to Reduce Crime & Anti-Social Behaviour**
- **Tackling Hate Crime and Domestic Abuse**

Priority 1 - Increasing Community Confidence and Reducing the Fear of Crime

Strategic Aim

- **To increase the confidence of the residents and business people of Devonport in the effectiveness of local crime reduction measures, and to reduce unwarranted fear of, and worries about crime**

Background

The findings of recent community safety surveys show that Devonport residents' worries about becoming victims of crime themselves are lower than in most other NDC areas and not much greater than in the country as a whole. By contrast, people are more likely to say that most types of criminal and anti-social behaviour are a problem in the area than in other NDC areas or across the country. This suggests that more could be done to make sure that residents and business people are aware of the full range of crime reduction measures that are in place, and of the difference these measures are making to levels of anti-social behaviour and crime. It puts a premium on providing as many opportunities as possible for those involved in crime reduction activity to meet residents in formal and informal settings, to explain what they are doing, and to give information about the impact and effectiveness of their work. Community confidence will also be increased by the provision of services which enable misunderstandings and disputes which might otherwise escalate into anti-social or criminal activity to be resolved at an early stage, for example through a process of mediation or restorative justice; and through the provision of services which increase understanding and mutual respect between, for example, young and older people and between different ethnic groups.

Key Objectives

- To make the most of opportunities for those involved in crime reduction activity to communicate formally and informally, verbally and in writing, with residents and business people to explain their purpose and programmes; to provide information about the use being made of their services by residents of Devonport and about the impact of their activities on levels of crime and disorder; and to seek feedback from residents about their perception of the service's effectiveness and their views about future developments.
- To convey information about current trends in crime and anti-social behaviour to the wider public in Devonport, using recorded crime data and information from public surveys, ensuring that the data is interpreted in ways that provide legitimate reassurance; is presented in a form which enables local people to make a realistic assessment of the risks of victimisation; and gives proper weight to 'good news' stories.
- To make Devonport residents and agencies aware of the range of multi-agency panels and support workers to whom those whose criminal or anti-social behaviour is causing 'harassment, alarm or distress' can be referred.
- To re-constitute a standing crime and community safety group which enables community representatives to track the progress of community safety and crime reduction initiatives in Devonport, and to advise the Devonport Regeneration Company and statutory agencies on the need to review current priorities or re-design projects.

- To make more widely available a range of mediation and other conflict resolution services, with a particular emphasis on promoting a 'community conferencing' approach which enables groups of people who are at loggerheads, perhaps because of a clash of lifestyles, to resolve their differences.
- To develop the use of restorative justice measures which enable the perpetrators of crime and anti-social behaviour to understand the harm done to victims and to make good the damage done.
- To increase opportunities for different sectors of the population of Devonport, for example young and older people, members of minority ethnic groups and residents of differing sexual orientations, to gain a better understanding of each others' lifestyles, needs and beliefs and to see difference as an asset and not as a threat.

Initial Action Steps

- The Bobbies on the Beat Team, Hamoaze House, the management of the CCTV scheme and Homesafe to review their current arrangements for ensuring there is regular two-way communication with Devonport residents of all ages
- The Bobbies on the Beat Team to keep under review the arrangements for Steering Group meetings to ensure that attendance is as representative as possible and that the meetings are widely advertised well in advance
- The CCTV Manager or his representative to attend crime-related consultative meetings to give regular feedback on the operation of the extended CCTV scheme; to provide and explain data which throws light on its effectiveness; and to respond to any concerns about the risk of intrusive surveillance or the displacement of crime to areas not covered by the CCTV cameras
- Hamoaze House staff to provide information, made available to all residents, on the use made of their services and the extent to which the project is a local, as well as a city-wide facility
- The Devonport Regeneration Company ('DRC') to look again at funding the security devices installed by Homesafe, and thereafter to invite Homesafe to measure the impact of their security work in Devonport on levels of burglary, theft and other crime by comparing secured households with others
- The Police and the DRC to review the frequency and the ways in which crime-related statistics are presented to the wider public in Devonport
- The DRC to consider how best to ensure that local people are given the opportunity to monitor the progress made on achieving crime reduction targets and to advise on the need for changes or fresh approaches, whether by reviving the Crime and Community Safety Focus Group or by some other means
- The DRC to circulate to residents information about the multi-agency panels and support workers to whom those behaving anti-socially can be referred (see Priorities 2 & 5)
- The DRC to investigate current good practice in using the community conferencing approach to conflict resolution, and to discuss with Plymouth Mediation that organisation's capacity to establish a pilot community conferencing project in Devonport
- The Youth Offending Team, Probation Service, schools and other relevant bodies to explore opportunities to make greater use of restorative justice approaches in response to incidents of anti-social behaviour, minor crime, harassment and bullying in a variety of settings, e.g. schools, youth facilities, small businesses and inter-personal disputes
- The DRC to review the scope for establishing inter-generational projects which increase understanding between different sectors of the population, through voluntary service activity; the involvement of older people, minority ethnic residents etc in schools and youth services; and joint participation in shared community projects and arts and drama work.

Priority 2 – Supporting Young People and Families

Strategic Aim

- **To provide positive opportunities for all children and young people in Devonport so that the risks of their involvement in crime and anti-social behaviour, both as perpetrators and victims, is reduced, and to ensure that families have access to support**

Background

Meeting the needs of children and young people, in Devonport as anywhere else, is central to tackling crime and anti-social behaviour. National figures show that young people constitute the age-group which is by far the most likely to be the victims of crime, and that the peak age for committing offences is in the late teenage years. The importance of providing good quality services for young people and support for families was recognised by those consulted for this Strategy, and reflected in the public surveys undertaken in 2000 which put 'better facilities for teenagers' and 'better facilities for children' as the top two priorities for improving the area.

The Devonport Youthwork Strategy, which is being prepared alongside the Community Safety Strategy, proposes a variety of measures which will build on the impressive range of youth services currently available in Devonport. In particular, it suggests that there is a need for better co-ordination of youth provision – which could be achieved by the appointment of a Youth Development Co-ordinator and the creation of a Devonport Youth Partnership – and that resources should be focused on under-16s at risk of exclusion, over-16s not in employment, training or education, and young people whose lives are affected by drug or alcohol abuse. The finalisation of the Youthwork Strategy will be helped by the completion of a study into youth provision in Devonport which has been undertaken by Leicester University.

At a city-wide level, arrangements are now being put in place to identify children and young people whose behaviour is beginning to cause concern, and to put together support packages which will help to divert them from anti-social behaviour and crime:

- The Plymouth Youth Offending Team has received funding from the Children's Fund to set up a multi-agency Youth Inclusion and Support Panel ('YISP'). The Panel considers how best to help and support 8-13 year olds and their families when a child's behaviour indicates that there is a risk that they will become increasingly involved in anti-social or criminal activity. The Youth Offending Team hopes to acquire additional funding to enable it to expand the work of the YISP to over-13s.
- The Connexions Service allocates a personal adviser to all 13-19 year olds, and ensures that attention is concentrated on young people in the greatest need and on those whose behaviour is causing the greatest concern. From September 2004, Connexions personal advisers, along with all the other major agencies working with children and young people in Plymouth, will be making use of the 'Child Concern' model pioneered in Bolton, which enables any agency which is concerned about the well-being of a child or young person to call a multi-agency meeting and information to be shared across agencies, with a view to supporting young people and their families and diverting young people from behaviour which damages themselves and others. A multi-agency training programme explaining the Child Concern model is being delivered through the summer of 2004.
- Connexions is putting a particular emphasis on identifying and working with 16-19 year olds in Devonport who are not in education, training or employment, a group who, for financial

and other reasons, are more likely than others to get drawn into crime and anti-social behaviour.

Nationally, the move towards the early identification of children at risk and the provision of multi-agency support packages co-ordinated by a nominated key worker is a central theme of the Government's Green Paper 'Every Child Matters'.

Key Objectives

- To ensure that all those children and young people in Devonport aged between 8 and 19 whose behaviour in the community is causing concern are identified through the Youth Service, the Connexions Service and/or the Youth Inclusion and Support Panel; that information relevant to diverting them from crime and anti-social behaviour is shared between agencies, based on clear information-sharing protocols; that multi-agency support packages are drawn up and implemented, including the use of Acceptable Behaviour Contracts; and that Devonport residents and community-based workers are made aware of the routes through which referrals to the above bodies can be made.
- To increase awareness amongst Devonport residents and workers of the range of measures – running from prevention, through early intervention and enforcement, to resettlement measures – which are available to respond to problems of anti-social behaviour.
- To map the extent to which the most excluded young people, including those involved in anti-social behaviour and offending or at greatest risk of becoming involved, are able to gain access to relevant youth and support services in Devonport; and to explore the potential benefits of a youth project which concentrates its energies on those young people most at risk of offending, based on the Youth Works model being launched in North Prospect.
- To audit the current range of family support services in Devonport to see to what extent there are gaps in services – geographically and otherwise – and to explore ways of filling those gaps.

Initial Action Points

- The Youth Service, the Connexions Service and the Youth Offending Team to ensure that referral routes for 8-19 year olds at risk of anti-social behaviour and offending are in place and fully understood and utilised by the agencies concerned
- The Youth Service, the Connexions Service, the Youth Offending Team and the Housing Enforcement Team to ensure that residents and community-based workers are aware of the availability of multi-agency panels to divert children and young people away from crime and anti-social behaviour, and have information about how referrals to these panels can be made
- The DRC to ensure that all relevant DRC staff are made aware of the content and implications of the Child Concern model for information exchange and multi-agency working
- The DRC to ensure that information about the range of measures available to effectively prevent and tackle anti-social behaviour by and against young people is distributed to residents and workers
- The Youth Development Co-ordinator, when appointed, to assess the extent to which children and young people most at risk of offending are excluded from mainstream youth services and, if their some of their needs appear to be unmet, explore with Groundwork Plymouth options for the establishment of a Youth Works project in Devonport
- The DRC to commission an audit of the current range of family support services and parenting programmes in Devonport, with a view to identifying gaps and seeking match-funding to sustain or expand existing projects or set up new ones.

Priority 3 – Developing Neighbourhood-Based Services to Reduce Crime & Anti-Social Behaviour

Strategic Aim

- **To improve the accessibility of criminal justice and personal support services so that offenders and those at risk of offending receive the necessary level and intensity of support**

Background

The Bobbies on the Beat project has demonstrated the benefits of locating criminal justice workers in a local neighbourhood – greater visibility, improved relationships with local people, quicker response times, better work performance, and closer links with other service providers. But the police are just one part of a criminal justice and social support system, all of whose elements need to be working smoothly and cohesively if levels of crime and anti-social behaviour are to go down and stay down.

The last decade has seen an increasing centralisation of services, in Plymouth as elsewhere, driven in part by the need to save money, in part to tighten up organisational control and accountability: as a result, many services have moved away from a community-based approach into a more uniform and detached way of providing services.

Against this broad trend, neighbourhood renewal has reasserted the importance of the place where people live in creating a sense of identity and belonging, and in determining life chances. This in turn has raised the awareness of many agencies about the disadvantages of operating at a distance – in terms of geography and mutual understanding – from their user group.

The Devonport NDC programme offers the opportunity to pilot an approach to working with offenders and those at risk of offending which is locally based. As well as providing the opportunity for workers from a variety of agencies to build closer links with the Bobbies on the Beat team, this approach would fit well with the desire of the Probation Service, locally and nationally, to work more closely with local communities, for a number of reasons:

- A neighbourhood-based service is better placed to provide rapid and relevant support to those under community supervision or recently released from prison, and to give more effective and immediate supervision to the much smaller group of offenders whose offending is prolific and persistent
- Working within a local community makes it easier to involve residents in the management of offenders, for example by participating as volunteers in the 'wraparound' volunteer scheme which Plymouth is piloting
- A local base will enable more Devonport offenders subject to community punishment orders, reparation orders, referral orders and final warnings to make good the harm they have done in their own community
- Probation workers will be better placed to identify the need for preventive work with those who were previously under supervision or who are at a high risk of involvement in future crime, and to refer them on for support and advice as appropriate

Both the Youth Offending Team and the Harbour Centre have expressed interest in developing a neighbourhood-based approach to their work, alongside the Probation Service. The Youth Offending Team would like to explore how they might establish an outreach base and 'localise' some of their preventive work, and the Harbour Centre is interested in providing better access to their services for those with drug and alcohol problems and their families, and in using a

community education approach to informing local people about the characteristics of drug misuse, what services are available, and how problems of drug misuse and offending are most effectively tackled.

The information in Annexe 1 suggests that almost 100 Devonport residents commenced some kind of formal contact with the Probation Service and the Youth Offending Team in 2003; if those who commenced contact before that year are added in, the total would be a good deal more. To this total should be added children, young people and adults at risk of offending who would be willing to participate in some kind of voluntary support programme.

Key Objectives

- To develop a neighbourhood-based approach to the supervision and support of offenders and those at risk of offending, drawing on the services of the Probation Service, the Youth Offending Team, the Harbour Centre, the Police and other relevant agencies.
- To prioritise those offenders, particularly those recently released from prison and those whose offending is drug-related, for early and intensive supervision.
- To identify, with the above agencies, increased opportunities to involve local residents in the support and management of offenders living in Devonport, and in increased participation in the Victim Support scheme.
- To enable more Devonport offenders who are subject to community punishment orders, final warnings, reparation orders and referral orders to make reparation for their offences in their own neighbourhood.
- To increase the understanding of local residents about the factors underlying offending and drug & alcohol misuse, and about the most effective ways of managing and changing the behaviour of those who offend and misuse drugs & alcohol.

Initial Action Points

- The Probation Service, the Youth Offending Team, the Harbour Centre, Victim Support and other relevant agencies to explore the feasibility of establishing a pilot 'offender supervision and support' project based in Devonport, including the increased involvement of local people in the support and management of those under supervision or seen as at risk of offending, and to negotiate with the DRC on the availability of pump-priming funding to enable the project to get under way
- The DRC to explore the availability of suitable premises to house such a project
- The Police to investigate the scope for increasing public access to the local police station
- The Probation Service and the Youth Offending Team to explore ways of increasing the proportion of reparation and community service work undertaken by Devonport offenders which is carried out in the local area
- The DRC to negotiate with the Harbour Centre and Hamoaze House about pump-priming or match-funding a community education programme designed to increase the knowledge and understanding of Devonport residents about drug misuse, its underlying causes, and the availability and effectiveness of different interventions.

Priority 4 – Developing Environmental Measures to Reduce Crime & Anti-Social Behaviour

Strategic Aim

- **To ensure that all available environmental measures are used to prevent and confront crime and anti-social behaviour, and to create a neighbourhood that is pleasant to live in**

Background

The state of the neighbourhood that people live in is closely intertwined with worries about crime and anti-social behaviour. Lots of litter lying around, dog mess that is not scooped up, deliberate damage which is left unrepaired for weeks, houses that are boarded up, public lavatories which are always locked – all these things contribute to a feeling of neglect, a sense that “no-one cares, so why should I?” The Government’s Anti-Social Behaviour Action Plan, based on the powers contained in the Anti-Social Behaviour Act 2003, acknowledges that the environment and the attitude of residents towards it often reflect how a neighbourhood feels about itself, and can contribute to a spiral of decline which triggers more anti-social behaviour and a greater risk of more serious offences.

Research has shown that a range of environmental measures can make a difference to problems of crime and anti-social behaviour, including:

- Adopting ‘Secured by Design’ principles in all new housing, business and leisure developments, and applying those principles to reviews of existing buildings and layouts
- Taking account of the views of local people about the design measures which are most likely to protect them from crime and anti-social behaviour
- Quick and effective enforcement – by the police, the local authority and housing associations
- The appointment of ‘capable guardians’ – people like neighbourhood wardens, community caretakers, tower block concierges and park keepers who take responsibility for a designated area, look after it, deal quickly with any problems, and provide reassurance to members of the public
- Rapid repairs and removal – of e.g. graffiti, abandoned cars, broken or scratched glass
- Reduction of housing voids – whether caused by unlet tenancies or by delays in redevelopment
- A regular programme of maintenance and repair – designed, for example, to prevent a build-up of litter and rubbish, or to enable public lavatories to remain open
- Physical measures, such as CCTV and good quality street-lighting, which protect and reassure the public and increase the chances that perpetrators will be detected

Key Objectives

- To test all the proposals in the Devonport Development Framework against Secured by Design principles and standards, and ensure that crime prevention receives a high priority throughout the planning process.
- To ensure that all those involved in the development of Devonport have access to evidence about ‘what works’ in designing out crime.

- To create opportunities for past, present and future residents of Devonport to contribute their own experiences about the most effective ways to design out crime and anti-social behaviour in regard to new developments and to existing buildings and layouts, drawing lessons from the success of the Pembroke Street project.
- To involve young people in the design and siting of new social facilities in Devonport with a view to increasing their sense of ownership and reducing the incidence of vandalism.
- To make sure that environmental damage caused by e.g. litter, flytipping, vandalism, graffiti and the misuse of vehicles is made good within agreed target times, and to encourage and enable residents to monitor whether or not these target times are met.
- To ensure that the local authority and other service providers make full use of their enforcement powers, including the issuing of penalty notices, to tackle environmental crime and anti-social behaviour.
- To appoint 'capable guardians' to take care of those parts of Devonport which, in the opinion of residents, suffer most from neglect and a lack of ownership and thus generate a fear of crime.
- To minimise the delays in re-letting empty properties and re-developing decanted sites.
- To ensure that the extended CCTV scheme and the programme of upgraded lighting represent good value for money in reducing crime, anti-social behaviour and worries about crime, by monitoring and publicising their operation and impact, and giving residents the opportunity to give feedback and advise on improvements.

Initial Action Points

- The NDC Head of Development, in collaboration with the Police, to collate all relevant information on Secured by Design principles and standards and make it available to all those involved in the planning process
- The DRC to set up consultative mechanisms so that all those living in the parts of Devonport affected by the development plans or planning to do so are involved in agreeing the measures put in place to design out crime
- The DRC and developers to build in consultation with young people about the siting and design of local facilities, particularly those which are intended to meet their needs
- Plymouth City Council and other relevant authorities to agree and publicise target times for repairs to vandalised property, graffiti removal, litter clearance etc and to invite residents to monitor the extent to which these target times are met and feed this information back through the DRC
- The DRC to monitor the use of environmental enforcement powers made by the police, the local authority and their contractors, and to draw the attention of the relevant authority to evidence that these powers are not being sufficiently used
- The DRC to consult residents about those aspects of community life which would benefit most from the appointment of 'community guardians' (e.g. community caretakers, neighbourhood wardens, park keepers) and to negotiate funding agreements to enable appointments to be made
- The CCTV Manager, in collaboration with the Police, to report regularly to the relevant community safety consultative group in Devonport and to residents as a whole, providing information on the operation of the extended CCTV scheme, its impact on levels of crime and anti-social behaviour and on detection rates, and any evidence of displacement into parts of Devonport not covered by CCTV cameras.

Priority 5 – Developing Housing Management and Social Support Services to Reduce the Risk of Crime & Anti-Social Behaviour

Strategic Aim

- **To ensure that the management of Devonport’s housing stock balances the needs of the community with the needs of individuals, and that all those housed in the area have access to the necessary levels of social support**

Background

Many of those consulted for this Strategy expressed concerns about the problems presented by some of those newly arrived in Devonport as a result of housing allocation decisions, some of them without any previous ties to the area, some with a substantial need for social, personal or housing support. Other consultees pointed to the problems that newcomers can face due to the guarded or even hostile reception they can receive from some of those who have lived in Devonport for a long time. There was broad agreement in any case that Devonport’s housing profile, with its high proportion of flats – many of them unsuitable for family housing – and the relatively rapid turnover of tenants undermine the development of a sense of community which in turn makes crime and victimisation more likely.

Some of the factors of which those agencies responsible for the management of Devonport’s social housing stock have to take account are as follows:

- Plymouth City Council’s housing stock is steadily declining as a result of Right To Buy, while the number of people presenting as homeless and assessed as having a priority need for housing remains at a high level.
- Housing legislation on priority need requires the Council give priority to housing, amongst others, those with physical or mental health problems, problems arising from institutionalisation (including previous terms of imprisonment) and 16 & 17 year olds without a home to go to.
- Housing allocation decisions are sometimes taken without full knowledge of the personal, medical and criminal history of the applicant if the applicant chooses not to divulge such information; and, even when such information is available, it is not always passed from the Homelessness Unit to the Housing Allocations Unit, or from there to local housing officers.
- The recent centralisation of the housing allocation process, in response to difficulties in finding an address for those with the highest support needs, may have reduced the capacity of the housing authorities to have sufficient regard to the need to create balanced communities.
- The number of social housing providers in Devonport – the City Council and five housing associations – makes it difficult to pursue a consistent and co-ordinated approach to meeting tenants’ housing support needs and managing problems of crime and anti-social behaviour.
- The preponderance of flats in Devonport, particularly in the tower blocks, tends to lead to single younger people and couples, sometimes with problems of mental health or substance misuse, being housed close to older people with a resultant clash of lifestyles.

There are, however, a number of recent developments which are strengthening the capacity of housing authorities to prevent and manage problems of crime or anti-social behaviour arising from within the social housing stock:

- Recent legislation has increased the powers available to social landlords to deal with anti-social behaviour and crime, whether through tenancy enforcement, the use of injunctions, or applications for anti-social behaviour orders (‘ASBOs’); and to refuse re-housing to an

applicant who has been made subject to an ASBO or whose previous behaviour would have justified an application for an ASBO

- The creation of the Supporting People budget has increased the availability of housing support services in Plymouth, including for those with mental health and substance misuse problems
- The establishment of the City Council's Housing Enforcement Team has increased the amount of expertise available to respond to problems of anti-social behaviour, particularly in the City's housing stock. The team, in collaboration with local housing officers, operates a four-stage process after a complaint of anti-social behaviour is received:
 1. An interview with the complainant and the perpetrator and the use of e.g. incident diary sheets
 2. Pursuit of other options e.g. referral to mediation, the Youth Inclusion and Support Service or the Youth Enquiry Service, or joint visits with the police
 3. A multi-agency meeting which takes a problem-solving approach and draws up an action plan to provide support for victims, witnesses and perpetrators
 4. The direct involvement of the Housing Enforcement Team and the use of whichever enforcement measure is most likely to prevent the anti-social behaviour being repeated, based on the need to put the interests of the community first.The work of the team is being strengthened by the appointment of an in-house solicitor
- Plymouth City Council is exploring the merits of a 'choice-based lettings' system which has been piloted in 27 local authority areas in other parts of the country: the system gets away from the "take it or leave it" approach of traditional lettings arrangements, and hands the initiative for expressing an interest in a particular property to the applicant.

Key Objectives

- To move towards a lettings system which increases the likelihood that prospective tenants will feel that they have chosen to live in Devonport rather than been placed there through an impersonal bureaucratic process, and which gives local residents a say in allocation processes.
- To ensure that communication between those responsible for working with homeless applicants and for allocating properties, local housing officers and the Housing Enforcement Team enables all available and relevant information about personal and social support needs, and about any history of anti-social behaviour, to be shared.
- To create a more unified and co-ordinated approach to the management of problems of crime and anti-social behaviour amongst the housing associations with properties in Devonport, and to encourage them to buy into the services of the City Council's Housing Enforcement Team.
- To make full use of the Supporting People budget so that all those who are allocated housing in Devonport receive an adequate level of housing support.
- To concentrate personnel and resources on the first few weeks after a new tenant's arrival in Devonport, through the provision of a welcome pack and joint visits which highlight the advantages of the area, signpost people to relevant local services, and provide crime prevention advice.
- To supplement the terms of tenancy agreements which outlaw criminal and anti-social behaviour with a positive commitment to pro-social behaviour, e.g. via a Good Neighbour Agreement which all residents of Devonport will be encouraged to sign up to.

- To ensure that all residents are aware of the City Council's four-stage process designed to tackle problems of anti-social behaviour, are informed of the contact points to report their concerns, and are encouraged to participate in approaches which are designed to nip problems in the bud and thus avoid enforcement action.

Initial Action Points

- Plymouth City Council to complete its review of a choice-based lettings system, taking account of the findings of the Office of the Deputy Prime Minister's report on a number of pilot schemes, and advise on the elements which will best serve the interests of the Devonport neighbourhood
- Plymouth City Council's Housing Department to ensure that the need to create balanced communities, as well as to meet priority housing need, is built into the housing allocation system, and that all information about individuals and families which is relevant to the prevention and management of problems of anti-social behaviour and crime is shared as permitted by law⁴
- The housing associations with properties in Devonport to develop a consortium approach to the management of problems of anti-social behaviour and crime in the area, and to explore the benefits of buying into the services of the City Council's Housing Enforcement Team
- Plymouth City Council to ensure that the Supporting People budget is used to the full to enable housing support to be made available to all those living in Devonport who need it to manage their tenancies successfully
- The DRC to work with all relevant agencies, including housing providers and the police, to develop a 'welcome to Devonport' programme. This programme would ensure that, following the commencement of the tenancy, all those newly arriving in Devonport receive one or more joint visits involving a housing officer and/or a DRC representative (as resources permit) and a member of the Bobbies on the Beat Team to provide verbal and written information about the services available in the area, offer crime prevention advice, and reinforce new tenants' responsibilities with regard to anti-social behaviour and crime
- The DRC to explore the benefits of a Good Neighbour Agreement or similar, which would invite residents to sign up to a commitment to make a positive contribution to the neighbourhood and to have regard to the interests of other residents
- The DRC and housing officers to provide and regularly update information to all residents in Devonport about the routes through which problems of anti-social behaviour can be resolved, the advantages of sorting problems out sooner rather than later, and the range of measures available to tackle anti-social behaviour
- The DRC to put in place effective mechanisms for community-based Neighbourhood Management.

⁴ Data protection legislation, as amended by section 115 of the Crime & Disorder Act 1998

Priority 6 – Tackling Hate Crime and Domestic Abuse

Strategic Aim

- **To develop a zero tolerance culture towards domestic abuse, hate crime and harassment – including racist and homophobic crime, and crime and harassment directed towards people with disabilities**

Background

As mentioned in section 1, the problem of under-reporting of crime is a feature of many crime types; but it is a particular problem for those offences targeted at minorities – for example lesbians and gay men, minority ethnic residents, people with disabilities – and those offences which reflect society's reluctance to acknowledge certain behaviours which usually go on behind closed doors, most notably domestic abuse. A community safety strategy will often need to give priority to these kinds of crimes, not just because they are prevalent but also because, without a clear focus, they may continue to be neglected or even denied.

Some recent national, city-wide and neighbourhood developments that are relevant to this priority are:

- the publication in 2000 of the NDC Race Equality Guidance⁵ which advises on measures to ensure that race equality is included in the overall approach to tackling crime and promoting community safety
- the recognition that a neighbourhood-based approach to regeneration can mask the needs of minority groups who, because they live in quite small numbers right across the city, can find it difficult to make their voices heard in a particular locality
- the choice of Plymouth as one of the community cohesion pathfinder areas, which has enabled a successful school-based education programme to be introduced to increase knowledge of other cultures and to change attitudes and perceptions
- the accommodation of a number of asylum seekers in Devonport as part of the Government's dispersal programme
- the continuing development of the Police's Diversity Unit which provides a support service for victims of hate crime and harassment and training & advice for police colleagues
- the intention of the Police to adopt the 'True Vision' approach to the reporting of racist and homophobic incidents, allowing for on-line reporting and for self-reporting packs to be distributed in places used by the public
- the performance targets of the Devon & Cornwall Constabulary, which include a reduction in the incidence of repeat victimisation of domestic abuse by 10%, and a reduction of 5% in the incidence of repeat victimisation of hate crime
- the expectation, contained in the national best value performance indicators, that the City Council will monitor the number of racist incidents reported to it and the proportion of incidents which lead to follow-up action, a requirement to which the Council is responding only belatedly
- the inclusion of domestic violence and racist & homophobic crime amongst the priorities for action identified by the Plymouth Community Safety Partnership
- the growing recognition, nationally and locally, of the prevalence of domestic abuse and of the need to encourage reporting and ensure a determined police response to incidents
- the increasing awareness of the prevalence of elder abuse and of the abuse of vulnerable adults, alongside the abuse of children, parents, partners and ex-partners

⁵ For a summary of the guidance as it relates to the crime theme, see Annexe 2

- the statistical evidence, summarised in Annexe 1, which indicates that domestic abuse is widespread in Devonport and represents the most common category of violent crime in the area
- the desire amongst community-based workers in Devonport to take action against domestic abuse, reflected in the setting up of a multi-agency Domestic Abuse Forum which is seeking to involve all the relevant statutory & voluntary agencies and local residents, particularly the victims of domestic abuse

Key Objectives

- To protect the interests of black and minority ethnic residents by adopting the good practice points set out in the section on 'Tackling racist crime and harassment through NDC' contained in the Race Equality Guidance published in February 2000
- To encourage and support victims of hate crime and domestic abuse in reporting incidents, through a proactive approach within the DRC and the City Council which matches the input of the Police.
- To provide the victims of hate crime and domestic abuse with the option of reporting incidents to statutory and voluntary agencies other than the Police by developing third party reporting schemes.
- To make sure that the voices of black and minority ethnic residents; of gay, lesbian, bisexual, transgender and transsexual residents; and of residents with disabilities are heard on the DRC Board and on consultative groups focusing on crime and disorder.
- To promote support networks for victims of hate crime and domestic abuse which strengthen their capacity to confront criminal behaviour & harassment and to seek the help of the police and other authorities.
- To ensure that victim support services are available which are sensitive to the needs of minority groups and victims of domestic abuse.
- To increase the protection of people with disabilities from incidents of crime and harassment, by building links with organisations which represent their interests and extending to them the monitoring and support arrangements that are being put in place for racist and homophobic crime and harassment.
- To develop education programmes for schools, pupil referral units, youth projects and community centres which a) build on the community cohesion pilots and increase knowledge, understanding and tolerance between people from different ethnic minorities & with different sexual orientations, and between able-bodied people and those with disabilities; and b) raise awareness of the damaging impact of domestic abuse on victims and families

Initial Action Points

- The DRC to check its current practice against the good practice points set out in the crime section of the NDC Race Equality Guidance, and put in place a development plan to make good any deficiencies, paying particular attention to the representation of minorities on the Board and on relevant consultative groups
- The DRC to offer to host a pilot programme to test out the City Council's proposals for racist and homophobic incident monitoring, including a training programme for relevant

workers, and to work with the Police to promote the 'True Vision' model for reporting incidents

- The DRC to identify and work with disability groups to enable them to offer people with disabilities who experience crime and harassment the support necessary to report incidents and have their needs met
- The DRC, the Police, Victim Support and other statutory and voluntary organisations to work with victims of hate crime and domestic abuse to set up support groups, providing them with information and help in cash or in kind; and to ensure that members of minority ethnic and gay, lesbian, bisexual, transgender and transsexual communities are recruited to provide victim support services to victims of hate crime
- Plymouth City Council to draw on the experience of the community cohesion educational initiatives to devise education programmes to be delivered to schools, pupil referral units, youth projects and community centres which will increase residents' understanding of, and sensitivity to cultural difference; and to work with the Devonport Domestic Abuse Forum to ensure that educational programmes are delivered in schools and other settings which increase pupils' sensitivity to the unacceptability and damaging effects of domestic abuse
- The DRC to provide administrative and other support to the work of the Devonport Domestic Abuse Forum, and to draw on the resources of the Plymouth Community Safety Partnership to make sure that city-wide initiatives designed to tackle domestic abuse work to the benefit of Devonport residents; that opportunities are put in place for victims of domestic abuse to report their experience of abuse to agencies other than the police; that all relevant information is shared between agencies which offer help and support to victims of domestic abuse, subject to the consent of the victim where this is required by law; and that all relevant workers in Devonport receive training which enables them to identify problems of domestic abuse and to respond appropriately.

ANNEXE 1

DEVONPORT CRIME AND DISORDER DATA

1. RECORDED CRIME STATISTICS – DEVONPORT NDC AREA AND CITY OF PLYMOUTH

Statistics on recorded crime have been supplied by Devon & Cornwall Constabulary. Table 1 shows the most recent available crime figures for the Devonport neighbourhood (April 2003-December 2003), expressed in absolute figures and as a crime rate per 1000 population, and for Plymouth as a whole, expressed as a crime rate per 1000. Table 2 shows the proportion of offences recorded in Devonport between April and December 2003 in seven broad crime categories.

Offence type	Devonport NDC	D'port rate per 1000	Plymouth rate per 1000
Homicide	0	0.0	0.0
Other violence	128	25.7	12.8
Common assault	70	14.1	5.2
Sexual offences	5	1.0	0.9
Robbery	7	1.4	0.6
House burglary	36	7.2	4.3
Other burglary	25	5.0	3.8
Theft of vehicle	7	1.4	0.9
Taking without consent	25	5.0	1.8
Theft from vehicle	49	9.9	9.0
Vehicle interference	6	1.2	1.0
Theft of cycle	3	0.6	0.8
Theft from shops	19	3.8	4.1
Other theft	75	15.1	11.6
Handling	6	1.2	0.2
Credit card fraud	6	1.2	2.5
Forgery & other fraud	13	2.6	1.3
Criminal damage vehicle	45	9.1	6.8
Other criminal damage	123	24.7	11.7
Drug offences	64	12.9	3.3
Other offences	11	2.2	0.9
TOTAL	723	145.4	83.4

Table 1: Recorded crime figures, April-December 2003, for Devonport NDC Area (absolute numbers and crime rate per 1,000 pop) & for the city of Plymouth as a whole (crime rate per 1,000 pop)

Table 1 shows that, as far as *recorded* crime is concerned, Devonport had a crime rate that was 75% higher than that of the city as a whole. If crimes are excluded where the number of offences recorded was in single figures, the most marked differences occurred in drug offences (almost four times the city rate), criminal damage and violent offences (both over twice the city rate), and taking a vehicle without consent (almost three times the city rate). With 2% of Plymouth's population, the Devonport neighbourhood experienced 8% of recorded drug offences and 4% of violent and sexual offences.

Tables 1 & 2 together show that violent offences accounted for almost 30% of recorded offences in Devonport (23% in Plymouth as a whole), criminal damage 24% (22% in Plymouth), vehicle crime 12% (15% in Plymouth), burglary 9% (10% in Plymouth), and drug offences 9% (4% in Plymouth). Bearing in mind that violent and criminal damage offences share some

characteristics, for example an element of aggression and a frequent association with the misuse of alcohol, strategies to tackle one are likely to have an impact on the other.

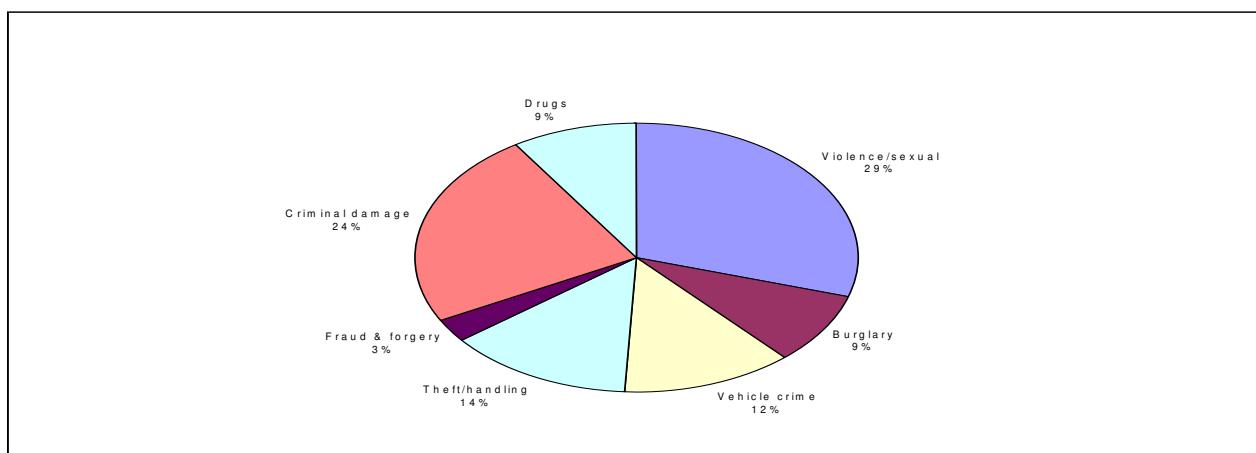


Table 2: Proportion of offences in main crime categories recorded in Devonport April-December 2003

Comparative crime figures have also been provided for 2001 and 2002, again for the Devonport NDC area and for Plymouth as a whole. Table 3 below sets out Devonport's recorded crime figures for April-September 2001, April-September 2002 and April-September 2003. Particular caution should be exercised in interpreting some of the increases between 2001 and 2002: new national crime recording standards introduced in April 2002 increased the number of offences included in the official crime figures, particularly in relation to violent offences and criminal damage.

In any case, recorded crime figures will only ever show part of the crime picture in a particular area: one estimate is that little more than a quarter of all crime shows up in the official figures, not least because, at a national level, only about a half of all crime is reported to the police. Evidence from the British Crime Survey suggests that reporting rates tend to be particularly low in inner city areas of high deprivation.

Offence type	D'port 4/01-9/01	D'port 4/02-9/02	D'port 4/03-9/03	% change 2002 to 2003
Homicide, violence, sexual	77	128	143	+12%
Robbery	7	16	6	- 62%
House burglary	24	55	21	- 62%
Other burglary	38	23	20	- 13%
Theft of vehicle	10	15	21	+40%
Theft from vehicle/TWOC	41	35	35	0%
Vehicle interference	4	3	5	+67%
Theft from shops	57	26	14	- 46%
Theft (incl cycles) & handling	51	62	60	- 3%
Forgery & fraud	30	20	14	- 30%
Criminal damage (vehicle & other)	102	119	109	- 8%
Drug offences	22	23	37	+61%
Other offences	5	6	7	17%
TOTAL	468	531	492	- 7%

Table 3: Recorded crime figures for Devonport Neighbourhood April-Sept 2001, 2002 & 2003

Comparing the percentage change over the previous year for Devonport and for Plymouth as a whole shows that, between April-September 2001 and April-September 2002, there was a 37.5% increase in recorded crime in Plymouth and a 13.5% increase in Devonport. Between April-September 2002 and April-September 2003 recorded crime dropped by 6.8% in Plymouth and 7.3% in Devonport. From Devonport's point of view the figures for both years are encouraging:

- The increase between 2001 and 2002 was little more than a third of the average for the city as a whole, and was more than accounted for by increases in those offences for which recording practices were changed in April 2002, i.e. violence and criminal damage⁶.
- The fall in Devonport's crime figures between 2002 and 2003 was marginally bigger than the fall for the city as a whole.

Figures on incidents of **domestic abuse** in the NDC area show that, out of 3,669 incidents of all sorts reported to the police in the Devonport NDC area between April 2003 and February 2004, 491 (or 13%) were domestic incidents. Of the 170 offences of common assault or assault causing actual bodily harm recorded between April 2003 and January 2004, around 150 (nearly 90%) occurred in a domestic context. Figures for April 2003 to January 2004 for the Devonport sector – an area quite a bit bigger than the NDC area – show that 1,304 domestic violence incidents were dealt with over that time, an increase of 107 over the same period in the previous year: the figure for Plymouth as a whole was 3,766.

- 75% of the Devonport sector incidents were male on female; 7% male on male; 12% female on male; and 6% female on female
- 49% of perpetrators were current partners; 26% ex-partners; 5% were a child of the family; and 5% a parent
- 53% of the incidents involved arguments only, and 36% involved the use or threat of violence against people or property

Figures from the Parents' and Children's Project at Leander House indicate that 90% of the parents attending the project had had experience of domestic violence, and all but one of 31 young people who attended a summer activity programme at Hamoaze House in 2003 reported experience of violence within the family.

2. YOUNG PEOPLE WHO OFFEND

Figures have been supplied by the Plymouth Youth Offending Team on 10-17 year olds with a home address in Devonport who offended in the course of 2003. The figures show that:

- thirty 10-17 year olds from the Devonport neighbourhood came to the notice of the Youth Offending Team in 2003, 21 male and 9 female
- three were aged between 10 & 12; seven were aged between 13 & 15; eight were 16; and 12 were 17
- seven were involved in violence; seven in theft or handling; four in motoring offences; three in vehicle crime; two each in burglary, criminal damage and drug offences; one in robbery; and two in other offences⁷

⁶ The overall increase in the number of recorded offences was 63; the increase in offences of violence and criminal damage was 68.

⁷ Some young people were involved in a number of offences in the course of the year: in such cases the most serious offence is included

3. ADULTS WHO OFFEND

The Devon & Cornwall Area of the National Probation Service has supplied information about the number of offenders living in Devonport and in Plymouth as a whole who commenced supervision or had court reports written on them in 2003. Discounting the 11% of cases where information on home addresses was not recorded, almost 6% of the Probation Service's Plymouth workload, a total of 61 people, lived in Devonport. 22% of them were under 22, 34% between 22 and 30, and 31% in their thirties. 12% were female and 88% male. 31% had been convicted of theft, 27% of motoring offences and 21% of violence.

4. PUBLIC SURVEYS

A number of surveys of local residents and business people have been conducted over the past four years, designed to show what people see as the main crime and disorder problems in Devonport, what they have been most worried about, and what their recent experience of crime and anti-social behaviour has been.

4.1 From "National NDC Evaluations" (October 2002, 497 residents aged 16+)

- When those who said they wanted to move from Devonport were asked why, 11% gave "crime levels in the area" as one of the reasons (compared to an average of 16% in all NDC areas), and 13% said "problems with neighbours in the area" (compared to a national NDC average of 9%)
- 48% of Devonport residents felt "a bit unsafe" or "very unsafe" walking alone around the area after dark, compared to 56% of NDC residents nationally

Table 4 below shows what proportion of residents thought that particular types of crime and anti-social behaviour were a problem, comparing Devonport residents with residents in other NDC areas and with the population of England & Wales as a whole. It shows that people in Devonport tended to see most crime-types as more of a problem than the NDC average (particularly teenagers hanging around, vandalism & graffiti, and drug misuse) but saw burglary and racial harassment as less of a problem. The proportion of Devonport residents who saw teenagers hanging around, vandalism & graffiti, litter & rubbish, drug misuse, problems with neighbours and racial harassment as a problem was roughly double the national average.

Problem Type	Devonport	NDCs Nationally	All National
Teenagers hanging round streets	78%	69%	33%
Vandalism & graffiti	75%	63%	35%
Litter & rubbish	74%	70%	33%
Car crime	68%	63%	-
Drug dealing and use	68%	53%	32%
Gangs & hooliganism	50%	46%	-
Abandoned cars	47%	45%	-
People being attacked/harassed	45%	42%	-
Dog nuisance	44%	39%	-
Household burglary	42%	53%	-
Problems with neighbours	26%	21%	12%
Racial harassment	13%	17%	8%

Table 4: % saying "problem" or "serious problem"

Table 5 shows what types of crime people worried most about being the victims of, again comparing Devonport residents with residents in other NDC areas and with the population as a whole. It shows that vehicle crime topped the list in Devonport (compared to burglary in the overall NDC and national surveys) with burglary and mugging next. Interestingly, people in

Devonport tended to worry less about being the victim of almost all crime-types than the NDC average, and not much more than the national average.

Problem Type	Devonport	NDCs Nationally	All National
Having things stolen from car	57%	62%	49%
Having your car stolen	56%	63%	51%
Having home broken into	51%	65%	51%
Being mugged and robbed	51%	59%	41%
Vandalism to home or car	49%	58%	-
Being attacked by strangers	47%	54%	39%
Being pestered in a public place	40%	46%	31%
Being sexually assaulted	31%	35%	-
Being attacked by someone known	25%	23%	-
Attack linked to race, religion etc	14%	25%	16%

Table 5: % saying they are “very or fairly worried” about particular crimes happening to them

Table 6 shows what proportion of residents had experienced crime of different types in the previous twelve months. Overall, the incidence of crime in Devonport is close to the average for NDC areas across the country, but roughly twice as high as the national average.

Crime type	Devonport	NDCs Nationally	All National
Theft from vehicle	15%	17%	7%
Damage to home or belongings	13%	14%	-
Theft from outside the home	12%	12%	5%
Threats of damage or violence	11%	9%	-
Domestic burglary	5%	7%	3%
Use of violence	5%	5%	3%
Theft from pockets, bags etc	3%	5%	1%
Racial harassment or abuse	2%	4%	-
Theft of vehicle if one in household	2%	4%	2%

Table 6: % experiencing crime in last 12 months, by type of crime

4.2 NDC Residents' Survey – Devon & Cornwall Police (2002, sample of about 400)

Table 7, like Table 4, shows what types of crime and anti-social behaviour Devonport residents thought were the biggest problems in the area. The list of crime-types is not quite the same as in Table 4, but the 'top two' are the same in each survey, and drug misuse scores highly in both.

Problem Type	% saying "very or fairly big problem"
Teenagers hanging around on the street	58%
Vandalism & graffiti	57%
People using or dealing drugs	52%
Abandoned cars	44%
People being drunk or rowdy	29%
Noisy neighbours or loud parties	25%
Urinating on the street	23%
Neighbourhood disputes	9%
Attacks/harassment ref race, religion etc	7%
People sleeping rough	6%
Prostitution	5%
Racist graffiti	4%
Attacks/harassment ref sexual orientation	4%

Table 7: % of residents saying "very or fairly big problem" in Devonport

Table 8, like Table 5, gave Devonport residents the chance to say which types of crime they were most worried about. The categories in the two surveys were slightly different but, insofar as they were the same, the ranking order in the two surveys was somewhat different. In this survey, less than a quarter said they were worried about being a victim of vehicle crime, whereas in the NDC evaluation survey these offences headed the list. Vandalism came second in this survey but fifth in the NDC survey. Nevertheless, putting the two surveys together suggests that burglary, vandalism, car crime, mugging, assaults and harassment are all a source of considerable worry for people living in Devonport.

Crime Type	Very or fairly worried
Domestic burglary	50%
Vandalism to home or car	44%
Being mugged or robbed	38%
Being pestered in a public place	30%
Being attacked by strangers	30%
Having your car stolen	23%
Having things stolen from your car	20%
Bogus caller/distraction burglary	20%
Being sexually assaulted	13%
Attacks/harassment ref race, religion etc	2%
Attacks/harassment ref sexual orientation	1%

Table 8: % saying they are "very or fairly worried" about particular crimes happening to them

This survey also showed that 56% of residents felt "a bit unsafe" or "very unsafe" walking alone in the area after dark, compared to 48% in the NDC evaluation.

4.3 Devonport Residents' Household Census (2000, 765 responses)

This survey, now over three years old, asked Devonport residents to say which types of crime and anti-social behaviour were problems in the NDC area, and in addition invited people to say whether things were getting worse or better. At that time, as is shown by **Table 9**, more people thought that almost all types of crime and anti-social behaviour (except for racial harassment) had got worse over the previous two years than thought they had got better, particularly in relation to drug misuse, troublesome teenagers, dumping rubbish, traffic nuisance and dog nuisance. As with the two surveys conducted in 2002 which are summarised in Tables 4 & 7, vandalism and drug misuse were ranked first and second but 'troublesome teenagers', who topped the 2002 lists, were ranked seventh in 2000.

Problem Type	% saying "problem" or "serious problem"	Balance of "got worse over last 2 years" over "got better"
Vandalism	69%	2%
Illegal drug dealing	66%	39%
Illegal drug using	65%	36%
Dog nuisance	65%	25%
General level of crime	63%	10%
Dumping rubbish	62%	29%
Troublesome teenagers	60%	30%
Traffic	58%	26%
Busy roads	55%	19%
Neglected open spaces	48%	12%
Vacant derelict property	44%	5%
Anti-social neighbours	43%	2%
Racial harassment	8%	-2% (i.e. got better)

Table 9: Degree and trend of seriousness of problem (2000)

Table 10 shows what people said were the top priorities for improving the NDC area. Better local facilities – for teenagers, children, the elderly and people with disabilities – all ranked highly, alongside drug prevention work.

Measure	High Priority	Medium priority
Better facilities for teenagers	72%	19%
Better facilities for children	72%	21%
Drug prevention work	68%	21%
Improved facilities for elderly	64%	25%
Improved facilities for disabled	62%	27%
Housing improvements	60%	24%
Improved training/job opportunities	60%	30%
Repairs to pavements & roads	57%	25%
Road safety/traffic calming	55%	24%
Better A & E facilities	53%	21%
Reducing empty/boarded up houses	49%	26%
Reducing empty/boarded up shops	48%	29%
More litter bins	47%	31%
Improvements to schools	42%	31%
More green spaces/parks	42%	26%
Street lighting	41%	26%
Improved shopping facilities	40%	33%

Table 10: Top priorities for improving the area (2000)

4.4 Business Surveys

Two crime-related surveys have been undertaken amongst business people in Devonport, one in 2000 and one in 2002. The later survey, while more up-to-date, attracted only fourteen responses, so the findings should be treated with some caution.

4.4.1 NDC Devonport Business Survey (2002, 14 responses)

Table 11 shows what types of crime and anti-social behaviour business people thought caused the most problems in Devonport. Comparing these findings with the residents' survey summarised in Table 7 shows an identical 'top six' but a higher priority being given to racist graffiti and homophobic harassment.

Problem Type	% saying "very or fairly big problem"
Teenagers hanging around on the street	86%
Vandalism & graffiti	86%
People using or dealing drugs	78%
Abandoned cars	50%
People being drunk or rowdy	43%
Urinating on the street	29%
Racist graffiti	22%
Attacks/harassment ref race, religion etc	22%
Neighbourhood disputes	22%
Attacks/harassment ref sexual orientation	15%
People sleeping rough	7%
Prostitution	7%
Noisy neighbours or loud parties	0%

Table 11: % of businesses saying "very or fairly big problem" in Devonport (Business Survey 2002)

Table 12 shows what types of crime business people were most worried about being the victims of. Again there is a close correlation between the findings of this survey and those of the residents' survey summarised in Table 8.

Crime Type	Very or fairly worried
Vandalism	78%
Burglary	71%
Having your car stolen	57%
Mugging	50%
Having things stolen from your car	43%
Being pestered in a public place	43%
Distraction burglary	36%
Being attacked by strangers	28%
Attacks/harassment ref race, religion etc	14%
Being sexually assaulted	14%
Attacks/harassment ref sexual orientation	7%

Table 12: % of businesses saying they are "very or fairly worried" about particular crimes happening to them (Business Survey 2002)

4.4.2 Business Survey (2000, 60 responses)

The 2000 business survey, which matched the residents' survey summarised in Tables 9 & 10, enabled business people to say what types of crime and anti-social behaviour were a problem in that year and whether these problems had got worse or better (**Table 13**). As with the residents' survey, the number of business respondents who thought things had got worse greatly exceeded the number who thought they had got better, except in relation to anti-social neighbours, racial harassment and vacant derelict property. People were particularly pessimistic with regard to the general level of crime, vandalism and troublesome teenagers.

Problem Type	% saying "problem" or "serious problem"	Balance of "got worse over last 2 years" over "got better"
General level of crime	74%	41%
Vandalism	71%	48%
Troublesome teenagers	70%	53%
Illegal drug dealing	58%	25%
Illegal drug using	56%	24%
Dumping rubbish	47%	22%
Anti-social neighbours	38%	-5% (i.e. got better)
Dog nuisance	37%	12%
Traffic	35%	18%
Busy roads	32%	14%
Vacant derelict property	30%	0%
Neglected open spaces	29%	9%
Racial harassment	9%	0%

Table 13: Degree and trend of seriousness of problem (Business Survey 2000)

Table 14 shows what business people said were the top priorities for improving the area. Comparing these findings to the findings of the residents' survey summarised in Table 10 shows a not dissimilar ranking order: the greater priority given to 'improved training and jobs' probably reflects the greater attention business people will tend to give to employment as a way of improving community cohesion and the quality of life.

Measure	High Priority	Medium priority
Drug prevention work	69%	24%
Improved training & jobs	61%	26%
Better facilities for teenagers	61%	31%
Better facilities for children	55%	33%
Housing improvements	59%	33%
Opportunities for local people	57%	33%
Better facilities for children	55%	33%
Improved facilities for elderly	55%	33%
Improvements to schools	51%	31%
Improved shopping facilities	49%	25%
Repairs to pavements & roads	47%	32%
More litter bins	43%	35%
Reducing empty/boarded up shops	43%	33%
Street lighting	40%	36%
Better A & E facilities	37%	20%
More frequent road sweeping	33%	29%
More green spaces/parks	31%	31%

Table 14: Top priorities for improving the area (Business Survey 2000)

ANNEXE 2

LINKS WITH OTHER STRATEGIES, PLANS AND TARGETS

1. DEVONPORT STRATEGIES AND PLANS

Devonport Draft Development Framework (page 61)

DRC Objective:

“Effective urban design and community policing measures that reduce the incidence of crime.”

“The Development Framework seeks to create a much more secure environment for Devonport’s residents and workers. The starting point has been to apply Secured by Design guidance provided by the Police. This is an initiative to encourage the adoption of a range of crime prevention measures to assist in reducing crime and the fear of crime. The main Secured by Design features of the DDF include:

- the creation of a permeable layout – a traffic calmed environment, but one which has a choice of routes for pedestrians and cyclists to ensure that streets and footpaths are well used
- a structure that promotes natural surveillance – with perimeter blocks that ensure buildings front onto the public realm with plenty of windows providing ‘eyes onto the street’
- the promotion of a high overall standard of security for the building shell
- the creation of an approach to planning and urban design that encourages a feeling of neighbourliness, with a sense of stewardship and responsibility
- the creation of subtle but effective ‘defensible spaces’ where necessary in front of buildings
- proposals to improve the provision of secure parking
- upgrading of public open spaces to provide adequate lighting of common areas.

Further detailed requirements will be set out in more detailed design codes and/or site development briefs. These should encourage planning applications to be accompanied by a Secured by Design Certificate.”

Draft DRC Health Strategy

Devonport’s Health Strategy draws attention to the links between crime, anti-social behaviour and worries about crime: “*Living in fear of crime has a serious, direct and detrimental effect on a person’s health, whether it produces a mild anxiety or serious stress.*” The Strategy points out the benefits which are already arising from a number of community safety projects including the Bobbies on the Beat scheme, improved lighting, CCTV, and the Homesafe project.

In the section on **drug misuse**, the Strategy adopts the four key performance targets contained in the [*National Plan*] as the basis of Devonport’s approach:

- Reduce the proportion of under-25s reporting the use of illegal drugs, with a particular emphasis on heroin and cocaine
- Reduce levels of repeat offending amongst drug misusing offenders by 25% by 2005 and 50% by 2008
- Increase the participation of problem drug users, including prisoners, in drug treatment programmes which have a positive impact on crime, by 66% by 2005 and 100% by 2008
- Reduce access to all drugs amongst young people, particularly heroin and cocaine, by 25% by 2005 and 50% by 2008

In the section on **alcohol**, the links between alcohol misuse and public disorder, domestic violence and child abuse are highlighted. The Strategy suggests that, in order to target the harmful effects of alcohol it will be necessary to:

- identify and where possible prevent the consequences of alcohol misuse
- help those who suffer the consequences of alcohol misuse
- manage the consequences such as tackling disorder and anti-social behaviour

In Devonport, this means that consideration should be given to:

- promoting safe & sensible drinking
- peer-led support programmes
- use of the CAGE questionnaire (an alcohol screening test)
- brief intervention in primary care consultations
- community safety strategies in place
- supporting a 'responsible server' programme

Amongst the proposals to be included in the Devonport Health Strategy's Action Plan are:

- develop a strategy for children and families which will outline a 10 year action plan for family support
- develop a range of interventions which supports family life and health & well-being
- develop a Domestic Abuse Strategy for Devonport Regeneration Company
- develop a strategy and solutions to combat drug and alcohol abuse

Draft DRC Youthwork Strategy

The draft Youthwork Strategy for Devonport draws attention to the wide range of youth provision available in the area but suggests that there is a need for "more concentrated co-ordination and partnership working". The Strategy proposes a number of capacity building activities, all of which have the potential to reduce crime, anti-social behaviour and youth victimisation:

- Initiating youth sessions at Pottery Quay
- Setting up a Devonport Youth Partnership to ensure co-ordination not duplication; quality; the future sustainability of services; and the acquisition of more external funding
- Employing a Youth Development Co-ordinator
- Supporting adults and young people who want to work as volunteers within the youth work field
- Celebrating and raising awareness of the diversity of young people
- Making sure that children, young people and their parents are aware of what's available in Devonport
- Setting up a centrally based One Stop Shop/café/advice service with youth worker support on hand if young people want it
- Developing quality standards for services for young people within Devonport

The Strategy sets out a programme for the Devonport Youth Partnership: the elements of the programme which are particularly relevant for reducing crime and anti-social behaviour are:

- Work with excluded young people aged under 16 and those at risk of exclusion
- Work with post 16s not in education, employment or training
- Work with Bobbies on the Beat on risk of crime and community policing initiatives
- School holiday activities programme
- Maintain and develop generic centre-based and street youth work
- Development of outreach project, to make contact with those hard to reach young people across the NDC area
- Work with young people and their families whose lives are affected by drug or alcohol abuse

The Strategy concludes with the following recommendations:

- The DRC to employ a Youth Development Co-ordinator to facilitate the development of the Devonport Youth Partnership
- The DRC to continue to support the funding of existing providers for a two year period to allow them to meaningfully engage with the Devonport Youth Project
- Each organisation that receives funding from the DRC to commit dedicated time to work with the DRC Youth Development Co-ordinator on the formation and development of the Devonport Youth Partnership.

Draft DRC Lifelong Learning Strategic Plan

Most of the recommendations contained in the Lifelong Learning Strategy have the potential to reduce crime and disorder in Devonport, given the proven links between crime and e.g. under-achievement at school; low levels of numeracy and literacy; unauthorised absence and exclusion from school; and insufficient family support. Some of the recommendations are particularly relevant:

- Supporting local schools in embracing the extended school ethos
- Developing new programmes of parental support along the lines of Sure Start
- Exploring new models of family support, perhaps along the lines of the pilot project at Leander House
- Building levels of parental involvement with schools
- Raising standards in schools through e.g. the increased use of individualised pupil target setting and study support, and providing additionality in pupil support
- Increasing opportunities for schools and youth providers to deliver innovative programmes of study support
- Targeting behaviour and Special Educational Needs support at young people in Key Stages 2 & 3 to enhance the ability of schools to deliver lessons with less disruption
- Engaging hard to reach young adults alongside youth providers and education providers to undertake a specific piece of work identifying their needs more clearly
- Seconding a Connexions worker to the DRC for a six month period to specifically target the 16-25 age group, providing advice, signposting and support in accessing further education

2. CITY-WIDE STRATEGIES, PLANS AND TARGETS

The Draft City Strategy

Transformational Goal 2:

“Plymouth offers an outstanding quality of life and opportunity to all, regardless of where people live. To do this we will provide disadvantaged and excluded individuals and communities, wherever they are located, with the skills and resources they need to work with statutory agencies and others to improve the quality of, and equality of access for all to, public services and secure improvements in employment, incomes, health and care, community safety, housing, local environment and community cohesion.”

Headline achievement:

“Reduce the level of domestic burglary, with no ward more than 50% above the city average by 2005.”

Transformational goal 4:

“Plymouth’s name is associated with environmental quality and a way of living and working that protects it for future generations.”

Headline achievements:

“Reduce to below the national average the proportion of city residents who feel unsafe outside on the streets.”

“Reduce fatal and serious road accidents by 20% by 2005 and 40% by 2010.” “Increase by 25% by 2007 the proportion of residents satisfied with street cleaning and refuse collection services in their area.”

Transformational goal 6:

“Plymouth is recognised as an exemplar for promoting diversity and community engagement in all aspects of the city’s life. To achieve this we will develop structures through Plymouth 2020 Partnership which will provide routes for engagement with all the city’s communities, improve the ability of citizens to participate in decision making and ensure that statutory agencies have the capacity to respond effectively to local community needs...”

Headline achievements:

“Increase the proportion of residents as a whole and those in disadvantaged areas or communities who are satisfied with the quality of a range of key services.” “Independent living improved by an increased number of adults with physical disabilities, learning disabilities, mental health problems and older people helped to live at home.”

The Plymouth Neighbourhood Renewal Strategy 2002-2007

Objective 3: “To improve the health and well-being of all Plymothians”

Indicators and targets: “Narrow the gap in domestic burglary rates between the worst performing wards and the City average, with no ward having a rate which is more than 50% greater than the City average by 2005.” “To increase, on a year on year basis, the rates of racial incidents which occur which are recorded; and the percentage of racial incidents that result in no further incidents.” “Narrow the gap in violent crime between the worst wards and the national average with no ward having a rate which is more than double the national rate by 2005.”

The Plymouth Crime Reduction Strategy 2002-2005: Strategic Priorities 2004/05

Aim: To reduce the impact on the quality of life of people in Plymouth brought about by:

- **the misuse of illegal drugs** – it is estimated that 80% of burglary and vehicle crime is to fund drug use, and there are about 2,500 known users of illegal drugs in the city
- **abuse of alcohol** – 90% of violent offences in Plymouth in 2002/03 were alcohol related
- **racism and homophobia** – victimisation of members of minority communities will increase fear of crime and social exclusion
- **domestic violence** – domestic violence affects 1 in 4 women at some point in their lives and has the highest rate of repeat victimisation of any crime
- **anti-social behaviour** – a recent Plymouth survey found that over 40% of residents felt that anti-social behaviour affected their lives
- **specific crimes of domestic burglary, violent crime, vehicle crime and arson**

The aim will be achieved through:

- assisting people to make informed judgements about the risk of crime
- reducing criminality of persistent offenders
- improving design and maintenance of buildings, streets and spaces to promote safety and prevent crime
- improving the well-being of children and young people

The Strategy states: “Despite impressive reductions of crime in the city, there are still wide gaps between risk of crime and fear of crime in different neighbourhoods. Crime and community safety are top priorities for local people and clearly a key part in reducing deprivation, inequalities and contributing to regeneration in the city. These will be measurable against the City Strategy objectives.”

Plymouth City Council Crime Related Best Value Performance Indicators 2003/4

National BVPIs

- Domestic burglaries per 1000 households
- Violent crimes committed by a stranger per 1000 population
- Violent crimes committed in a public place per 1000 population
- Violent crimes committed in connection with licensed premises per 1000 population
- Violent crimes committed under the influence of an intoxicating substance per 1000 population
- Vehicle crime per 1000 population
- Number of racial incidents recorded by the authority per 1000 population
- Percentage of racial incidents that resulted in further action
- Number of domestic violence refuge places per 10,000 population provided or supported by the authority

Local Performance Indicators

Benefit fraud

- Increase the number of successful prosecutions for benefit fraud

Young offenders

- Achieve reductions in re-offending rates with respect to pre-court; first tier penalties; community penalties; custodial penalties
- Ensure that final warnings are supported by programmes of intervention
- Ensure restorative processes are used in youth justice disposals
- Ensure that pre-sentence reports prepared for the courts are submitted within timescales prescribed by National Standards
- Ensure young offenders supervised by the Youth Offending Team are in full-time education, training or employment
- Ensure all young people subject to community interventions or on release from the secure estate have satisfactory accommodation to go to

Abandoned vehicles

- Average number of days taken to collect abandoned/dumped cars from the date reported

Drug misuse

- Number of problem drug misusers aged 15-44 in treatment per 1000 population

3. DEVON & CORNWALL

Devon & Cornwall Constabulary Best Value and Force Performance Indicators 2003/2004

To increase public confidence in the Force

- Percentage of the public satisfied with the time taken to answer a 999 call
- Percentage of the public satisfied with the arrival time of an officer dealing with an immediate response incident
- Percentage of the public satisfied with police action in response to 999 calls
- Percentage of victims satisfied with police initial response to a report of violent crime
- Percentage of victims of road traffic collisions satisfied with the police service at the scene of the collision
- Public reassurance and the quality of life
- Percentage of victims of racist incidents satisfied with the level of service provided
- Percentage of minority ethnic victims of non-racist crime satisfied with the level of service provided
- Number of racist incidents reported
- Number of homophobic incidents reported
- Percentage of victims surveyed who received feedback in the course of an investigation
- Percentage of victims surveyed who were satisfied with the feedback received in the course of an investigation
- Percentage of calls received within the Force Enquiry Centre answered within thirty seconds

To reduce crime

- Vehicle crimes per 1000 population
- Risk of a household being a victim of a household crime in the previous twelve months
- Risk of an adult being a victim of personal crime in the previous twelve months
- Percentage of domestic violence incidents where there was a power of arrest in which an arrest was made
- Domestic burglaries per 1000 population
- Violent offences per 1000 population committed by a stranger; in a public place; in connection with licensed premises; and under the influence of an intoxicating substance
- Robberies per 1000 population
- Number of domestic violence incidents reported
- Number of households covered by a Neighbourhood Watch scheme
- Number of distraction burglaries
- Number of 'Secure Car Parks' in the Force area
- Number of violent crimes
- Number of young offenders who have committed a recordable offence
- Number of crimes committed by young offenders
- Number of repeat victims of domestic violence
- Number of community safety and crime reduction modules delivered at each key stage of education
- Number of District Vehicle Crime Reduction Action Teams
- Number of Youth Action Groups set up
- Number of children truanting
- Number of truancy initiatives
- Number of youth victims
- Number of arrests for domestic violence
- Number of arson offences

To investigate crime and increase the number of crimes detected

- Domestic burglaries, vehicle crimes, violent crimes and robberies detected
- Number of offenders charged, reported for summons or cautioned for Class A supply offences per 10,000 population, broken down by heroin and cocaine
- Number of PACE stops/searches of minority ethnic and white persons per 1000 population, and percentage leading to arrest
- Proportion of recorded racially aggravated crimes detected
- Number of victims of racist and homophobic incidents who were repeat victims
- Percentage of homophobic and racist incidents where further investigative action taken
- Percentage and number of adults arrested referred to drug treatment programmes as a result of arrest referral schemes
- Number of adults attending drug treatment programmes
- Number of offences recorded for Class A and Class B drugs, number of offenders dealt with, and number of arrests
- The amount of Class A drugs seized
- Total value of assets seized

To promote increase levels of safety and security

- Percentage very worried about burglary, car crime and violent crime
- Percentage perceiving high levels of public disorder
- Number of road traffic collisions involving death or serious injury per 1000 population
- Number of parenting orders and reparation orders
- Number of arrest referral schemes

In addition, there are a number of measures linked to the strategic objectives of **responding efficiently to public demand** and **improving resource usage and efficiency**.

4. NATIONAL TARGETS AND GUIDANCE

National Neighbourhood Renewal Floor Targets – Crime

- Reduce vehicle crime by 30% from 1998/9 to 2004
- Reduce domestic burglary by 25% from 1998/9 to 2005

New Deal for Communities: Race Equality Guidance (February 2000) Checklist for Action: Race Equality and Crime

“Partnerships should include measures to ensure race equality in their overall approach to tackling crime and promoting community safety:

- *Crime audits* within a neighbourhood should be undertaken in ways that include a Black and ethnic minority perspective. If these communities feel left out at the beginning when the Partnership is finding out about people’s concerns about crime, it will be more difficult to persuade them to get involved when the Partnership is planning what to do about crime
- Neighbourhood crime audits should *cover “disorder” issues* (like vandalism, harassment/intimidation, bullying, noise and nuisance). Often these issues are not included as part of the officially-recorded crime statistics and/or crime indicators. But they are of central concern to local people, particularly those from Black and ethnic minority groups
- Each Partnership should set up a *group to oversee crime reduction/community safety work*. The group should include people from Black and ethnic minority communities as well as young people and women, who all represent social groups with distinctive experiences of crime & disorder. Furthermore, people from Black and ethnic minority groups have valuable insights on how existing community safety practices fail to make them feel safer, and are likely to have good ideas for improving those practices
- The Partnership, with its crime reduction/community safety group, should develop a *community safety/crime reduction strategy* (based on the crime audits) as part of its overall programme. The strategy should reflect the needs and concerns of Black and ethnic minority people in the area, and provide a framework for prioritising action
- Specific action is needed to *involve young people* – and particularly Black and ethnic minority young people – so that they can voice their concerns about crime and community safety. Positive roles for and images of young people – particularly of Black and ethnic minority young people – should be promoted, to counter the negative assumptions often made about them which often fuel fear of crime in the ‘wider’ local community
- *All victims of crime* need to be listened to, believed and supported by NDC Partnerships and community safety/elected agencies. Victim support services need to make sure that the support offered to local people is accessible and appropriate for people from Black and ethnic minority communities. Feedback from Black and ethnic minority victims of crime should be sought regularly

- *Resident-led measures* to improve community safety and reduce crime, (such as neighbourhood watch or neighbourhood wardens), must adopt an “inclusive” approach. Activities and views based on stereotypical assumptions (such as “it’s the young black men who cause all the trouble round here”) must be challenged
- Avoid making assumptions based on *stereotypes about who commits crime*. Action should be based on looking at the facts, to ensure that stereotypical assumptions are not simply being reinforced
- Make efforts to establish a direct *dialogue between local young people* – including Black and ethnic minority young people – *and the police* and other criminal justice agencies to improve relationships, develop understanding and create a better basis for getting agreement about how to develop a safer community
- Where *alcohol and/or drugs-related crime & disorder* is a specific concern in a neighbourhood, all communities within the neighbourhood should be involved in developing mutual support, action and policy responses to tackle the problems. Any tendency to view any particular community group as part of the problem should be avoided.”

Tackling Racist Crime and Harassment Through NDC

“As part of their baseline information on crime, NDC Partnerships need to identify and examine the views and experiences of Black and ethnic minority residents on racially motivated crime and harassment. Effective action against racially motivated crime has three key elements:

- support for victims;
- action against those who commit the crime;
- preventive measures

The NDC Partnership should, in co-operation with the borough/district-wide community safety partnership:

- establish *formal policies and procedures* for dealing with racial harassment and publicise them locally in appropriate languages
- identify where to get *legal advice, interpreters and victim support* relating to racial harassment, in advance of actual incidents
- *meet with Black and ethnic minority groups* in the area to discuss concerns about racial harassment, and assist in a response
- check that *newly-housed residents* within the locality (including Black and ethnic minority residents) are not experiencing any crime-related problems
- be alert for any *indirect signs of racial harassment*. These signs might include numerous or unexpected housing transfers and/or repairs requests, or people refusing housing opportunities in popular residential areas
- keep accurate *records of racist incidents* and try to ensure that anyone dealing with an incident has quick access to any previous history. Some community partnerships have developed a single, cross-agency database. Victims should also be encouraged to log incidents
- *encourage reporting of racist incidents*, both by making it easier (for instance, a well-publicised 24-hour phone line) and by training agencies in how to respond. Front-line staff in housing, social services, health and the police need training on procedures. This can be done jointly
- have arrangements in place with other housing authorities or associations in the area, to assist with *temporary or permanent re-housing of victims* of racial harassment on a reciprocal basis
- *review policy and procedures* regularly and improve them in the light of experience.

The district/borough-wide community safety partnership will take the lead on some of these points. Others will fall more naturally to the NDC Partnership. The division of responsibilities should be agreed between the two partnerships. These measures are particularly important in areas where Black and ethnic minority groups account for a relatively small proportion of the local population.”

ANNEXE 3

COMMUNITY SAFETY IN DEVONPORT: A SUMMARY OF RELEVANT BACKGROUND DOCUMENTS

Draft Devonport Development Framework Report (2003)

- **Audit and Analysis Summary:** 'Levels of crime have been falling' but 'crime levels remain high'.
- **Vision, Principles and Development Strategy:** Under the theme of 'creating a healthy and safe environment', 'to reduce the incidence of crime to a level below the Plymouth average'. Under 'a healthy and safe environment', 'providing ...an urban area that is secure by design...'
- **Issues relating to youth provision identified by local people:** 'Provision of youth services/clubs across area is unequal; BME young people do not have enough opportunities to engage in appropriate social and leisure activities; youth provision is generally fragmented and underdeveloped; limited capacity within existing youth facilities has led to some young people being excluded; there are not enough sports facilities for young people'.
- **Safety issues identified by local people (from PCM Theme Day):** 'Few opportunities for young people to meet with the community police team; the relatively high risk of crime and fear of crime is detrimental to residents, businesses and visitors – and all the regeneration targets; poor security to the communal areas of flat blocks; domestic violence and a poor response from city wide services affects the health and well-being of children, families and vulnerable adults; vandalism, domestic violence, anti-social behaviour and arson severely degrade quality of life; BME residents fear racist groups and high crime rates, and have little victim support; BME young people feel unsafe in their home, school and on the streets; high levels of crime deter business ventures and enterprise; poor public toilets; inappropriate use of cars and private vehicles is a nuisance'.
- **Culture-related issues identified by local people:** 'Devonport Park is not inviting and does not provide enough for people to do; there is no specific work with young people in Devonport around the arts e.g. drama and dance; there is no skate park; there are not enough exciting opportunities for art, drama, music and photography; BME residents feel oppressed with regard to celebrating their culture and have limited access to an appropriate range of recreational facilities'.

BME Consultation Day Report (2002)

- **Positive forces:** Bobbies on the Beat project; consultation opportunities; BME special interest focus group; Police diversity officer; funding opportunities; Devonport Regeneration Co.
- **Negative forces:** Tension from high number of asylum seekers; inadequate interpreting provision; inadequate victim support services in Devonport; not enough safe places for children to play; high crime rate but even higher fear of crime; poor understanding of different cultures + asylum seekers situation and not enough willingness to learn; poverty leading to crime; racism and support for BNP generates fear among BME communities; feeling that Devonport is a small and isolated community; some BME residents do not feel safe/fear attack; many BME residents feel isolated and misunderstood; perception that BME residents get preferential treatment; BME residents often use police as last resort, may prefer to 'sort out own problems; negative media coverage; alcoholism can create a threatening environment; drug use; poor parenting; different experiences with police in home countries; lack of trust in the police; new arrivals and asylum seekers are not very aware of law and how the system works; lack of positive role models for BME people in the

community; verbal and physical racial abuse & graffiti; criminal system full of red tape and very slow; police call handling service slow and expensive; some incidences of disappointing behaviour from police officers.

- **Solutions:** Use the media to promote the positive and raise awareness; report any disappointing behaviour from police officers; need for the police to tap into information concerning issues affecting the BME community; awareness raising activities for everyone to develop greater understanding of cultural differences and of issues and laws affecting refugees and asylum seekers; distribution of information to address viewpoint that BME residents receive preferential treatment; participation in cultural exchange programmes between Devonport and other countries; police to be more involved with community activities and projects involving BME residents; create post for BME resident to carry out mentoring, awareness-raising and support activities for the BME community; police to further develop relations with organisations and individuals with strong relations with asylum seekers and refugees; safe places for children to play; support parenting skills to provide better role models; crime prevention schemes, including tailor-made crime prevention for different BME groups; police need to reach out and promote themselves to BME residents and other hard to reach groups; police to improve their translation and interpretation facilities; directory of all services available to asylum seekers; more comprehensive induction period for new arrivals given by police diversity officers.'

Youth Theme Day (13/07/03) – What's Needed

- **Skate board facility:** Top of the list for many young people
- **Youth Super Centre:** Including provision for dancing lessons/studio; courses on pet care; after school drop-in session; hair and beauty salon; indoor swimming pool; theme park; indoor football pitch; good trips; summer activities; drama; painting and artwork; quizzes; children's gym; death slide
- **Relationships:** More youth workers (two current ones named as deserving of respect)
- **Venues:** Current ones generally dowdy, inaccessible or too small
- **Frequency of provision:** Too little, and some at the wrong times – should be available every night of the week
- **Travelling between clubs:** A lot of opposition to this – territorial attitudes
- **Safety:** Closer relationships needed with community police team, including regular get-togethers

Cluster Themes from Safe & Healthy Communities Theme Day (2002)

- **Parenting:** Low parenting skills; low levels of support for parenting; negative attitudes towards children; some parents had a poor parenting example as they grew up; being a parent is difficult for everyone; parents felt they were not listened to; isolated families and lack of advocacy; little recognition of the uniqueness of each child; not all children were happy or thriving; support for parents with parenting in the teenage years; support for teen parents; some parents not taking responsibility for their children
- **Under 10s attitude to right and wrong**
- **Parents and children** not treated with respect, or treated with disrespect because of where they live; no common understanding in the community about children being safe from harm
- **Men's health – accessing services:** Health issues needing special development include managing anger
- **Drug misuse:** Drug abusing parents and young people; dirty needles in the streets and parks; drugs on the stairwells
- **Alcohol:** Underage drinking

- **Children and young people:** Vandalism; bad behaviour; stone throwing at buses; crime – burning out cars/arson; teenagers hanging around with nowhere to go; foul language used to local people with little reason; gangs – others feel threatened; poor facilities for children; not enough holiday play schemes; out of school activities; affordable resources and activities for young people; truancy
- **Crime:** High crime rate; concentration of families involved in crime; domestic burglary; street robbery; don't feel safe to walk to shops at night; local environments not seen as safe or comfortable places to be; fear of crime and violence; homes with poor security, especially communal areas of flat blocks; dog mess
- **Sexual behaviour:** Sex on the stairwells; prostitution
- **Domestic violence:** Few options for victims of domestic violence
- **Planning:** Devonport seen as dumping ground by planners

Safe and Healthy Communities Focus Group Theme Day (May 2002)

Being safe means:

- a safe home
- knowing that other residents care about me and where we live
- not being burgled
- walking the streets without fear
- children being safe at home and outside
- knowing those who break the rules will be punished
- not finding needles in the park
- being able to walk out with my children without fear of personal safety
- knowing risk of crime in the area and being able to assess how safe I am
- safe and secure parks and play areas
- well supported and paid police, hospital and fire service
- good security on doors and windows
- well maintained pavements
- good lighting in the streets and around our homes
- highly visible security including public officials
- cars not speeding
- well kept bushes and areas
- places for young people to go and hang out
- free from addiction
- having a safe environment for my children to grow up in
- no fear from ill health, poor education and discrimination
- clean streets – no rubbish, graffiti or burnt out cars
- police sort out the drug people rather than drive past

Annexe 4

LINKS BETWEEN THE OBJECTIVES OF THE DEVONPORT COMMUNITY SAFETY STRATEGY AND RELEVANT PUBLIC SERVICE AGREEMENT TARGETS, BEST VALUE PERFORMANCE INDICATORS & MAINSTREAM SERVICE PRIORITIES

Priority 1: Increasing Community Confidence & Reducing the Fear of Crime	
Objectives	PSAs, BVPIs, Service Priorities
To make the most of opportunities for those involved in crime reduction activity to communicate formally and informally, verbally and in writing, with residents and business people to explain their purpose and programmes; to provide information about the use being made of their services by residents of Devonport and about the impact of their activities on levels of crime and disorder; and to seek feedback from residents about their perception of the service's effectiveness and their views about future developments	<p>Draft City Strategy: "Increase the proportion of residents as a whole and those in disadvantaged areas or communities who are satisfied with the quality of a range of key services"</p>
To convey information about current trends in crime and anti-social behaviour to the wider public in Devonport, using recorded crime data and information from public surveys, ensuring that the data is interpreted in ways that provide legitimate reassurance, and is presented in a form which enables local people to make a realistic assessment of the risks of victimisation	<p>PCSP Strategic Priority: "Assisting people to make informed judgements about the risk of crime"</p> <p>Police PIs: "To increase public confidence in the Force... [with regard to] public reassurance & the quality of life" "Percentage very worried about burglary, car crime and violent crime" "Percentage perceiving high levels of public disorder"</p> <p>National Neighbourhood Renewal Floor Targets: "Reduce vehicle crime by 30% from 1998/9 to 2004" "Reduce domestic burglary by 25% from 1998/9 to 2005"</p> <p>Draft City Strategy: "Reduce to below the national average the proportion of city residents who feel unsafe outside on the streets"</p> <p>Plymouth Neighbourhood Renewal Strategy: "Narrow the gap in domestic burglary rates between the worst performing wards and the City average, with no ward having a rate which is more than 50% greater than the City average by 2005" "Narrow the gap in violent crime between the worst wards and the national average, with no ward having a rate which is more than double the national rate by 2005"</p> <p>Home Office PSA 2001-2004: "Ensure that by 2004 the levels of fear of crime in the key categories of violent crime, burglary and car crime, reported in the British Crime Survey are lower than the levels in the 2001 BCS"</p>

To make Devonport residents aware of the range of multi-agency panels to which those whose criminal or anti-social behaviour is causing 'harassment, alarm or distress' can be referred	Youth Justice Board Target 2004/5: "Ensure that all areas have in place Youth Inclusion & Support Panels or other effective arrangements that ensure children and young people most at risk of offending are targeted by mainstream services"
To re-constitute a standing group which enables community representatives to track the progress of crime reduction initiatives in Devonport and to advise the Devonport Regeneration Company and statutory agencies on the need to review current priorities or re-design projects	
To make more widely available a range of mediation and other conflict resolution services, with a particular emphasis on promoting a 'community conferencing' approach which enables groups of people who are at loggerheads, perhaps because of a clash of lifestyles, to resolve their differences	
To develop the use of restorative justice measures which enable the perpetrators of crime and anti social behaviour to understand the harm done to victims and to make good the damage done	Local PI L(C)18: "Ensure restorative processes are used in youth justice disposals" Youth Justice Board Target 2004/5: "Ensure that 75% of victims of all youth crime referred to YOTs are offered the opportunity to participate in a restorative process and that 75% of victims participating are satisfied"
To increase opportunities for different sectors of the population of Devonport e.g. young and older people, members of ethnic minority groups, residents of different sexual orientation, to gain a better understanding of each others' lifestyles, needs and beliefs and to see difference as an asset and not as a threat	

Priority 2:

To provide positive opportunities for all children and young people in Devonport so that the risks of their involvement in crime and anti-social behaviour, both as perpetrators and victims, is reduced, and to ensure that families have access to support

Objectives

To ensure that all those children and young people in Devonport aged between 8 and 19 whose behaviour in the community is causing concern are identified through the Youth Service, the Connexions Service and/or the Youth Inclusion and Support Panel; that information relevant to diverting them from crime and anti-social behaviour is shared between agencies; that multi-agency support packages are drawn up and implemented; and that Devonport residents and community-based workers are made aware of the routes through which referrals to the above bodies can be made

PSAs, BVPIs, Service & Partnership Priorities

PCSP Strategic Priority: "Improving the well-being of children & young people"
Youth Justice Board Targets:
"Ensure that all areas have in place Youth Inclusion & Support Panels or other effective arrangements that ensure children and young people most at risk of offending are targeted by mainstream services"
Police PIs: "No. of young offenders who have committed a recordable offence" "No. of youth victims"

To increase awareness amongst Devonport residents and workers of the range of measures – running from preventive measures, through early intervention and enforcement to resettlement measures – which are available to respond to problems of anti-social behaviour	PCSP Strategic Priority: “To reduce the impact on the quality of life of people in Plymouth brought about by anti-social behaviour”
To map the extent to which the most excluded young people, including those involved in anti-social behaviour and offending or at greatest risk of becoming involved, are able to gain access to relevant youth and support services in Devonport; and to explore the potential benefits of a youth project which concentrates its energies on those young people most at risk of offending, based on the Youth Works model being launched in North Prospect	
To audit the current range of family support services in Devonport to see to what extent there are gaps in services – geographically and otherwise – and to explore ways of filling those gaps	

Priority 3: To improve the accessibility of criminal justice and personal support services so that offenders and those at risk of offending receive the necessary level and intensity of support	
Objectives	PSAs, BVPIs, Service & Partnership Priorities
To develop a neighbourhood-based approach to the supervision and support of offenders and those at risk of offending, drawing on the services of the Probation Service, the Youth Offending Team, the Harbour Centre and other relevant agencies	PCSP Strategic Priorities: “Reducing criminality of persistent offenders” “To reduce the impact on the quality of life in Plymouth brought about by the misuse of illegal drugs” Youth Justice Board Targets 2004/5: “Reduce re-offending rates for pre-court disposals, first tier penalties, community penalties and custodial penalties” “To ensure that 90% of young offenders who are supervised by the YOT are in full-time education, training or employment”
To identify, with the above agencies, increased opportunities to involve local residents in the support and management of offenders living in Devonport, and in increased participation in the Victim Support scheme	Draft City Strategy: “...We will provide disadvantaged & excluded individuals & communities...with the skills & resources they need to work with statutory agencies & others to improve the quality of, and equality of access for all to, public services, and secure improvements in...community safety...and community cohesion”
To enable more Devonport offenders who are subject to community punishment orders, final warnings, reparation orders and referral orders to make reparation for their offences in their own neighbourhood	Youth Justice Board Target 2004/5: “Ensure that 75% of victims of all youth crime referred to YOTs are offered the opportunity to participate in a restorative process and that 75% of victims participating are satisfied”

To increase the understanding of local residents about the factors underlying offending and drug & alcohol misuse, and about the most effective ways of managing and changing the behaviour of those who offend and misuse drugs & alcohol	BVPI 198: “No. of problem drug misusers aged 15-44 in treatment”
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Priority 4: To ensure that all available environmental measures are used to prevent and confront crime and anti-social behaviour, and to create a neighbourhood that is pleasant to live in	
Objectives	PSAs, BVPIs, Service & Partnership Priorities
To test all the proposals in the Devonport Development Framework against Secured by Design principles and standards, and ensure that crime prevention receives a high priority throughout the planning process	PCSP Strategic Priority: “Improving the design & maintenance of buildings, streets & spaces to promote safety and prevent crime”
To ensure that all those involved in the development of Devonport have access to evidence about ‘what works’ in designing out crime	
To create opportunities for past, present and future residents of Devonport to contribute their own experiences about the most effective ways to design out crime and anti-social behaviour, drawing lessons from the success of the Pembroke Street project	
To involve young people in the design and siting of new social facilities in Devonport with a view to increasing their sense of ownership and reducing the incidence of vandalism	
To make sure that environmental damage caused by e.g. litter, flytipping, vandalism, graffiti and the misuse of vehicles is made good within agreed target times, and to encourage and enable residents to monitor whether or not these target times are met	PCC Local PI L(DSD)33: “Average number of days taken to collect abandoned & dumped vehicles from the date reported”
To ensure that the local authority and other service providers make full use of their enforcement powers, including the issuing of penalty notices, to tackle environmental crime and anti-social behaviour	
To appoint ‘capable guardians’ to take care of those parts of Devonport which, in the opinion of residents, suffer most from neglect and a lack of ownership and thus generate a fear of crime	
To minimise the delays in re-letting empty properties and re-developing decanted sites	
To ensure that the extended CCTV scheme and the programme of upgraded lighting represent good value for money in reducing crime, anti-social behaviour and worries about crime, by monitoring and publicising their operation and impact, and giving residents the opportunity to give feedback and advise on improvements	

<p>Priority 5: To ensure that the management of Devonport’s housing stock balances the needs of the community with the needs of individuals, and that all those housed in the area have access to the necessary levels of social support</p>	
<p>Objectives</p>	<p>PSAs, BVPIs, Service & Partnership Priorities</p>
<p>To move towards a lettings system which increases the likelihood that prospective tenants will feel that they have chosen to live in Devonport rather than been placed there through an impersonal bureaucratic process</p>	<p>BVPI 74: “Satisfaction of tenants of council housing with the overall service provided by their landlord, with results further broken down by a) black and minority ethnic and b) non-black and minority ethnic tenants” “Satisfaction of tenants of council housing with opportunities for participation in management and decision making in relation to housing services provided by their landlord”</p>
<p>To ensure that communication between those responsible for working with homeless applicants and for allocating properties, local housing officers and the Housing Enforcement Team enables all available and relevant information about personal and social support needs, and about any history of anti-social behaviour, to be shared</p>	
<p>To create a more unified and co-ordinated approach to the management of problems of crime and anti-social behaviour amongst the housing associations with properties in Devonport, and to encourage them to buy into the services of the City Council’s Housing Enforcement Team</p>	<p>Housing Corporation Regulatory Guidance: “Strategies are in place to tackle anti-social behaviour”</p>
<p>To make full use of the Supporting People budget so that all those who are allocated housing in Devonport receive an adequate level of housing support</p>	<p>Draft City Strategy: “Independent living improved by an increased number of adults with physical disabilities, learning disabilities and mental health problems helped to live at home” Supporting People Strategy 2002: “Key areas of priority: people with alcohol & drug problems; women at risk of domestic violence; offenders or people at risk of offending; people with mental health problems; people with a learning disability; young people at risk and young people leaving care; teenage parents; people with a physical disability, sensory impairment or acquired brain injury; older people; homeless single people & families with support needs; refugees; and people sleeping rough”</p>
<p>To concentrate personnel and resources on the first few weeks after a new tenant’s arrival in Devonport, through the provision of a welcome pack and joint visits which highlight the advantages of the area, signpost people to relevant local</p>	

services, and provide crime prevention advice	
To supplement the terms of tenancy agreements which outlaw criminal and anti-social behaviour with a positive commitment to pro-social behaviour, e.g. via a Good Neighbour Agreement which all residents of Devonport will be encouraged to sign up to	
To ensure that all residents are aware of the City Council's four-stage process designed to tackle problems of anti-social behaviour, are informed of the contact points to report their concerns, and are encouraged to participate in approaches which are designed to nip problems in the bud and thus avoid enforcement action	

Priority 6: To reduce the experience of hate crime and harassment – particularly racist and homophobic crime, and crime and harassment directed towards people with disabilities – and to reduce the incidence of domestic violence	
Objectives	PSAs, BVPIs, Service & Partnership Priorities
To protect the interests of black and minority ethnic residents by adopting the good practice points set out in the section on 'Tackling racist crime and harassment through NDC' contained in the Race Equality Guidance published in February 2000	
To encourage and support victims of hate crime and domestic abuse in reporting incidents, through a proactive approach within the DRC and the City Council which matches the input of the Police	<p>BVPIs 174 & 175: "No. of racial incidents recorded by the LA; and percentage of racial incidents reported to LA that resulted in further action"</p> <p>BVPI 164: "Does the authority follow the CRE's code of practice in rented housing and follow the Good Practice Standards for social landlords on tackling harassment included in 'Tackling Racial Harassment: Code of Practice for social landlords?'"</p> <p>Police PIs: "Percentage of victims of racist incidents satisfied with the level of service provided" "No. of victims of racist & homophobic incidents who were repeat victims" "Percentage of homophobic & racist incidents where further investigative action taken"</p> <p>PCSP Strategic Priority: "To reduce the impact on the quality of life of people in Plymouth brought about by racism & homophobia, and by domestic violence"</p> <p>Plymouth Neighbourhood Renewal Strategy: "To increase, on a year on year basis, the rates of racial incidents which occur which are recorded; and the percentage of racial</p>

	incidents that result in no further incidents” Housing Corporation Regulatory Guidance: “Dealing effectively with racial harassment: housing associations establish targets for reporting, victim support & satisfaction, and action taken against perpetrators”
To provide the victims of hate crime and domestic abuse with the option of reporting incidents to statutory and voluntary agencies other than the Police by developing third party reporting schemes	
To make sure that the voices of black and minority ethnic residents; of gay, lesbian, bi-sexual, transgender & transsexual resident; and of residents with disabilities are heard on the DRC Board and on consultative groups focusing on crime and disorder	See NDC Race Equality Guidance
To promote support networks for victims of hate crime and domestic abuse which strengthen their capacity to confront criminal behaviour & harassment and to seek the help of the police and other authorities	Police PIs: “No. of domestic violence incidents reported” “No. of repeat victims of domestic violence
To ensure that victim support services are available which are sensitive to the needs of minority groups and victims of domestic abuse	BVPI 176: “No. of domestic violence refuge places which are provided or supported by the LA”
To increase the protection of people with disabilities from incidents of crime and harassment, by building links with organisations which represent their interests and extending to them the monitoring and support arrangements that are being put in place for racist and homophobic crime and harassment	
To develop education programmes for schools, pupil referral units, youth projects and community centres which a) build on the community cohesion pilots and increase knowledge, understanding and tolerance between people from different ethnic minorities & with different sexual orientations, and between able-bodied people and those with disabilities; and b) raise awareness of the damaging impact of domestic abuse on victims and families	

APPENDIX

LIST OF CONSULTEES

Nine Devonport young people attending a consultation event
25 'over-50s' residents attending one of two consultation events
Nine tenants & residents attending a consultation event
Bobbies on the Beat Steering Group (12 attending)
Two residents speaking for lesbian and gay residents
Faith & Quality of Life Focus Group
Ossie Glover, Fata He
Lucy Hamilton, Participation Worker, DRC
Chris Poultney, Programme Officer, DRC
Nathan Sanders, Research Officer, DRC
Pete Burnett, Over 50s Worker, DRC
Lynne Bell, DRC
Lis Mawhinney, Community Health Project Manager, DRC
Peter McNamara, DRC
Anita Burnard, Youth Participation Worker, DRC
Pippa Gregory, Participation Worker, DRC
Terry Brown, Participation Worker, DRC
Gill Borbon, Community Developer, DRC
Pat Smith, Devonport Parents & Children's Project, Leander House
Sally Williams, Homesafe
Sgt Jo Williams, Bobbies on the Beat Team
Steve Soames, Mount Tamar School
Jo McCaren, Seymour House
Headteacher, St Joseph's RC School
Ann & Alan Leaves, Christine Horkins, Lynda Mould, business community
Dick Watson, Consultant
Christine Watts, Project Manager, Pembroke Street Estate Management Board
Paul Chudley and Dino Peros, Police and Probation secondees to 2020 Partnership
Roma French & Bob Underwood, Hamoaze House
Keith Halsey, Community Safety Manager, Plymouth Community Safety Partnership
John Drury, Housing Enforcement & Relations Officer, Plymouth City Council
Alan Grant, Supporting People
Steve Ford, Team Leader, Devonport Housing Office
John Doleman & Sheila Wickham, Housing Department, Plymouth City Council
Gaenor Hockey, Twelve's Company
Mike Artherton, CCTV Manager
Cos Cosway, Horizons Trust
Jill Gregg, Sarsen Housing Association
Mike Ruffles & Jon Nason, Devon & Cornwall Probation Area
Steve Moore, Youth Offending Team Manager
Peter Aley, Social Inclusion Partnership
Tony Faragher, Harbour Centre
Steve West, Connexions Service
Siwan Tyack, Connexions Service
Bronwyn Prosser, Plymouth City Council
Pippa Ferguson, Tara Noble and Rob Bourne, GOSW Plymouth
Sgts Rod Wood & Dave Hibbert, Diversity Unit, Devon & Cornwall Constabulary
Bob Harbour, Tri Service Careers
Carol Senior, Plymouth Victim Support
Nicky Scutt, Action Plan Project Manager, Plymouth City Council