

Crime, disorder and substance use
in Cornwall
Strategic Assessment
Executive Summary & Key Findings
2008/09



Community Safety Intelligence Hub
evidence-based problem orientated analysis





CRIME, DISORDER AND SUBSTANCE USE IN CORNWALL

STRATEGIC ASSESSMENT EXECUTIVE SUMMARY AND KEY FINDINGS 2008/09

Produced by Amethyst on behalf of:
Cornwall Crime & Disorder Reduction Partnership (CDRP)

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Crime comparison

Crime statistics are collected and used to monitor the patterns and trends, identify areas of priority and to inform policy. Statistical data can be detailed and complex; for ease of reporting, and to help identify areas of risk, crimes are grouped together using standard categories.

The table below shows a high level picture of the main crime types and how they compare with the previous year.

The table below shows a high level picture of the main crime types and how they compare with the previous year. If difference is less than 5% the change was deemed as stable →.

Is there more crime than last year?

Direction of travel	Recorded crimes and incidents	Change %	Number
↓	All recorded crime	-5.6%	27,962
↓	Alcohol-related violence	-8.9%	2,695
→	Anti-social behaviour	-1.6%	32,707
↓	Arson ¹	-21.9%	586
↓	Criminal damage	-15.4%	7,371
↑	Domestic abuse (total incidents)	10.2%	6,970
↑	Drug crime	12.4%	1,290
↑	Dwelling burglary	7.9%	933
↑	Forgery and fraud	33.2%	907
→	Hate crime (total incidents)	1.6%	261
→	Non-dwelling burglary	1.3%	2,072
↓	Other theft and handling stolen goods	-10.3%	4,526
↓	Road traffic collisions (all severities)	-18.6%	1,547
↓	Robbery	-20.0%	64
→	Sexual offences	-2.1%	427
→	Shoplifting	0.4%	1,812
→	Vehicle crime (including vehicle interference)	2.1%	2,718
↓	Violence against the person	-4.8%	5,453

¹ All arson fires attended by Cornwall Fire and Rescue Service, not just those reported to the police

Executive Summary

Community safety is broad reaching in scope and to support strategic planning and delivery across all the key themes, detailed analysis, key findings and recommended focus areas are presented in the evidence base.

Headlines

- The financial cost of crime, to victims, businesses, the taxpayer and our communities in general, is huge – in 2008/09 crime in Cornwall is estimated to have cost at least £220 million. Sexual offences and violent assaults resulting in injury have the greatest impact at an estimated £69.8 million and £45.7 million respectively.
- Crime rates in Cornwall are amongst the lowest in the country and in 2008/09 the all-crime rate was the lowest in our grouping of most similar policing areas nationally. All recorded crime in Cornwall has fallen by 25% over the last four years. The all-crime trend is currently following an improving path, despite a slight rise at the beginning of summer 2009.
- The potential impact of the recession on crime rates has been widely discussed in the media. Locally domestic abuse, alcohol-related violence and serious acquisitive crime (burglary and vehicle crime) have been identified by the police as the key crime threats. There are negative trends county-wide in domestic abuse and serious acquisitive crime (burglary and vehicle crime) and localised negative trends in alcohol-related violence.
- Although rates of crime remain low compared with the national picture, this is the first time that we have seen negative trends in serious acquisitive crime for some years. Based on the impact on crime of the last recession in the 1990s, it is reasonable to assume that the economic downturn is a factor in the changes observed.
- Only a minority of serious sexual crimes ever come to the attention of the police and conviction rates for those that are reported are extremely low.
- The number of domestic abuse incidents reported to the police increased by 10% compared with 2007/08 but it is recognised that it remains a hidden crime and is substantially under-reported.
- At just under 33,000 incidents (reported to the police), anti-social behaviour is the most numerous type of incident that police and partners have to deal with. The number of anti-social behaviour incidents remained fairly stable compared with last year and incident rates were slightly lower than the average for similar policing areas nationally.
- Despite increasing traffic volume on the roads, the trends for road traffic collisions and casualties (all severities) are reducing.
- Under the PREVENT strand of the Government's counter-terrorism strategy, community groups and local partnerships have an essential role to play in engaging effectively with members of the community potentially at risk, building resilience in communities and supporting vulnerable individuals.

Where in Cornwall?

- Crime is concentrated in town centres with the largest towns (20,000+ people) seeing the highest levels of crime. Large numbers of people are attracted into the town centres for work and leisure, including those drawn in by the night-time economy, and this generates greater opportunities for crime and brings together offenders and victims in time and place. In addition to the impact on direct victims, this affects the way we use, live and work in these spaces.
- Tackling alcohol-related violence in particular should be a fundamental part of the effective management of town centres.
- 50% of all recorded crime in 2008/09 in 5 network areas – Camborne and Redruth, Penzance, Falmouth and Penryn, Truro and Newquay.
- Crime rates in more rural areas and smaller towns are considerably lower, although community perceptions about the levels of crime may not reflect the reality.
- There remains a significant gap between disadvantaged and less disadvantaged areas, with deprived, largely town centre, areas experiencing higher rates of violence, burglary and criminal damage.

Who is at highest risk?

- Young people are at significantly higher risk of becoming a victim of crime, with those aged 18 years at the highest risk.
- Generally men are more likely to be victims of crime than women, with the exception of sexual offences and domestic abuse.
- Women, children and vulnerable adults are most likely to be the victims of domestic abuse but men also experience abuse and are less likely to seek help. For both women and men, young people (aged 20 to 24 years) are at highest risk of victimisation. Some sectors of the community may be especially under-represented amongst those who do make contact with services, such as men, vulnerable adults, the LGBT community and migrant workers.
- Motorcyclists and young drivers remain the road users at highest risk of injury, particularly most serious injury. Although the numbers of casualties in these groups have reduced, the improvement is less strong than for other categories of road user.

Who commits crime?

- 16% of detected crime was known to be committed by a young offender (aged 10 to 17) in 2008/09, the majority are young males and the number of offences committed increases with age. Positive early intervention work has been found to be effective in reducing the potential for poor outcomes for young people at risk, as well as benefitting the wider community.
- National research found that 1 in 5 crimes was committed by an ex-prisoner and nearly 3 in every 5 ex-prisoners were re-convicted within two years of release.
- Stable accommodation for offenders has been highlighted as a particular issue in the South West where shortages in both social housing and affordable private housing are particularly acute. Employment and training and problem substance use have also been identified as key issues for offenders in Cornwall.
- The majority of offenders on the Probation caseload were identified as having an alcohol problem linked to their offending and half were identified as having a drug problem. National indicators show that we are successful in Cornwall in diverting drug-using offenders, including prolific offenders, away from crime.
- Managing effective transition between young people's and adult services has been highlighted as a key issue in two areas – those working with offenders (Youth Offending Team and Probation) and substance use treatment services.

What the public think

- Cornwall residents feel that the level of crime is the most important factor, alongside health services, in making somewhere a good place to live.
- Despite the low crime rates, there is a disproportionate fear of crime – provisional results from the Force Public Surveys in 2008/09 indicate that 22% of respondents are worried about becoming a victim of crime.
- Perceptions of anti-social behaviour, particularly drunken, rowdy behaviour, are a stronger driver of public opinion than actual crime. Anti-social behaviour remains one of the highest priority issues for the community, and adversely affects feelings of safety and general satisfaction with the local area as a place to live.

The impact of drugs and alcohol

- 23% of the population in Cornwall (101,000 people) are estimated to drink at a level that puts their health at risk, of which 4.4% or 19,500 people are causing themselves actual physical or psychosocial harm or experiencing symptoms of dependence.
- The level of higher risk drinking is not significantly different from the regional or national averages but we are more successful in attracting higher risk drinkers into treatment. 10% of the estimated number of higher risk drinkers received specialist treatment for alcohol dependency in 2008/09; twice the national average and 43% above the regional average.
- National research shows that early identification and intervention, such as providing targeted advice, plays a crucial role in helping those with an alcohol problem to reduce their drinking to a lower risk level.
- The age profile of dependent drinkers in specialist treatment indicates that treatment is not sought until a problem is well-established (the majority are aged 40 and over).
- 1,794 adult drug users engaged with structured treatment services in 2008/09. The majority of the in-treatment population are users of opiates and / or crack (predominantly heroin), of which 62% have a history of injecting.
- Service users are predominantly male and the most common age band is 30 to 34 years. Although young adults (aged 18 to 24) are increasingly represented in street outreach services, this is not reflected in the numbers referred into treatment.
- Crack use, particularly primary crack use, remains significantly below the regional average. Police intelligence indicates that there is not an established crack market in Cornwall.
- Cocaine use appears to be on the rise, with increased numbers coming into treatment and more police activity relating to cocaine.
- Local evidence indicates that the estimated prevalence of problem drug use in Cornwall (based on a national study), particularly the number of injectors, is an underestimate. 1,284 problem drug users engaged with treatment in 2008/09, accounting for 73% of the total estimate (significantly higher than both the regional and national averages), and we are continuing to see numbers in treatment grow. The number of injecting problem drug users known to treatment exceeds the prevalence estimate.
- The majority of drug users starting new treatment journeys in 2008/09 were retained in treatment long enough to benefit from it (12 weeks or longer) or completed treatment successfully within 12 weeks. Treatment effectiveness is slightly higher in Cornwall than the regional average.
- 57% of drug users completed treatment successfully in 2008/09, putting Cornwall in the top quartile nationally.
- The proportion of service users (alcohol or drugs) who received either in-patient treatment or residential rehabilitation in 2008/09 fell far short of the anticipated need of 15% (National Treatment Agency). Historical perceptions of the inaccessibility of these services, compounded by a lack of capacity locally, were highlighted as key factors.

Strategic priorities

Based on the findings of this assessment, the following strategic priorities have been identified for Cornwall (for more detail about the methodology see page 16):

- Violence against the person with a focus on assaults with injury, alcohol-related violence and tackling problem alcohol use
- Anti-social behaviour with a focus on rowdy / nuisance behaviour and criminal damage, improving safety and quality of life in our town centres, engaging with communities and providing reassurance
- Domestic abuse with a focus on increased support for and improved safety of survivors and their families
- Serious acquisitive crime with a focus on dwelling burglary
- Sexual offences with a focus on most serious sexual offences (improving support to adult victims of a serious sexual offence)
- Reducing the harm caused by illegal drugs to individuals, their families and the community
- Road traffic collisions with a focus on reducing the most serious incidents that result in death or serious injury

In addition there is an overarching aim to reduce re-offending by addressing the underlying causes of offending, with a focus on problem substance use, housing and education, training and employment.



Crime, disorder and substance use in Cornwall

Strategic Assessment Key findings

Cornwall Crime and Disorder Reduction Partnership

Introduction

What is Cornwall?

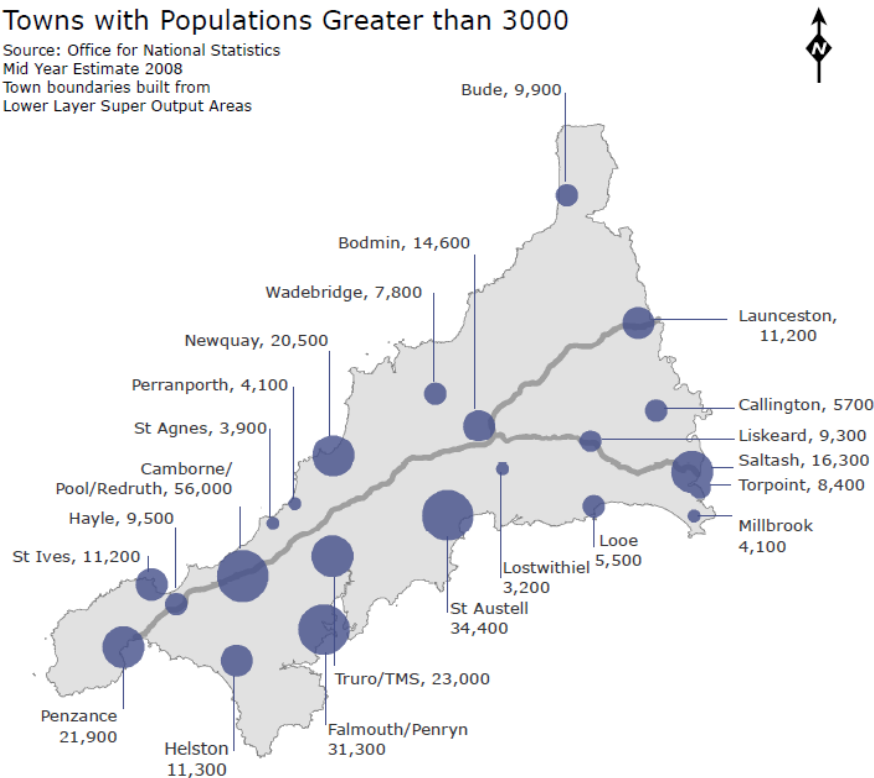
There are many myths and misconceptions about Cornwall. The following statements are based upon facts and figures collated by the Council and challenge the common perceptions of Cornwall. All too often Cornwall conjures up idyllic images of childhood holidays to the seaside; however, there is much more to Cornwall than this.

Cornwall is more than... farms, fishing villages and second homes

Cornwall has over 250,000 homes, not all of which are occupied by full time by residents. Its population is 530,000 and is growing steadily. The population increases significantly in during the summer months, the peak tourism season. There is a dispersed spread of towns, large and small across Cornwall, with a major city, Plymouth, on the eastern boundary. We have three significant conurbations: Camborne, Pool and Redruth; St Austell, Tywardreath and St Blazey; and Falmouth and Penryn. While these towns are smaller than urban areas elsewhere in the UK, they, along with many other freestanding large and small towns, exhibit similar characteristics.

Towns with Populations Greater than 3000

Source: Office for National Statistics
Mid Year Estimate 2008
Town boundaries built from
Lower Layer Super Output Areas



Map produced by Cornwall Council Community Intelligence Team
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Cornwall is more than... art galleries and campsites

Tourism clearly has a significant influence on the area. Cornwall is a renowned and popular destination across the UK, and increasingly draws in international visitors. However, Cornwall has many other influential sectors, which are often be overlooked. For example, the better than average economic growth experienced during 2000-2005 was driven by strong performance in the housing market and the retail sector, as well as public sector investment in areas such as educational infrastructure. Furthermore, manufacturing makes up more than 10% of the local economy. 30% of this is food and drink manufacturing, rooted in the farms for which Cornwall is so well known. There are strong sales in cheese, clotted cream, pasties and beer. However, Cornwall still has persistently poor earnings relative to national averages.

Cornwall is more than... exclusively poor or wealthy

Cornwall has concentrations of real visible wealth in terms of housing, cars, restaurants and hotels. However, there is also significant visible and hidden poverty, as evidenced by high benefits take up, part time and seasonal employment and low incomes.

Cornwall is more than ... older people

The percentage of older people living in Cornwall is growing, although recent migration trends have seen fewer younger people leaving. In addition to this, the majority of people moving to, or returning to, Cornwall, are of working age and getting younger. What it means to be older is changing as well, with longer working lives and longer retirement time. The rapid growth in the elderly population that Cornwall has experienced over the last 20 years is expected to slow during the next 20 years.

Cornwall is more than ... a language

Interest and study of the Cornish language is increasing. Cornish history and culture is wider than this, captured by sports, arts, creativity and industrial heritage. For many, Cornwall is a magical spiritual place, with legends and aspirations that add to the sense of belonging and identity. Cornwall is an increasingly diverse area in terms of ethnic backgrounds, national origins and religions, in this the tradition of being a welcoming place, associated with a rich maritime heritage is continued.

Cornwall is more than... postcard pretty

Cornwall has a historic built environment to be proud of, with striking remnants of a globally influential industrial heritage designated as a World Heritage Site status. It also has large housing and employment estates that are decaying, some of which were built with little reference to the area in which they are set or the long term needs of the community. Recent developments in the built environment have set higher standards with eco buildings such as Jubilee Wharf in Penryn.

Cornwall is more than... Areas of Outstanding Natural Beauty

Cornwall has many nationally and internationally recognised landscapes, including a superb coastline, a variety of moors and hidden valleys, all of which offer valuable recreational opportunities. Cornwall is also making use of its natural resources for energy. It leads the South West counties in terms of renewable energy production, with eight currently operational wind farms, as well as a wide range of other renewable energy technologies. Cornwall also has a number of proposed renewable energy projects, which aim to harness wave energy and to build on pioneering research to extract heat and power from geothermal sources.

Cornwall is more than ... a place to live or visit, it's a place to learn

Cornwall has a growing knowledge economy, and there has been significant growth in higher and further education courses and places in Cornwall. The Peninsula Medical School and the University College Falmouth complement the highly regarded courses run by Falmouth College of Arts and the School of Mines (both now part of University College Falmouth). There are now over 2,000 students at the Tremough Campus alone.

Background

The Crime and Disorder Act 1998 placed responsibilities upon Local Authorities and the Police to work together to develop and implement a strategy to reduce crime and disorder in their local area. Section 97 of the Police Reform Act 2002 amended the Crime and Disorder Act so that the named responsible authorities were increased to include Police Authorities, Fire Authorities and Primary Care Trusts.

Responsible Authorities are required to work in partnership with a range of other local public, private, and voluntary groups, and with the community itself, as well as regional and national organisations where appropriate. These statutory partnerships are called Crime and Disorder Reduction Partnerships (CDRPs) or Community Safety Partnerships.

The responsible authorities, together with other local agencies and organisations, have a statutory duty to work to develop and implement strategies to tackle crime and disorder including anti-social and other behaviour adversely affecting the local environment as well as the problem use of drugs in their area.¹

The strategic assessment assists the CDRP in identifying the major issues within Cornwall, enabling us to allocate resources and prioritise activities effectively.

This assessment provides a profile of crime, disorder and problem substance use in Cornwall, highlighting geographical 'hotspots' for different types of crime and associated risk factors, and reviewing the impact of activities in the last 12 months. To build a comprehensive picture, data from a wide range of partners is utilised, included socio-economic and demographic data and the results of consultation with the community on what issues matter to them.

There are two key outputs from the strategic assessment process:

- The initial scanning and high level analyses identify the strategic priorities and key areas of focus and recommendations are made at the earliest opportunity to the CDRP to direct strategic planning and inform decision making for the coming year.
- The comprehensive evidence base which underpins those recommendations is subsequently produced, which provides in-depth analysis on priority issues and also includes small area analysis to inform and support delivery activity at a local level. This can be downloaded from the Amethyst website www.amethyst.gov.uk/strataudit.htm

The strategic assessment, alongside consultation with stakeholders and the community, provides the evidence to build the Cornwall Crime and Disorder Reduction Partnership Plan. The Plan takes forward the priorities highlighted within the strategic assessment and identifies the ways in which they will be delivered. It is a three year plan that is refreshed annually following the strategic assessment and the current plan covers the period April 2008 to March 2011.

Geographical scope

As a result of the Local Government Review (LGR) the six district councils and the county council within Cornwall have undergone a transition into a unitary authority called Cornwall Council. As a result of this, the district based CDRPs, which were coterminous with local authority areas, were required to come together to create a single CDRP for the new local authority area of Cornwall.

As part of the move to Cornwall Council all of the strategic thematic partnerships within the county, including community safety, have undergone a review. This has resulted in a new working relationship being developed between the overarching Cornwall Strategic Partnership (CSP), the thematic partnerships which make up the CSP down to local Community Network level.

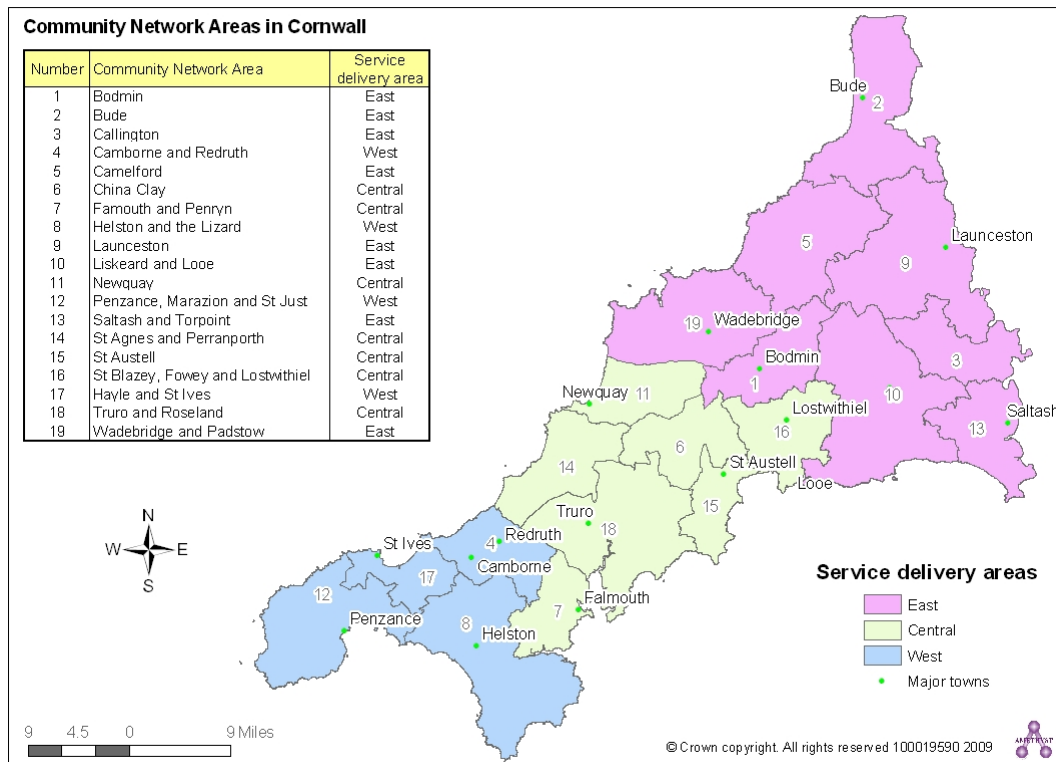
¹ Sec.6 Crime and Disorder Act 1998 as amended by Sec.97 and Sec. 98 Police Reform Act 2002 and Sec.1 Clean Neighbourhoods and Environment Act 2005

This assessment covers the county of Cornwall. The Isles of Scilly Community Safety Partnership works alongside Cornwall CDRP, but as a unitary authority is required to produce a separate plan for the area it covers and a separate assessment of crime, disorder and substance use on the islands is produced for this purpose.

Following the dissolution of the districts, Cornwall Council now co-ordinates activities at a local level through the Localism Service and 19 community networks, working with elected members, town and parish councils, other key partners and the community.

The community networks are arranged into three service delivery areas, West, Central and East, which are managed by community network area managers.

The map below shows the three service delivery areas and their component network areas.



Methodology and data sources

Crime data

Devon and Cornwall Police recorded crime data is the cornerstone of the analysis within the assessment. Data was provided in two distinct formats:

- County and service delivery area level crime data is based on aggregated recorded crime data extracted from the Crime Information System (CIS) obtained via the Force's Crime Performance Statistics tool, which is managed by the Professional Standards and Performance Department at Police Headquarters.
- Community network area and Lower Super Output Area level data was calculated by mapping sanitised point level data sets provided monthly to the Amethyst Information Sharing Hub by the Force Strategic Development Department.

There are differences between the Amethyst data set and the full data set drawn from CIS and this is influenced by two key factors: only crimes that are assigned an accurate geographical location are included in the Amethyst data set and the way a crime is recorded can change or be 'no-crimed' after the record is initially created.

A comparison of the police data against the mapped data showed an overall shortfall of 2% (see table below) in 2008/09.

Crime type	Total crimes (CIS)	Amethyst mapped	Hit rate %
Criminal damage	7,371	7,214	98%
Drugs	1,290	1,213	94%
Forgery & fraud	907	1,036	114%
Non-dwelling burglary	2,072	1,997	96%
Other crime	557	550	99%
Serious acquisitive crime	3,547	3,416	96%
Sexual offences	427	426	100%
Theft	6,338	6,370	101%
Violence against the person	5,453	5,299	97%
All recorded crime	27,962	27,521	98%

Interpretation of data

This report covers the twelve month period from 1 April 2008 to 31 March 2009. To put the crime numbers into the context of a longer period that overlaps the previous assessment, the trends consider a minimum of three years data.

Seasonality

In this document references to the summer period mean the months of June, July and August when crime is usually at its peak, particularly in holiday towns such as Newquay and St Ives.

Some fluctuation in crime levels will occur even in non-seasonal areas but in others the change is substantial and predictable and resources can be positioned to manage the anticipated extra demand.

Comparing performance

To make a meaningful assessment of crime levels in Cornwall, it is useful to have a comparative measure and for the purposes of this interim assessment we have made temporal and geographical (both local and national) comparisons:

- Current levels of crime compared to the previous year (2007/08).
- Local comparisons of crime rate per 1000 population of each service delivery area, community network area (per 1000 households in the case of dwelling burglary) and, where appropriate, their component Lower Super Output Areas (LSOA).
- National comparisons of crime rate per 1000 population / households using the Home Office 'iQuanta' family groupings², which enable us to put crime in Cornwall into a wider geographical context.
- Mapped community network and LSOA level data is shown in the context of the county average. The rate is described as low, below average, average, above average, high or very high and an explanation of these terms is below

Band	Definition
Low	50% (half) of the county average or less
Below average	Between 50% and 90% of the county average
Average	County average +/- 10%
Above average	Between 110% and 150% of the county average
High	Between 150% and 200% of county average
Very high	200% (twice) the county average or more

² iQuanta is a web-based tool for policing performance information and analysis, developed by the Police Standards Unit and the Home Office. One of its key functions is that it allows Police forces, BCUs and CDRPs to compare their crime performance with other Police forces, BCUs and CDRPs with similar characteristics, by grouping them into 'families'.

Key findings by theme

Vulnerable Localities

In line with national findings there is some correlation between deprivation factors and crime, particularly in employment and health deprived areas. The link is strongest with incidence of criminal damage and violence against the person. The Vulnerable Localities Index (VLI) builds on this relationship and provides a single measure to help identify areas where problems are most likely to exist.

The VLI is measured at Lower Super Output Area (LSOA) and made up of six elements, calculated as indices in relation to the county average – two crime based (dwelling burglary and criminal damage to a dwelling), two sourced from deprivation variables (income and employment deprivation), one based on poor qualifications (taken from the Census 2001) and a demographic statistic on the proportion of young people in the population.

The combination of these six indices produces a single index that then identifies the “most vulnerable” areas in relation to each other.

- Based on 2008/09 crime data and deprivation data from the IMD 2007, there were 17 areas scoring 200 or more, 5 of which scored 250 or more, which are shown in the table below. The majority of the areas with high VLI are in the West of the county, where deprivation is extremely high and has a strong influence on the combined index.
- 5% of the population in Cornwall live in the most vulnerable localities but, in 2008/09, 14% of all crime occurred there.
- All types of crime are much higher than average but the difference is most marked for violence against the person, robbery and criminal damage. For most types of crime, crime reduction performance has been poorer in these areas, with burglary (dwelling and non-dwelling) and violence against the person being particularly of note.

Service Area	Area	Network area	Change	VLI 2008/9	VLI 2007/8
West	Redruth North Close Hill	Camborne & Redruth	↑	317	232
West	Newlyn East	Penzance, Marazion & St Just	↑	281	238
Central	Penwerris North	Falmouth & Penryn	↑	276	244
West	Penzance Central St Clare	Penzance, Marazion & St Just	↑	263	217
West	Camborne West East Cent	Camborne & Redruth	↑	250	157
Central	Trescobeas North	Falmouth & Penryn	↑	244	173
West	Illogan Highway South	Camborne & Redruth	↓	241	330
West	Hayle South & High Lanes	Hayle & St Ives	↑	233	180
West	Penzance Treneere	Penzance, Marazion & St Just	↓	230	240
West	Camborne North South West	Camborne & Redruth	↑	229	167
West	Camborne South Pengegon	Camborne & Redruth	→	228	233
Central	Edcumbe South West	Newquay	↑	226	141
West	Redruth North South West	Camborne & Redruth	↑	222	214
Central	Penwerris South West	Falmouth & Penryn	↓	219	236
Central	Arwenack North East	Falmouth & Penryn	↑	214	162
Central	Gannel North West	Newquay	↑	213	201
West	Camborne West West Cent	Camborne & Redruth	↑	202	172
East	Bodmin St Mary's South East	Bodmin	↓	200	217

Crime Overview

- There were 27,962 recorded crimes in 2008/09 and the number of crimes reduced by 5.0% or 1,479 crimes compared with the previous year. The all-crime trend is currently following an improving path, further to a slight rise at the beginning of summer 2009.
- The financial cost of crime, to victims, businesses, the taxpayer and our communities in general, is huge – in 2008/09 crime in Cornwall is estimated to have cost at least £220 million. Sexual offences and violent assaults resulting in injury have the greatest impact at an estimated £69.8 million and £45.7 million respectively.
- The potential impact of the recession on crime rates has been widely discussed in the media. Locally domestic abuse, alcohol-related violence and serious acquisitive crime (burglary and vehicle crime) have been identified by the police as the key crime threats. Negative trends county-wide in domestic abuse and serious acquisitive crime (burglary and vehicle crime) and localised negative trends in alcohol-related violence were noted.
- Crime is concentrated in town centres with the largest towns (20,000+ people) seeing the highest levels of crime. Large numbers of people are attracted into the town centres for work and leisure, including those drawn in by the night-time economy, and this generates greater opportunities for crime and brings together offenders and victims in time and place. In addition to the impact on direct victims, this affects the way we use, live and work in these spaces.
- Crime rates in more rural areas and smaller towns are considerably lower, although community perceptions about the levels of crime may not reflect the reality.
- There remains a significant gap between disadvantaged and less disadvantaged areas, with deprived, largely town centre, areas experiencing higher rates of violence, burglary and criminal damage.
- Cornwall residents feel that the level of crime is the most important factor in making somewhere a good place to live. Despite the fact that crime rates in Cornwall are substantially lower than the national average, residents are disproportionately worried about becoming a victim of crime.
- Young people are at significantly higher risk of becoming a victim of crime, with those aged 18 years at the highest risk. Generally men are more likely to be victims of crime than women, with the exception of sexual offences and domestic abuse.
- 50% of all recorded crime in 2008/09 in 5 network areas – Camborne and Redruth, Penzance, Falmouth and Penryn, Truro and Newquay.

Recommended focus areas

- Based on trends, performance, impact on the individual, the community and resources, and taking into account community perceptions, assault with injury and serious acquisitive crime have been selected as the key crime reduction priorities for Cornwall. We also have an overarching objective to reduce reoffending.
- Anti-social behaviour, reducing the harms of alcohol and illegal drugs, improving support to victims of domestic abuse and serious sexual violence and reducing the number of fatal and serious road traffic collisions on Cornish roads have also been identified as priority areas to address and these are discussed in more detail separately.
- Effective communication with our communities, to provide reassurance and reduce fear of crime and to involve them in delivering solutions to local problems should underpin delivery activity across the board.
- Geographical focus for initiatives is recommended in the 5 high volume network areas (Camborne and Redruth, Penzance, Falmouth and Penryn, Truro and Newquay).

Alcohol

Alcohol-related violence

- 47% of violent crime was recorded as linked to alcohol. Alcohol-related violence reduced by 9% compared with 2007/08 and the trend was reducing to the end of the year. The majority of the reduction was in assaults with injury.
- 29% of all alcohol-related violence was recorded as domestic. The trend for alcohol-related domestic violence was rising throughout the year, predominantly in offences of actual bodily harm. Excluding domestic violence, alcohol-related violence showed a stronger downwards trend.
- The day / time profile for alcohol-related violence was more concentrated around the peak times associated with the night-time economy than all violence.
- Young males were most likely to be victimised in non-domestic alcohol-related violence, with those aged 18 to 24 at highest risk. Victims of alcohol-related domestic violence were more likely to be female and, although the age profile is weighted towards younger victims (aged 20 to 24 years), the peak was less pronounced and there was a wider spread of victimisation by age.
- Excluding domestic violence (where the ACPO definition is limited only to offences where the victim and offender are adults), in 14% of recorded alcohol-related violence the victim was under 18 years of age. In 2008/09 alcohol-related violence against under-18s reduced by 32% compared with the previous year.
- 70% of violent offenders on the Probation caseload have been identified as having an alcohol problem and a large proportion is aged under 25 years. Regional research indicates that problem alcohol use is more prevalent amongst offenders in Cornwall than the regional average.
- The principal hotspot for alcohol-related violence was Newquay, where crime was concentrated around pubs and clubs in the town centre. In 2008/09 crime in the town centre saw a significant drop compared with last year. Crime in Newquay is highly seasonal and additional resources are allocated every summer.
- The other main hotspots were the town centres of Penzance, Truro, Falmouth, Camborne and Launceston, where the level of crime is more constant throughout the year.
- Community perceptions of issues linked to alcohol are more focused on the anti-social aspects of drinking behaviour, such as drunk or rowdy behaviour in public places, rather than the threat of actual violence. Network areas where drunk or rowdy behaviour was seen as a bigger problem than average, such as in Bodmin, Newquay, St Austell, Penzance and Camborne and Redruth, also saw a higher proportion of residents feeling unsafe outside after dark in their local area.
- National research indicates that young people are increasingly likely to drink away from licensed premises (such as outside or in their or a friend's home), obtaining alcohol from friends or relatives rather than purchasing it themselves. This reduces opportunities for early intervention to prevent young people becoming intoxicated, and thus minimise the risks of harm to the individual and negative impacts on others, which includes involvement in anti-social behaviour and crime.

Alcohol and harm to health

- At 1,401 admissions per 100,000 population (2007/08), the rate of hospital admissions for alcohol-related harm is in line with the regional average and significantly lower than the national average.
- Comparison with regional and national indicators indicates that performance in Cornwall is significantly worse than the regional and / or national average in the following areas:
 - The rates of admissions for alcohol-specific conditions for males (all ages) and under 18s
 - Deaths from land transport accidents attributable to alcohol
 - The rate claiming health-related benefits specifically due to alcoholism. The proportion of the working age population who are claiming health-related benefits (any reason) is consistently higher in Cornwall than average for the South West.

Problem alcohol use and treatment

- 23% of the population in Cornwall (101,000 people) are estimated to drink at a level that puts their health at risk, of which 4.4% or 19,500 people are causing themselves actual physical or psychosocial harm or experiencing symptoms of dependence.
- The level of higher risk drinking is not significantly different from the regional or national averages but we are more successful in attracting higher risk drinkers into treatment. 10% of the estimated number of higher risk drinkers received specialist treatment for alcohol dependency in 2008/09; twice the national average and 43% above the regional average.
- National research shows that early identification and intervention, such as providing targeted advice, plays a crucial role in helping those with an alcohol use problem to reduce their drinking to a lower risk level.
- The age profile of dependent drinkers in specialist treatment indicates that treatment is not sought until a problem is well-established (the majority are aged 40 and over).
- Currently there is no common assessment tool or tools for screening individuals for problem alcohol use in Cornwall. If agreed, this would facilitate screening in a wider range of settings (not just GPs and services in contact with young people).
- Service mapping and consultation indicates that there is a need for more flexible access to support, both at the start (advice and brief interventions) and at the end (mutual support and recovery groups) of the treatment journey.
- A particular service gap has been identified in Accident and Emergency departments – both at the screening stage and the capacity to offer brief interventions.
- 8% of people who received specialist treatment in 2008/09 were in in-patient (7%) or residential rehabilitation (1%) services. This falls far short of the anticipated need of 15% (National Treatment Agency). Historical perceptions of the inaccessibility of these services, compounded by a lack of capacity locally, were highlighted as key factors.
- The majority of people who received specialist alcohol treatment in 2008/09 (59%) completed treatment successfully.
- Obtaining suitable accommodation and accommodation-related support is a critical factor in ensuring access to the treatment system and supporting clients throughout and after treatment. In Cornwall, those with the highest levels of unmet need are problem drug and alcohol users with complex needs, those who lapse or relapse and those who are required to move on from supported accommodation.

Recommended focus areas

Alcohol-related violence is concentrated in town centres and is closely linked to the night-time economy. Tackling alcohol-related violence is a key part of the effective management of town centres and should involve a wide range of partners:

- Preventative work with licensed premises (including alcohol retailers), local licensing teams and Trading Standards.
- Targeted interventions and education programmes with young people, including tackling the impacts of problem alcohol use on health.
- Reduce re-offending: effective use of Alcohol Arrest Referral Scheme and links to treatment / offender programmes.
- Reassurance and communication: PACT is one route of regular consultation with the community but only reaches a small number of people. Young people (aged 18 to 24 years), who are more likely to perceive problems in their local area and feel less safe, may also be less likely to engage with community safety partners through traditional routes. Communities should be informed about initiatives in their local area and positive outcomes publicised.
- Geographical focus should be on long term town centre hotspots where there is a high volume of recorded crime – Newquay, Penzance, Truro, Falmouth and Camborne.
- Consideration should also be given to areas where the experience of crime for local residents is higher than average or where there are negative trends, such as in Launceston, St Austell and St Ives.
- Joint targeting with anti-social behaviour teams is recommended, bearing in mind that, although these problems usually co-exist in the same areas, there may be different drivers to consider.
- It should be noted that crime trends at small area level are subject to change and further consultation with neighbourhood teams, supported by more detailed problem profiles if required, is recommended.
- The impact of violent crime in terms of injuries sustained and the resource implications for the Ambulance Service and Accident and Emergency remains a significant knowledge gap.

Recommended focus areas for reducing the harms of alcohol included in the DAAT Alcohol Needs Assessment (due to be published in January 2010, see www.amethyst.gov.uk or the DAAT pages within Cornwall Council's website).

The key messages from the work to date are:

- Improve opportunities for early identification of problem alcohol use by implementing a set of screening tools that can be used across all services, and broadening the range of settings where screening can take place.
- Improve the flexibility of support options, including increasing the availability of telephone and drop-in support, mutual aid and recovery groups.
- Increase enrolment in in-patient and residential treatment options, with a long-term goal to reach around 15% of those in treatment, supported by increased capacity to offer services within Cornwall.
- Identify and implement appropriate data collection processes to monitor the level of screening and brief interventions delivered and support future capacity planning.
- Consideration should be given to how existing supported housing provision *could* meet the needs of problem drug and alcohol users with complex needs and those who lapse or relapse, alongside improving move-on support.

Anti-social behaviour

ASB incidents reported to the police

- There were 32,673 incidents of anti-social behaviour reported to the police in 2008/09 and the number of incidents remained fairly stable compared with last year (a reduction of 2%). The level of anti-social behaviour locally was slightly lower than the average for similar policing areas nationally.
- Anti-social behaviour remains one of the highest priority issues for the community, and adversely affects feelings of safety and general satisfaction with the area as a place to live.
- Problems with youths cause the most concern but young people are also the most affected by anti-social behaviour; they are more likely to perceive problems in their local area and to feel unsafe, particularly at night.
- Engaging the community in identifying and addressing the anti-social behaviour issues that most matter to them should help to bring long term solutions, particularly in areas with persistent problems. Raising awareness and building public confidence in measures that can be taken to reduce anti-social behaviour can increase the level of incidents reported to the police and we are unable to ascertain the extent to which an increase in a particular area is a result of increased reporting or a change in actual incidence.
- Anti-social behaviour incidents reported to the police are concentrated in town centre neighbourhoods, where it is often linked to the night-time economy and found alongside higher levels of alcohol-related violence and criminal damage. The vast majority of incidents relate to rowdy / nuisance behaviour.
- The main hotspots are Penzance East, Newquay Town, Boscawen (Truro town centre) and Redruth North and these are long term persistent hotspots. The level of reported incidents remained fairly stable in Newquay and Truro and reduced significantly in Redruth North (following the voluntary child curfew in the Close Hill area last summer).
- Deteriorating trends were apparent in Penzance, Camborne and St Austell and generally in the East – Bude, Callington and Launceston saw a rise in the number of recorded incidents over the recent summer months.
- Incidents reported to the police, however, only represent part of the total picture – reports to the local authority (such as environmental health, housing) and registered social landlords would provide a more comprehensive picture and may highlight problem areas that are outside the usual town centre locations.
- Currently police data on anti-social behaviour is limited to aggregated counts per month at police beat level, prohibiting any detailed temporal or geographical profiling is not possible.
- Tackling anti-social behaviour effectively and in partnership with agencies and communities remains the key focus with the anti-social behaviour warning system being the tried and tested method of preventing and enforcing action against anti-social behaviour.

Criminal damage

- There were 7,371 criminal damage offences recorded by the police in 2008/09. The number of crimes dropped by 15% or 1,321 crimes compared with last year, reflecting the cumulative efforts over the last three years to meet the challenging target in the Cornwall Local Area Agreement. A reduction of 18.7% was achieved (from the baseline in 2003/04), exceeding the target by 2.7% or 206 crimes.
- The trend is fairly flat following a sustained period of reduction over the last year. Further incremental improvement may be difficult to achieve.
- Overall the level of criminal damage is lower in Cornwall than in similar policing areas nationally, with the exception of damage to vehicles (consistent with previous years).
- An estimated 28% of criminal damage in 2008/09 was committed by young offenders.
- Criminal damage has reduced across the county but pockets of high crime remain in larger town centres (where it is likely to be linked to the night-time economy) and particularly in areas identified as vulnerable to poor community cohesion (as measured by the VLI).
- Although closely linked to anti-social behaviour, criminal damage is not one of the highest priorities for the community as a standalone issue.

Recommended focus areas

- Improved data collection would greatly enhance our understanding of anti-social behaviour and how successfully it is being tackled. This includes cross-county co-ordinated data collection by other partner agencies and the anti-social behaviour team and more detailed incident data from the police that would support small area profiling.
- Town centre anti-social behaviour is closely linked to the night-time economy and tackling rowdy / nuisance behaviour, alongside alcohol-related violence and criminal damage, is a key part of the effective management of town centres. A wide range of partners, including Licensing and licensees, Trading Standards and Planning and Regeneration, as well as neighbourhood police and community safety teams, should be involved in understanding and addressing specific issues – such as problem premises, issues around dispersal, design and use of space, repeat offenders and underage or street drinking.
- Young people are not only more likely to be involved in anti-social behaviour; they are also the most affected by it. Targeted interventions and education programmes with young people will help to direct young people into more positive activities and raise awareness about the impact of anti-social behaviour but also create more effective routes of engagement with young people to build confidence and provide reassurance. This could include engagement with the local Youth Service and outreach service, sports, arts and other community groups, schools and colleges.
- Communication is the key to increasing confidence in our communities; they should be involved in identifying the most important issues in their local area, deciding what could best be done to tackle those problems and kept informed of the outcomes. PACT is one form of contact but may exclude sectors of the community who are affected by the problems in their local area but are less likely to engage through traditional routes.
- Geographical focus is recommended on long term persistent hotspots where there is a high volume of recorded anti-social behaviour – Newquay, Penzance, Truro, Camborne and Redruth.
- Consideration should also be given to areas where the experience of anti-social behaviour for local residents is higher than average or where there are negative trends apparent, such as in Falmouth (particularly Penwerris), Bodmin, St Austell and Launceston.
- Development of anti-social behaviour services will focus on the achieving a harmonisation of staffing and procedures across the county, providing consistency of service and enhancing the development and implementation of best practice.
- Criminal damage is not recommended as a strategic priority in its own right but should be addressed as an element of anti-social behaviour in town centre areas (as part of managing the impacts of the night-time economy) and in vulnerable areas identified with the VLI.
- Best practice advice stresses the importance of building confidence in the local community to identify repeat offenders and facilitate targeted work with young people and their families.

Domestic abuse

- The number of domestic abuse incidents reported to the police increased by 10% compared with 2007/08. Non-crime incidents accounted for the majority of the rise but the number of crimes saw a small increase, reflecting a rising trend throughout 2008/09 in offences of actual bodily harm.
- Significant changes to the way offences of grievous bodily harm are recorded have resulted in a sharp rise in the number of serious assaults. The impact of these changes should settle this year.
- Domestic abuse accounts for a third of crimes in the category of assaults with less serious injury (predominantly offences of actual bodily harm), which is a priority performance indicator within the Cornwall LAA. The continued drive to increase reporting of domestic abuse may present a conflict with the overall reduction target.
- Alcohol is a contributory factor in domestic abuse and this emphasises the need for clear pathways into appropriate interventions (short interventions or treatment) for perpetrators in contact with the Criminal Justice System, support services or other agencies.
- Women, children and vulnerable adults are most likely to be the victims of domestic abuse but men also experience abuse and are less likely to seek help. For both women and men, young people (aged 20 to 24 years) are at highest risk of victimisation.
- Children are especially vulnerable to the negative effects of experiencing domestic abuse in their homes and can harm physical, mental, sexual and emotional health in the immediate short or long term. The total number of children in households experiencing domestic abuse is not known. We do know that in 2008/09 just under 700 children were in households where the risk of repeat victimisation was assessed as very high.
- Men are more likely than women to be perpetrators of domestic abuse but there is also a small proportion of female perpetrators.
- Repeat victimisation for MARAC cases in Cornwall is slightly better than the national average. Withdrawals of statements or refusals to make statements are substantial contributing factors to repeat incidents.
- Data gaps resulting in the failure to accurately measure the proportion of offences brought to justice is a potential risk to achievement of the targeted improvement.
- Despite challenges around workload and staffing, response from victims supported by the IDVA service has been positive and 'brought to justice' outcomes for domestic abuse crime continue to increase. The sustained rising trend in the non-crime incidents reported to the police may also be a positive sign of increased confidence in the support available to victims and their families. The IDVA service is not considered sufficiently resilient at present.
- There are a range of other support services in Cornwall, all provided by the voluntary sector, but there is a shortage of refuge places (in the east of the county there is no provision at all) and in the provision of medium to long term support.
- In interpreting the geographical spread of domestic abuse, it should be noted that greater willingness to report and / or better access to support services will have an influence on the level of domestic abuse reported to the police.
- Recorded incidence of domestic abuse was highest in West Cornwall and this is consistent with previous years. Rates of crime were particularly high in 2008/09 in the Treneere area of Penzance, Close Hill area in Redruth and Pengegon area of Camborne South.
- It was also high in Launceston and the proportion of serious and sexual assaults was above average. There is a strong relationship between levels of deprivation (as measured by the Index of Multiple Deprivation 2007) and recorded incidence of domestic abuse.
- Statistically significant increases in the level of recorded crime were noted in St Austell (Poltair and Gover), the Treneere area in Penzance, Bodmin St Mary's East, Redruth North (including Close Hill), Penwerris in Falmouth and the Pengegon area in Camborne South.

Recommended focus areas

- Domestic abuse remains a hidden problem and raising awareness about domestic abuse and the support available to victims, both in the community and across all agencies, continues to be a priority. Some sectors of the community may be especially under-represented amongst those who do make contact with services, such as men, vulnerable adults, the LGBT community and migrant workers – and consideration should be given to the extent to which the specific needs of these groups are understood.
- A single multi-agency domestic abuse training programme would ensure a consistent level of training across all agencies.
- There should be continued focus on early intervention and in particular providing health practitioners (e.g. Health visitors, Midwifery, School Nurses) with a clear referral pathway where domestic abuse is disclosed.
- The 121A notification system requires improvement in terms of both quality of information and speed of notification between the Police and Children's Social Care. A dedicated permanent evaluation officer has just been appointed by the police (November 2009) in order to progress this.
- An effective MARAC process is key in supporting high risk victims, improving their safety and protecting their children; representation and participation by partner agencies needs to be improved.
- Clear referral pathways, supported by consistent training across all service providers, should be established between domestic abuse support services and community substance use treatment providers.
- Establishing a defined protocol with housing providers would improve medium and long term housing support available for victims of domestic abuse and their families and enable those placed in refuges to move on more quickly and safely.
- Implementation of the pilot community perpetrator programme is underway, and consideration should be given to its development into a sustainable Cornwall-wide programme.
- An alternative indicator to measure improvements in the court process and positive outcomes for victims should be identified as soon as possible.

Drugs

Drug use and treatment

- National research estimates that there are between 1,648 and 2,056 users of opiates and / or crack cocaine (known as problem drug users) in Cornwall, of which 49% are injecting.
- Local evidence indicates, however, that the prevalence estimates, particularly the number of injectors, underestimate the actual prevalence in Cornwall. 1,284 problem drug users engaged with treatment in 2008/09, accounting for 73% of the total estimate (significantly higher than both the regional and national averages), and we are continuing to see numbers in treatment grow. The number of injecting problem drug users known to treatment exceeds the prevalence estimate.
- 1,794 drug users (any drug) received specialist treatment in 2008/09. They are predominantly male and the most common age band is 30 to 34 years. Although young adults (aged 18 to 24) are increasingly represented in street outreach services, this is not reflected in the numbers referred into treatment.
- Heroin is the most common primary problem substance (58%). Crack use, particularly primary crack use, remains significantly below the regional average.
- Cocaine use appears to be on the rise, with increased numbers coming into treatment and more police activity relating to cocaine.
- There was also a rise in the proportion of drug users presenting for treatment with adjunctive alcohol problem.
- 31% of people starting new treatment journeys in 2008/09 had accommodation problems, of which 8% were homeless. Obtaining suitable accommodation and accommodation-related support is a critical factor in ensuring access to the treatment system and in supporting treatment outcomes for clients throughout and after their treatment journey. In Cornwall, those with the highest levels of unmet need are problem drug and alcohol users with complex needs, those who lapse or relapse and those who are required to move on from supported accommodation.
- The main route into treatment is via GP referral, rather than self-referral which is the main route overall in the South West. Referrals through the criminal justice route (probation, prisons etc) are much lower than average.
- Prescribing is the most common type of treatment and a large proportion of service users are in long term (4+ years) treatment.
- The majority of drug users starting new treatment journeys in 2008/09 were retained in treatment long enough to benefit from it (12 weeks or longer) or completed treatment successfully within 12 weeks. Treatment effectiveness is slightly higher in Cornwall than the regional average.
- 4% of people who received specialist treatment in 2008/09 were in in-patient (3%) or residential rehabilitation (1%) services. This falls far short of the anticipated need of 15% (National Treatment Agency). Historical perceptions of the inaccessibility of these services, compounded by a lack of capacity locally, were highlighted as key factors.
- More than half of the people in young people's services are aged 18 years and over, indicating problems around transition to adult services.
- 57% of drug users completed treatment successfully and this puts Cornwall in the top quartile nationally.

Drug use and crime

- The link between drug use and criminality has long been established. 50% of offenders on the Probation caseload are assessed as having a drug problem that puts them at risk of serious harm or that is linked to their offending. Heroin and cannabis are the most commonly used drugs.
- Offenders with drug problems are more likely to be involved in acquisitive crime (stealing goods to sell to fund a drug habit), possession of drugs and, to a lesser extent, drug supply. The majority of known prolific offenders locally have drug problems.
- Offenders with drug problems are also more likely to be out of work and to be without permanent, suitable housing than the average for the Probation caseload. The Camborne and Redruth area has a significantly higher proportion of offenders identified as having a drug problem.
- The Drugs Intervention Programme worked with 181 offenders in 2008/09 and a further 112 offenders received Drug Rehabilitation Requirements as part of their sentence. 58% of Drug Rehabilitation Requirements were completed successfully in 2008/09 (above the target of 40%).
- The first round of performance data for the new national indicators for reducing re-offending in drug-using offenders and prolific offenders indicate that we are successful in Cornwall in diverting offenders away from crime. In both cases, the rate of re-offending was lower than the level predicted by the Home Office models.
- Although outcomes are positive, offenders are not showing up in the treatment system data in the numbers that we would expect so tracking their treatment journey and thus understanding what works continue to be problematic. This issue has been raised in previous years and is proving difficult to resolve.
- Reports provided by the National Treatment Agency for needs assessment purposes show that there are 56 offenders who are users of opiates and / or crack engaged with the DIP who are not currently visible in the treatment system data.
- There were 1,290 recorded drug offences in 2008/09 and the number of crimes increased by 13% or 150 crimes compared with the previous year. The trend was rising to the end of the year but has been fairly flat since April 2009.
- The majority of drug crime relates to possession of cannabis (59%). Increased police powers to issue warnings for cannabis possession appear to be continuing to have an impact in Cornwall, although the impact of this has settled nationally. Possession offences for cannabis increased by 7% in 2008/09, further to a similar rise the previous year.
- Offences relating to class A drugs make up 24% of all drug offences. The most common drugs are heroin and cocaine and the number of offences for both of these drugs increased in 2008/09.
- Offences relating to cocaine were highest in Newquay and Falmouth and heroin was highest in Penzance and Saltash.
- Offences relating to crack remain rare but were all located in Central Cornwall. There appears not to be any escalation in the market since the last assessment.
- Intelligence indicates increasing use of mephedrone, a so-called 'legal high' that can be purchased on the internet and may be compulsive and cause psychological dependence – this is under close monitoring by the police and young people's substance use treatment services.
- The network areas of Penzance, Newquay, Camborne and Redruth and Liskeard saw the highest levels of activity relating to drug trafficking and possession in 2008/09. Significant increases in the number of drug offences were noted in Liskeard and Torpoint, St Agnes (linked to one event) and Bodmin.
- Although Newquay consistently sees the highest rate of drug offences, the number of crimes remained stable compared with last year and recorded crime in pubs and nightclubs reduced.

Recommended focus areas

Recommended focus areas for reducing the harms of illegal drug use will be included in the DAAT Adult Drugs Needs Assessment (due to be published in January 2010, see www.amethyst.gov.uk or the DAAT pages within Cornwall Council's website). The key messages from the work to date are:

- Improve the flexibility of support options, including increasing the availability of telephone and drop-in support, mutual aid and recovery groups, to support increasing the numbers in treatment and facilitate greater engagement.
- Improve services for families affected by drug and alcohol problems, taking a 'whole family' approach to maximise the gains from treatment.
- Increase the numbers in recovery from drug and alcohol problems and reintegrate them into communities. The long-term goal is to increase enrolment in in-patient and residential treatment options to 15% of those in treatment, supported by increased capacity to offer services within Cornwall.
- Improve pathways from treatment back into employment and training to contribute to reducing worklessness and facilitate recovery and reintegration. This will include increasing the capacity for delivery of structured day programmes.
- Identify and resolve the barriers to transition for young adults retained in young people's services past the age of 18.
- Improve data collection and recording processes for the treatment journeys of offenders, which will enable us to better understand their treatment needs and how effectively they are being met, enabling us to plan more effectively to reduce the risk of re-offending. This is a recognised gap in our knowledge.
- Consideration should be given to how existing supported housing provision *could* meet the needs of problem drug and alcohol users with complex needs and those who lapse or relapse, alongside improving move-on support.

Fire and Rescue

Arson

- Just under a third of fires attended by Cornwall Fire and Rescue Service in 2008/09 were recorded as arson. Arson reported to the police accounts for 1% of recorded crime.
- There were 586 incidents of arson recorded and the number reduced by 22% compared with the previous year. The reduction was in primary (non-car) and secondary fires; the number of car fires remained stable. The trend for arson is improving, although an exceptional number of grassland fires (predominantly in the China Clay area) in March 2009 have slowed the pace of reduction.
- Rates of primary and secondary arson fires are lower in Cornwall than the average for similar Fire and Rescue Service areas nationally.
- The majority of fires attended are secondary fires and grassland and refuse / refuse container fires make up over 90% of this group. Secondary fires have two clear seasonal peaks in April and August.
- The key arson hotspots are predominantly in and around Camborne and Pool and in the China Clay area and this is consistent with previous years. Attention is also drawn to a rise in refuse / refuse container fires in the St Clare area of Penzance and a general rise in primary car fires in the network areas of Penzance, Marazion and St Just and Liskeard and Looe.
- Areas that experience high levels of police recorded anti-social behaviour also experience higher incidence of arson and other types of criminal damage. These problems are more prevalent in deprived areas and offenders are frequently young people, particularly young males.

Recommended focus areas

- Arson is not recommended specifically as a priority for the Crime and Disorder Reduction Partnership but should be addressed as part of the drive to reduce anti-social behaviour.
- Multi-agency targeting is recommended in key areas, such as in Camborne, Pool and Redruth, and particularly in the period running up to peak times – April and the summer holidays. As previously stated for criminal damage, working with the community on these issues and building residents' confidence is seen as best practice, leading to the identification of repeat offenders and facilitating targeted work with young people and their families.
- The Risk-based Evidence Profile will be developed into a comprehensive assessment over the next year, with Amethyst providing support with data management (via the on-line Intelligence Hub and mapping tools) and analysis where required.
- The key objective for the CDRP is to incorporate the strategic priorities of the Fire and Rescue Service into the next Community Safety Strategic Assessment, identifying cross-cutting areas of work and opportunities for partnership involvement in service delivery and improvement.

Hate crime

- Police recorded incidence of hate incidents has risen substantially year on year and this is believed to reflect the drive to improve engagement with minority groups, build confidence in the police and thus increase the proportion of incidents reported.
- Hate incidents recorded by the police only provides part of the picture, however: information from other partners, such as data on racial or homophobic bullying in schools, and more qualitative data from our communities and those working with minority groups, is needed to develop our understanding of the problems experienced by minority groups in Cornwall.
- Under the PREVENT strand of the Government's counter-terrorism strategy, community groups and local partnerships have an essential role to play in engaging effectively with members of the community potentially at risk, building resilience in communities and supporting vulnerable individuals.

Reducing Re-offending

- The national Reducing Re-offending Action Plan is based around eight pathways which, if tackled successfully, offer the best opportunity for sustained reduction in re-offending. The key pathways that have been identified for Cornwall in reducing re-offending are accommodation, employment, training and education and problem alcohol use.
- Although the majority of young offenders did have access to suitable accommodation in 2008/09, a small percentage (6%) did not and this remains an issue for the Youth Offending Team.
- 19% of offenders living under Probation supervision in the community have accommodation problems, of which 4% are homeless. The proportion is significantly higher for those offenders identified with a drug problem (29%). The highest levels of accommodation need are in Camborne, Redruth and Liskeard.
- Two thirds of offenders in the community are out of work. Just under a third of offenders come from areas ranked within the most deprived 20% areas nationally.
- Although most PPOs living in the community are in suitable accommodation, there is a higher proportion in supported housing than the regional or national average and this is consistent with previous years. Supported housing is not a long term solution.
- 57% of offenders on the Probation caseload were assessed as at risk from problem alcohol use (at risk of serious harm and / or linked to offending). Older offenders are more likely to be at risk of serious harm, suggesting dependency, and this highlights the importance of early intervention with younger offenders to reduce the potential for more serious problems later in life.
- PPOs in Cornwall are more likely to have a problem with drugs than alcohol. The majority of PPOs have a drug problem and commit acquisitive crimes, such as burglary, shoplifting and vehicle crime, to fund their addiction. 16 PPOs received a Drug Rehabilitation Requirement as part of their sentence in 2008/09, although the proportion who complete successfully tends to be low (30%).
- Baseline performance for the new national indicator measuring re-offending in young offenders indicates that young offenders in Cornwall are less likely to re-offend than the average for similar areas nationally.
- The first round of performance for adult re-offending, based on a cohort taken from the Probation caseload, has not yet been published. Performance figures have been published for the Prolific and Other Priority Offender (PPO) scheme, however, and these indicate that we are successful at diverting them from crime. The rate of re-offending for this period was 17% below the level predicted by the Home Office.

Recommended focus areas

- The housing needs of offenders, and the degree to which they are adequately met, are considered in Cornwall Council's Homelessness Review 2009,³ which includes consultation with ex-offenders accessing current services, such as St Petroc's. Priorities for action will be identified and carried forward for delivery via the new Homelessness Strategy.
- Information about offenders is limited to data recorded in OASys (adult offenders), county level statistics provided from the Youth Offending Team (young offenders) and the Home Office (PPOs). Determining the level of need across all of the pathways (including those that have been identified as priorities in Cornwall), and the extent to which these needs are met, is not possible from the current data. Identifying and understanding the needs of the children and families of offenders has been identified as a particular area of interest in the coming year.
- The CDRP is funding a short term Reducing Re-offending Co-ordinator in 2010 and it is recommended that this forms part of the remit of the new role.

³ The review is currently in draft. The findings will provide the foundation of the Homelessness Strategy for Cornwall, which will be published by April 2010.

Road casualty reduction

- Despite increasing traffic volume on the roads, the trends for road traffic collisions and casualties (all severities) are reducing.
- There were 1,481 road traffic collisions in 2008/09, of which 11% (158 collisions) resulted in death or serious injury. The total number of collisions dropped by 21% compared with 2007/08 and fatal and serious collisions dropped by nearly a third.
- Motorcyclists and young drivers remain the road users at highest risk of injury, particularly most serious injury. Although the numbers of casualties in these groups have reduced, the improvement is less strong than for other categories of road user.
- The hotspots for road traffic collisions (all severities) were in the main towns, where there are higher concentrations of traffic, but generally the proportion of fatal and serious collisions is lower. The towns with highest rates of collision per 100 road kilometre were Truro (Boscawen and Higher Town / Malabar), St Austell (Mount Charles), Penzance central, Newquay (Edgcumbe North) and Falmouth (Penwerris North).
- The numbers of collisions have reduced in the majority of the main towns across the county, with the exception of Hayle and Launceston. The number of collisions on 'hot roads', on key routes between towns, however, have not improved.
- Consultation with residents indicates high levels of concern about speeding and that issues around speeding (or residents' perceptions of it as a problem) may be proving difficult to resolve.

Recommended focus areas

- Although current trends and performance are positive, the impact of fatal and serious collisions, both in terms of the casualties involved and resources required to deal with them, means that reducing road traffic collisions that result in death and serious injury should remain a priority for the CDRP.
- At network area level, fatal or serious collisions are recommended as one of the top 3 priorities for the majority of areas. Respective to other community safety issues (including crime and anti-social behaviour), serious or fatal collisions are recommended as the top priority in the China Clay area and St Blazey, Fowey and Lostwithiel.
- A programme of educational campaigns targeting high risk road users is underway by the Road Casualty Unit, and it is recommended that the CDRP provides appropriate support.

Serious acquisitive crime

- The category of serious acquisitive crime is made up of dwelling burglary, thefts from and of vehicles and robbery. There were 3,527 recorded serious acquisitive crimes in Cornwall in 2008/09 and, for the first time in 5 years, the number of crimes increased by 4% or 124 crimes compared with the previous year.
- Recorded crime rates in all the component crime types are lower in Cornwall than the average for similar policing areas nationally. Although contrary to the overall national trend, a similar rise in serious acquisitive crime was also noted in 2008/09 across our 'most similar' family, predominantly reflecting a rise in dwelling burglary.
- Trends in dwelling burglary show a slow but steady rise in the number of recorded crimes per month since last summer. Clusters of crimes were noted in various places across the county but there is a significant issue in Camborne, particularly Pengegon.
- Trends in vehicle crime deteriorated for the latter part of 2008/09 but appear to have stabilised in recent months. There were significant rises in vehicle crime in Camborne and Redruth, Truro (Moresk and Tregolls but not the immediate town centre), Penzance town centre and Newlyn, Saltash and Millbrook.
- Both vehicle crime and dwelling burglary peak in the summer months, particularly August. Dwelling burglary has a second distinct peak in December, in the run up to Christmas.
- Long term trends have shown year on year falls in serious acquisitive crime and, based on the impact of the previous recession on crime, it is reasonable to assume that the economic downturn is a factor in the changes observed over the last 18 months. The rise in unemployment, particularly as this becomes more entrenched, may prolong or exacerbate negative trends, especially in dwelling burglary.
- Communities living in deprived areas are at considerably higher risk of victimisation but patterns of both vehicle crime and dwelling burglary over the last year indicate increased targeting of more affluent areas. Offenders are more likely to come from deprived areas – unemployment and problem substance use (in which unemployment may also be a factor) can be key drivers in offending.
- Young people are at highest risk of becoming a victim of vehicle crime and this is likely to reflect a higher ownership of older vehicles that lack the additional built-in security measures that come as standard in new vehicles.
- Elderly women are particularly vulnerable to becoming a victim of dwelling burglary. Although recorded incidence of distraction burglary is low in Cornwall, this type of crime preys specifically on the some of the most vulnerable people in our communities, and there was a rise in the number of crimes in 2008/09 compared with the previous year.
- Neighbourhood PACTs indicate that, although there are pockets of particular concern, residents of Cornwall feel that addressing anti-social behaviour and vehicle-related nuisance is more important locally than crime.

Recommended focus areas

- Considering negative trends and the possible further impact of the recession, serious acquisitive crime is recommended as a strategic priority for Cornwall with a particular focus on dwelling burglary.
- From a county perspective, geographical focus is recommended on persistent hotspots in Newquay, Camborne, Redruth, Saltash and Penzance, with Camborne taking the highest priority. At community network level, consideration should also be given to more localised issues, such as thefts from vehicles in Callington, Truro and St Austell and thefts of vehicles in Falmouth.
- It should be noted that trends at small area level are subject to change and dwelling burglary figures particularly can be briefly inflated by the activities of one offender. Further consultation with neighbourhood teams, supported by more detailed problem profiles if required, is recommended.
- Home Office research emphasises the importance of enhanced security measures in reducing the risk of victimisation in both dwelling burglary and vehicle crime. Proactive targeted security messages and initiatives are recommended, particularly with the more vulnerable sectors of our communities – including students, the elderly and young households. Joint targeting opportunities, such as with Fire and Rescue Service home safety checks, should be exploited where practical, particularly leading up to peak times in the year.
- Unemployment and financial difficulties, including issues with debt and benefits, have been identified as drivers in offending behaviour but clearly the impacts are wider than community safety. Consideration should be given to how the partnership can contribute to tackling these issues in both the rehabilitation of known offenders and in supporting those who may be at risk of offending.

Sexual offences

All recorded sexual offences

- There were 427 recorded sexual offences in Cornwall in 2008/09 and there was no change in the number of crimes compared with the previous year. Rates of recorded crime for both serious and less serious offences are similar to the average rates for similar policing areas nationally.
- The majority of crimes (55%) involved a victim under the age of 16 and there was an increase in the number of sexual assaults and less serious offences of sexual activity involving a child compared with last year. Within recorded crimes involving a victim aged 16 and over, domestic rape of a female increased.
- Only the minority of sexual assaults come to the attention of the police. National prevalence estimates indicate that around 96% of crimes involving victims aged 16 to 59 are never reported. The British Crime Survey does not currently provide equivalent estimates for crimes involving children.
- Recorded crime data shows that young people (from childhood up to age 24) and females are significantly more likely to be victimised. Young males and vulnerable adults are also at higher risk of victimisation but are much less likely to report the crime; locally recorded crime for these higher risk victims is rare.
- Serious sexual assault accounts for the majority of recorded crime affecting victims aged 16 and over and Home Office research shows that sexual assault, particularly rape, has the greatest social and economic cost after homicide. The majority of serious sexual assaults are not reported and the conviction rate for those that are is extremely low. There is a significant knowledge gap between what we know from recorded crime and actual prevalence of sexual violence.
- Camborne was identified as a particular hotspot for sexual offences for victims of all ages. Particular clusters of offences in 2008/09 involving younger victims were noted in Bodmin, Camborne, Redruth, Saltash, St Austell and Penzance. Higher numbers of serious sexual assaults involving victims aged 16 and over were recorded in Truro, Camborne and Newquay. The proportion of offences recorded as linked to alcohol was generally higher than average in these areas, indicating a connection to the night-time economy.

Serious sexual offences (NI26)

- There were 151 recorded serious sexual offences in Cornwall in 2008/09. There was a reduction of 11% or 19 crimes in the number of crimes compared with the previous year. The reduction relates to rape of a male and alcohol-related sexual assaults on a female. Rape of a female increased and this relates solely to domestic abuse cases.
- Only the minority of serious sexual assaults come to the attention of the police. National prevalence estimates indicate that around 83% of crimes are never reported.
- Recorded crime data shows that young people (aged 16 to 24) and females are significantly more likely to be victimised. Young males and vulnerable adults are also at higher risk of victimisation but are much less likely to report the crime; locally recorded crime for these higher risk victims is rare.
- Recorded crime data also shows that alcohol is a factor in serious sexual assault but is likely to underestimate to what extent. National research indicates that alcohol is a significant factor, both with regard to the offender being under the influence of drink and victims putting themselves at heightened risk.
- Similarly, serious sexual assault as a form of domestic abuse is underestimated in recorded crime figures. National research found that over half of all serious sexual assaults against women were committed by a partner.
- Particular clusters of offences in 2008/09 were noted in Truro, Camborne and Newquay. The proportion of offences recorded as linked to alcohol was generally higher than average in these areas, indicating a connection to the night-time economy.
- Conviction rates for rape are substantially lower than for any other type of serious crime.

Serious sexual offences (NI26), continued

- A range of support services for victims of serious sexual assault are offered by the voluntary sector, including a specialist sexual violence advocate. Cornwall is progressing towards provision of a Sexual Abuse Referral Centre which will provide a multi-agency response to victims of sexual assault including immediate medical help, counselling, forensic examinations and the opportunity to give evidence anonymously on one site; some interim services are in place but significant gaps remain such as GU and other health services, formal referral pathways (including into long term support) and defined protocols between agencies to ensure that victims receive consistent levels of care.

Recommended focus areas

- Children are the most vulnerable of the victim groups affected by sexual violence. Evidence from this assessment has been provided for inclusion in Kernow Matters needs assessment, which will include recommendations to be carried forward into the Children and Young People's Plan.
- Serious sexual violence is recommended as a strategic priority for Cornwall – increasing our knowledge about the actual prevalence of serious sexual violence in the county and improving support services provided to victims are the key themes.
- There is a significant gap in our knowledge about the actual prevalence of sexual violence in the county. Additional information from other agencies would greatly enhance the limited information found in police recorded crime data, such as social services, A&E, GPs, sexual health services, substance use treatment services and the voluntary sector. Particular consideration should be given to the victim groups who have been highlighted as the most vulnerable in national research – young males and females, victims of domestic abuse and vulnerable adults.
- Provided further funding can be secured, a fully operational one-site SARC should be in place by next summer and will include the essential links into health services. Areas for improvement highlighted by those working within the current structure include formal referral pathways (including into long term support), defined protocols between agencies to ensure that victims receive consistent levels of care and counselling for partners and families.

Violent crime

Violence against the person

- In 2008/09 violence against the person reduced by 4.4% compared with the previous year and the level of crime is now at its lowest figure since 2001/02. The reduction was predominantly in assaults with injury linked to alcohol.
- The rate of crime is lower in Cornwall than in similar policing areas nationally, although a slight deterioration in performance compared with our peers was apparent towards the end of the year. The *proportion* of assaults that result in injury, however, is 10% higher.
- The trend for violence against the person was reducing throughout 2008/09, apart from in West Cornwall. The pace of reduction has slowed since April 2009.
- It was noted that proactive early intervention in street disorder to prevent escalation into more serious violence (such as assaults with injury) may increase the numbers of low level violent offences (common assault and harassment).
- The main hotspots are the town centre areas of Newquay, Penzance, Truro, Camborne, Launceston and Falmouth. There were significant increases in violence in town centre areas within Penzance, Camborne and Launceston, where the rise is in less serious offences and assaults with injury have remained fairly stable. A similar change in the type of crime was also noted in Truro but overall the total level of crime remained stable. There were significant reductions in Newquay and Falmouth (although rises, albeit smaller, in areas neighbouring Falmouth town centre indicates that some issues remain).
- Force consultation with the community indicates equal levels of concern regarding violent and property crime. Generally perceptions of violence, however, are more focused on the anti-social aspects of drinking behaviour, rather than the risk of violence itself.
- Young people show more concern about bullying and are significantly more likely to have suffered infrequent bullying than the national average (but not regular bullying).

Assault with injury

- Compared with last year, assault with injury reduced by 6.7% in 2008/09. Incidence of assault with injury is lower in Cornwall than the average for similar policing areas nationally. Performance in 2008/09 was slightly stronger than our peers and recent figures show that this has continued into the new year.
- The trend was reducing in East and Central Cornwall throughout the year but rising in the West. This adverse trend appears to have settled, however, since April 2009.
- Domestic violence accounted for a third of all assaults with injury, predominantly offences of actual bodily harm, which saw a rising trend throughout 2008/09. Due to the fact that domestic violence is substantially under-reported and that there have been significant changes in the way assaults are recorded and counted, it is not possible to make a robust judgement regarding any change in the level of incidence over the last year.
- Excluding domestic violence, the downwards trend was stronger in 2008/09 and crime shows a more distinct seasonal pattern (higher in the summer months).
- Trends have changed since the beginning of the new year in April 2009 – domestic assaults have started to reduce and the trend for non-domestic assaults has plateaued.
- Young males (aged 18 to 24) are much more likely to be involved in violent crime, both as victims and offenders. In 22% of non-domestic assaults with injury, the victim was under 18 years of age. The number of assaults reduced by 17% compared with last year.
- 50% of non-domestic assaults with injury were linked to alcohol. Crime was more concentrated around the weekend and in the peak hours linked to the night-time economy than the day / time profile for all violence against the person.
- In terms of volume of crime, just over 50% of all assaults occur in just 5 network areas – Camborne and Redruth, Penzance, Newquay, Falmouth and Penryn and Truro. An increase in assaults was noted in Redruth North, outlying areas of Penzance (Treneere Estate, Heamoor and Newlyn) but not the town centre itself, and also in Hayle and St Ives.
- Significant reductions were noted in Newquay and in East Cornwall, particularly Torpoint and Bodmin.

Recommended focus areas

- Due to the greater impact on the victim, the community and the resources required to deal with the crime, the main priority for the CDRP should continue to be tackling assaults with injury.
- Tackling assaults with injury requires a two strand approach, which considers domestic and non-domestic assaults separately.
- Initiatives to reduce non-domestic violence should focus on town centres, interventions with young males and reducing the impact of alcohol and this is discussed in more detail under alcohol-related violence (see page 21).
- Longer term, early identification and intervention in domestic violence should reduce the number of the *most serious* assaults but it should be accepted that the drive to increase reporting of domestic violence may impact negatively on the aim to reduce less serious assaults.
- From a county-wide perspective, the greatest gains could be had by continuing to target long term town centre hotspots such as Newquay, Truro, Camborne, Falmouth and Penzance (including areas outside the town centre).
- At a local level, consideration should also be given to all areas with an above average level of crime or where negative trends are apparent, including Launceston, St Austell, St Ives and Hayle and Redruth.
- It should be noted that trends at small area level are subject to change and further consultation with neighbourhood teams, supported by more detailed problem profiles if required, is recommended.

Other crime

Non-dwelling burglary

- Taking into account the impact of non-dwelling burglary on the community and current trends, respective to other types of crime in the Cornwall, non-dwelling burglary is not recommended as a priority for community safety.
- Localised hotspots, either identified in this assessment (such as Camborne and Falmouth) or emerging issues identified by the neighbourhood policing team, should continue to be monitored.

Shoplifting

- The actual level of shoplifting is unknown and reported crime is largely from major supermarkets and chain stores, which have more stringent security measures and are more likely to prosecute offenders. In the current economic climate, consideration should also be given to the impact of shoplifting on small businesses, although this may not be adequately measured through recorded crime.
- Taking into account the impact of shoplifting on the community and current trends, respective to other types of crime in the Cornwall, shoplifting is not recommended as a priority for community safety. Due to volumes of crime and negative trends, however, shoplifting could be considered as a priority in St Austell and Truro network areas.

Other theft and handling

- Taking into account the impact of theft on the community, respective to other types of crime, and current positive trends across most of the county, theft and handling is not recommended as a priority for community safety.
- Falmouth and Truro network areas, however, may wish to consider preventative measures, such as raising awareness with shoppers and others who use the town centre, to reduce the risk of becoming a victim of theft.

Forgery and fraud

- Recorded incidence of forgery and fraud in Cornwall is rising, but it continues to represent only a small proportion of crime (3%).
- The deteriorating trend coincides with the onset of recession but the same trend is not apparent nationally. A link between fraud and the state of the economy has not been proven (either locally or nationally).
- Taking into account the impact of forgery and fraud on the community, respective to other types of crime in the Cornwall, it is not recommended as a priority for community safety.
- The rising trend should continue to be monitored, however, and consideration should be given to the implications of the findings of any forthcoming national research.

Young People

As victims of crime

- In 2008/09 there were 1,493 crimes where a young person under the age of 18 was recorded as the primary victim (8% of all recorded crime) and the number of crimes reduced by 5% compared with 2007/08. The current trend is fairly flat (no further improvement).
- Young people aged 15 years and over are at significantly higher risk of becoming a victim of violent crime, theft and sexual offences. Young males are more likely to be victims of violence against the person and young females are more likely to be the victim of a sexual offence. Risk of victimisation is highest, however, at age 18.
- Young people are most vulnerable to becoming a victim of crime in the period immediately following the close of the school day. Evenings (particularly at weekends) are also a peak time for those aged 15 years and above, and there is a higher proportion of violence linked to alcohol.
- Two thirds of all sexual offences recorded by the police in 2008/09 involved a primary victim under the age of 18 (265 crimes) and the number increased by 16% or 27 crimes compared with 2007/08.
- Alcohol is less likely to be recorded as a factor in violent crime involving young people as victims than the average for all ages (14% compared with 47%).
- The main hotspots for crimes against under-18s were the town centres of Truro, Newquay, Liskeard, Redruth, Penzance, Camborne and St Austell.
- Although there remains a heightened risk for young people of becoming a victim of alcohol-related violence in Newquay, it is lower than in most of the other large towns, such as Truro, Camborne, Penzance, Falmouth and St Austell. Other risks relating to personal safety, alcohol use and involvement in anti-social behaviour, however, remain major concerns.
- Children are especially vulnerable to the negative effects of experiencing domestic abuse in their homes and can harm physical, mental, sexual and emotional health in the immediate short or long term. The total number of children in households experiencing domestic abuse is not known. We do know that in 2008/09 just under 700 children were in households where the risk of repeat victimisation was assessed as very high.
- Under the outcome "Reducing Crime", the LAA has provided the framework for delivery of a range of targeted interventions with young people to reduce the potential for their involvement in crime (as victims or offenders). There was a particular focus in the East last year and a significant drop in the level of crime affecting young people was noted.
- According to the TellUs survey, generally young people feel safe in Cornwall but a small proportion (5%) reported feeling very unsafe at school, and this was significantly higher (+2%) than the national average). 12% of the young people surveyed reported having been bullied at least once a week or 'most days'.
- When asked about problems in their local area, young people consulted in last year's Community Safety Survey said that they were most concerned about drunken or rowdy behaviour, drug use and harassment and bullying.

Youth offending

- The Youth Offending Team worked with 919 young offenders in 2008/09. Their crimes accounted for 16% of all detected crime. Criminal damage, theft and violence are the most common crimes.
- The majority of crime was committed by young males (particularly aged 15 years and older).
- The main clusters of young offenders were in Falmouth (Penwerris North), Penzance (Treeneere), St Blazey, Bodmin and Redruth North. There is a strong relationship statistically between the number of young offenders in the local population and reported incidence of anti-social behaviour – some of this will be caused by the young offenders themselves but a disordered environment can also act as a trigger for offending behaviour.
- Young offenders are more likely to come from areas that are considered deprived for income, employment, health and educational attainment (Indices of Multiple Deprivation 2007), and where there is higher incidence of domestic abuse.
- National indicators show that the rate of re-offending amongst young offenders in Cornwall is lower than the average for similar areas nationally.
- Suitable accommodation is a fundamental in reducing the risk of re-offending and this continues to be problematic for a small proportion of young people. A key objective locally is to place 100% of young offenders in accommodation that is suitable for their needs and this is currently off track (94%).
- Community perceptions of problems with young people tend to focus on anti-social behaviour. Young people, however, are also the most affected by anti-social behaviour; they are more likely to perceive problems in their local area and to feel unsafe, particularly at night.

Problem substance use

- 140 young people under the age of 18 received treatment for problem substance use in 2008/09. Cannabis and alcohol are the dominant substances. Unlike the adult drug treatment population, which is strongly weighted towards males, the gender split for young people is fairly even (54% male and 46% female).
- There are a further 138 people in young people's treatment services, however, who are aged 18 and over, and an absence of referrals into adult services. This is consistent with previous years and indicates significant issues with transition for young adults. This was highlighted in the drug and alcohol needs assessments and will be addressed in the coming year.
- Cornwall and Isles of Scilly DAAT make on average 2 referrals for detoxification annually to Middlegate Lodge, the only in-patient unit in the country specifically for young people. This service is in the process of closing, leaving a significant gap in specialist provision.
- National research shows that young people are becoming less tolerant of drinking and drunkenness amongst their peers. Those who do drink are increasingly less likely to obtain alcohol from licensed premises (on or off), instead obtaining alcohol from family or friends and drinking outside in public places or in someone's home. There has also been a decline in drug use amongst under 18s and only a small minority take drugs regularly.
- Findings from the TellUs survey in schools, however, indicate that alcohol use amongst young people in Cornwall is significantly higher than the national average.
- The rate of alcohol-specific hospital admissions for under-18s remains significantly higher than the national and regional averages.

Recommended focus areas

- Early intervention with young people at risk of involvement in crime should remain a priority and has been shown to have an impact not only on the level of crime committed by young people, but also on the level of crime experienced by young people.
- Young people are more likely to be involved in anti-social behaviour but they are also the most affected by it. Targeted interventions and education programmes with young people will help to direct young people into more positive activities and raise awareness about the impact of anti-social behaviour but also create more effective routes of engagement with young people to build confidence and provide reassurance. This could include engagement with the local Youth Service and outreach service, sports, arts and other community groups, schools and colleges.
- Although the details of comprehensive assessments for young offenders are recorded, this information is not currently provided for this assessment but there are plans to do so in the coming year. Analysis of this data will help to build a better understanding of issues affecting young offenders, and provide evidence for decision making in respect of future service planning.
- The full recommendations for domestic abuse are on page 97, those specific to children and young people are highlighted below:
 - There should be continued focus on early intervention and in particular providing health practitioners (e.g. Health visitors, Midwifery, School Nurses) with a clear referral pathway where domestic abuse is disclosed.
 - The 121A notification system requires improvement in terms of both quality of information and speed of notification between the Police and Children's Social Care. A dedicated permanent evaluation officer has just been appointed by the police (November 2009) in order to progress this.
 - An effective MARAC process is key in supporting high risk victims, improving their safety and protecting their children; representation and participation by partner agencies needs to be improved.

Identifying Priorities

Identifying priorities – the process

As part of the development of the statutory Partnership Plan, the Partnership is required to set its priorities based upon the findings from the Strategic Assessment, including issues identified through community consultation. Prioritisation involves understanding what poses the greatest threat or risk to the safety of the local community. Using a risk management approach to prioritisation can help the Partnership to balance the demands of the political environment, performance targets and local community needs.

A number of approaches have been tested over previous years but this method was the first to receive full sign-off by the Partnership.

Home Office guidance states that, in producing the strategic assessment, the scanning phase should identify key areas, the priorities, from which a number of focused in-depth pieces of analysis are developed around those priorities.

Following a period of research into methodologies and data used elsewhere, this prioritisation matrix was developed for Cornwall.

- The matrix is designed as a scanning tool to evaluate key, measurable crime and disorder types across a range of consistent criteria:
 - Volume
 - Impact on the victim and the community (seriousness)
 - Trend
 - Performance compared with the national picture, priority (local and national)
 - Public concern
 - Whether it has a greater impact on more vulnerable sectors the community.
- It is constructed so that it is more sensitive to high volume or high impact issues.
- It is understood that the crime and disorder types included within the matrix do not cover the full scope of Community Safety business – these are the measurable elements of key issues and “point” to an area of focus rather than being the sole focus in themselves. Thus alcohol-related violence represents wider issues around problem alcohol use, town centres, licensing etc.
- Based on 2008/09 data, 8 headline issues were identified, with 24 issues in detail which provided a tighter focus. For example, violence against the person is the highest scoring headline issue, and within that assault with less serious injury, alcohol-related violence and most serious violence are the key themes. Reducing reoffending cuts across all areas within Community Safety and can be considered as a priority in its own right, outside of this exercise.
- Any issue with a score of 15 or more (based on minimum to maximum score range) was considered a priority.
- The methodology will continue to be refined and work is underway to develop the matrix to include community safety issues that are not represented in police data.

Recommendations

Recommendations, based on the matrix, were made to the Partnership Strategic Group in June 2009 and the following were agreed as our strategic priorities:

- Violence against the person with a focus on assaults with injury, alcohol-related violence and tackling problem alcohol use
- Anti-social behaviour with a focus on rowdy / nuisance behaviour and criminal damage, improving safety and quality of life in our town centres, engaging with communities and providing reassurance

- Domestic abuse with a focus on increased support for and improved safety of survivors and their families
- Serious acquisitive crime with a focus on dwelling burglary
- Sexual offences with a focus on most serious sexual offences (improving support to adult victims of a serious sexual offence)
- Reducing the harm caused by illegal drugs to individuals, their families and the community
- Road traffic collisions with a focus on reducing the most serious incidents that result in death or serious injury

In addition there is an overarching aim to reduce re-offending by addressing the underlying causes of offending, with a focus on problem substance use, housing and education, training and employment.

The results of the matrix are shown below.

Priority issues for the Strategic Assessment

Volume / impact weighted matrix, selected where score = 15+

Rank	Theme	Crime / problem type	Total	Volume	Impact	Volume x impact	Trend	Performance	Priority	Public concern	Vulnerable groups	Intelligence gaps
Headline issues												
1		Violence against the person	30	5	4	20	1	1	4	2	2	
2		Anti-social behaviour	28	5	3	15	2	2	3	4	2	Reports based on public perception
3		Domestic abuse	24	3	4	12	3	3	4	2	0	Risk of under-reporting
4		Serious acquisitive crime (NI16)	21	4	3	12	2	1	3	1	2	
5		Drugs	19	2	4	8	4	2	2	3	0	Incomplete - intercepted crime
5		Sexual offences	19	2	4	8	1	2	4	2	2	
7		Criminal damage	15	5	2	10	1	2	0	2	0	
8		Road traffic collisions - KSI	13	1	5	5	0	1	2	3	2	
Issues in detail												
1	Anti-social behaviour	Rowdy / nuisance behaviour	28	5	3	15	1	2	4	4	2	Reports based on public perception
2	Violence against the person	Assault with less serious injury (NI20)	27	4	4	16	1	2	4	2	2	
3	Violence against the person	Alcohol-related violence	22	3	3	9	1	2	4	4	2	
4	Sexual offences	Most serious sexual offences	21	2	5	10	1	2	4	2	2	
5	Drug offences	Possession of drugs	19	2	4	8	4	2	2	3	0	Incomplete - intercepted crime
6	Serious acquisitive crime	Domestic burglary	17	2	3	6	3	1	3	2	2	
6	Violence against the person	Most serious violence (NI15)	17	1	5	5	3	1	4	2	2	
8	Other crime	Other theft & handling	14	5	2	10	2	1	0	1	0	Risk of under-reporting
8	Drug offences	Trafficking illegal drugs	14	1	4	4	3	1	3	3	0	Incomplete - intercepted crime
8	Anti-social behaviour	Hoax calls to emergency services	14	2	2	4	3	3	3	1	0	Reports based on public perception
8	Anti-social behaviour	Vehicle nuisance	14	2	2	4	2	2	3	3	0	Reports based on public perception
12	Serious acquisitive crime	Theft from vehicle	13	3	2	6	2	1	3	1	0	
12	Serious acquisitive crime	Theft of vehicle	13	2	3	6	2	1	3	1	0	
14	Violence against the person	Other violence against the person	12	2	2	4	1	1	4	2	0	
14	Anti-social behaviour	Malicious communications	12	2	2	4	2	1	3	2	0	Reports based on public perception
16	Violence against the person	Assault without injury	11	2	3	6	2	1	0	2	0	
16	Other crime	Forgery and fraud	11	2	3	6	4	0	0	1	0	
16	Other crime	Non-domestic burglary	11	3	2	6	3	1	0	1	0	
16	Other crime	Shoplifting	11	3	2	6	3	1	0	1	0	Risk of under-reporting
16	RTC	Road traffic collisions - slight	11	2	2	4	1	1	0	3	2	
21	Hate crime	Racially aggravated offences	10	1	3	3	1	1	0	2	3	Risk of under-reporting
21	Serious acquisitive crime	Robbery	10	1	3	3	0	0	3	2	2	
23	Criminal damage	Arson	9	1	3	3	1	2	2	1	0	
23	Anti-social behaviour	Animal-related nuisance	9	1	2	2	2	1	3	1	0	Reports based on public perception
25	Sexual offences	Other sexual offences	8	1	2	2	2	2	0	2	0	
		Minimum score	1	1	1	1	0	0	0	0	0	
		"Average" score	14	2	2	4	2	2	2	2	2	
		Maximum score	44	5	5	25	4	4	4	4	3	

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