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A Safer Keyham: Independent Academic Evaluation

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A Safer Keyham: Independent Academic Evaluation

Final Report

March 2023

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Executive summary

Introduction

This final report sets out the findings of the independent evaluation of the Home Office funded community policing and community safety activities and the Ministry of Justice funded victim support activities in Keyham and the surrounding areas following the critical incident of 12 August 2021. The evaluation was funded for a 12-month period by the Home Office's Keyham Community Policing grant via the Office of the Police and Crime Commissioner (OPCC), and a research team from the University of Plymouth was appointed to undertake the evaluation in April 2022.

Through the Devon and Cornwall Serious Violence Prevention Partnership, additional funding was provided for a full-time PhD student to continue research work for a further two years beyond the initial 12 months of the evaluation. This report therefore represents the outcome of the first year of a three-year research project.

The aims of the evaluation were:

- To provide an evidence base for responding to a mass shooting from a community policing, community safety, and victim support perspective.
- To take a trauma-informed research approach to ensure a robust and rigorous evaluation that will effectively identify local lessons and provide national learning.
- To develop an evidence-based 'menu' of interventions that could inform future community and victim support responses to critical incidents.

Research context

On 12 August 2021, 22-year-old Jake Davison shot and killed five people and injured two others, before fatally shooting himself. The incident was initially declared a major incident before being recategorised as a critical incident, which brought into play a civil contingencies procedure that distinguishes between response and recovery phases.

In November 2021, the Home Office granted a package of funding to the OPCC, Devon & Cornwall Police, and Plymouth City Council for a programme of crime prevention and community activities to reassure residents of Keyham, Ford, and the surrounding areas that their neighbourhoods are safe places to live, work, and play. The Safer Keyham and Keyham Community Policing grants collectively sought to:

- Restore feelings of safety through a range of initiatives including target hardening, high visibility policing, problem solving approaches and extensive community engagement.
- Mitigate future and existing harm through community policing and safer streets style interventions.
- Advance community action through investment in empowerment and skills-based engagement, an enhanced youth provision and citizen consultations to lead to sustainable citizen led change.

Additionally, Ministry of Justice (MoJ) funding was provided for victim support services, to include additional caseworkers from Victim Support, Young Devon, and Jeremiah's Journey and extra capacity within Victim Support's 24/7 support helpline.

This evaluation focused on the impact of the above funded activities on the recovery of the community in Keyham. It should be noted that this evaluation does not focus on the initial response to the critical incident, nor does it cover any element of the investigation.

Methodology

This report draws upon findings from an analysis of secondary data gathered from partners in the Safer Keyham recovery programme and an analysis of crime and ASB data relating to Keyham and the surrounding neighbourhoods. The report also draws upon findings from a range of quantitative and qualitative evaluation instruments, including:

- a community survey completed by 240 residents of Keyham and the neighbouring areas of Ford, North Prospect, and Morice Town
- interviews with 23 professionals and 16 community members
- focus groups with professionals and community members
- a workshop focus group with young people aged 11 to 18.

The evaluation received approval from the University of Plymouth ethics committee in May 2022. The research process was informed by a Research Oversight Committee.

Findings

Community policing

The evaluation survey found that 59% of respondents were aware that a dedicated Keyham Community Policing Team had been formed following the critical incident. Seventy-nine per cent of respondents thought that community policing was valuable for the area's recovery, and 54% felt that this initiative had had a positive impact on the community overall. Forty-five per cent of respondents had had some form of contact with the police in the 12 months following the critical incident, and our research found that any kind of contact with the police improved perception ratings comparable to no contact with the police. Notably, the overall confidence score and scores for police treatment and community connectedness were higher in the Keyham-specific results compared with the results from the wider area. However, it should be noted that the overall confidence score for the Keyham-specific results and those from the wider area did not exceed either the regional or national scores, and some interview participants observed that seeing more police in their area over a long period of time might have the potential of increasing fear of crime.

Youth engagement

Due in part to the timing of the critical incident taking place in the school holidays, it was clear throughout the research with professionals and the young people that engagement was challenging. The critical incident and the subsequent news and social media coverage of the events impacted young people and their families in terms of increased anxieties and fear associated with public spaces including parks. This had the effect of young people either choosing not to leave their homes or their parents actively discouraging them from doing so out of fear for their children's safety. Groups and activities that pre-dated the incident continued to be places of trust, safety, and support for young people and once the school term had commenced again the information and support provided here were viewed positively. Our research found similar needs as was found by the consultations with young people that took place throughout the course of the Safer Keyham programme, with young people highlighting the need for more suitable spaces and activities in the local area. Young people were generally unaware of new initiatives and clubs that were introduced as a result of their contribution to the consultation exercises suggesting a potential gap in terms of how young people were kept informed during and after this period.

Community engagement

The evaluation survey found that 49% of respondents were aware of the Safer Keyham programme and 46% were aware of the Plymouth Together website, which was set up shortly after the critical incident. Awareness of other activities that had been initiated in the local area, such as the Plymouth Together Community Hub and Community Voices, was slightly lower among survey respondents, but this is perhaps unsurprising given that new or different approaches may not be immediately grasped. Our research found that the Safer Keyham programme was designed to ensure that existing services, partnerships, and networks were embedded into new initiatives. Further, the programme took account of key facilitators to community engagement highlighted by academic research including use of clear goals in its design and implementation, investment of time, effort, and resources, and use of dedicated staff. In addition, the programme identified existing community space, multiple forms of advertisement, and familiar environments to create opportunities for engagement.

Improvements to public spaces

The evaluation survey found that in the 12 months following the critical incident, 67% of respondents had noticed consultations and/or improvements to public spaces (e.g., green space improvements and improved street lighting) in the Keyham area. Eighty-nine per cent of respondents thought that making public space improvements was valuable for the area's recovery, and 55% felt that this initiative had had a positive impact on the community overall. Positive perceptions of community impact were higher among those who had noticed improvements to public spaces compared with those who had not noticed improvements. However, it should be noted that crime prevention through environmental design cannot ameliorate the underlying issues faced by urban communities impacted by austerity nor individual trauma experienced as a consequence of the critical incident. Therefore, these extraneous and personal matters may explain the lack of impact for some people of improvements to public spaces.

Feel Safe Scheme and crime prevention outreach

The evaluation survey found that although relatively small proportions of respondents had engaged with the Feel Safe Scheme (e.g., received free of charge home security improvements (11%) or personal safety devices (7%)) in the 12 months following the critical incident, 78% thought that the scheme was valuable for the area's recovery. Forty-three per cent felt that this initiative had had a positive impact on the community overall. Positive perceptions of community impact were higher among those who had received free of charge offers as part of the scheme compared with those who had not. Over the course of the evaluation, it became apparent that some residents had lived without robust home security measures for several years prior to the critical incident, so the Feel Safe Scheme demonstrates how interventions put in place in response to the critical incident were also fulfilling previously unmet needs of vulnerable people in the local area.

Community training

The evaluation survey found that although only a small proportion of respondents (2%) attended the free community training sessions that were offered, 72% thought community training was valuable for the area's recovery. Thirty-three per cent felt that this initiative had had a positive impact on the community overall. Multiple training sessions being offered in a short space of time to ensure compliance with the Safer Keyham grant funding deadline was highlighted by professionals as being a very challenging aspect of the recovery programme. Other barriers to engagement included the impact of COVID-19 on in-person gatherings and possible uncertainty among community members about the purpose of the training sessions, particularly those on the subject of restorative justice. However, it was evident that ongoing work around embedding trauma-informed practices in the community was driven by members of the Plymouth Trauma Informed Network, which highlights the role that individuals can play in progressing initiatives so that they become embedded in the local area.

Community Sparks Grants Scheme

The evaluation survey found that although only small proportions of respondents engaged with the elements of the Community Sparks Grants Scheme (e.g., 3% applied for Sparks funding; 2% received Sparks funding; 9% voted for a project to receive funding), 72% thought that the scheme was valuable for the area's recovery. Thirty-four per cent felt that this initiative had had a positive impact on the community overall. Community members and professionals interviewed as part of the evaluation were generally positive about the impact of the scheme, particularly those who had engaged with it in some way. However, a small number of interviewees perceived a potential for the participatory voting system to foster competition between projects, particularly for the larger grants, which could have a negative impact on the resilience of those individuals who receive fewer votes and thus lose out on funding.

Victim Support

The evaluation survey found that although only a small proportion of respondents (6%) had engaged with Victim Support's services in the 12 months following the critical incident, 85% thought that Victim Support was valuable for the area's recovery. Forty-nine per cent felt that Victim Support had had a positive impact on the community overall. In accordance with this evaluation's trauma-informed approach, it was decided that requesting direct contact with individuals who had received support from Victim Support would not be appropriate. Interviews with community members identified that although many acknowledged the deeply tragic nature of the critical incident, they did not feel closely connected to it and did not perceive themselves as 'victims' in need of support. Our research found that Victim Support's approach of carrying out extensive engagement work within and beyond Keyham and ensuring their support offer was available to anyone affected by crime and not limited to those impacted by the critical incident ensured that there was 'no wrong door' to support for those who would benefit from it. Further, interviews with Victim Support professionals highlighted a clear intention for support to be available and accessible in the years following the critical incident for any individuals who require it.

Crime and ASB data analysis findings

It should be noted that most of the neighbourhoods considered in the data analysis are not high crime neighbourhoods, and therefore relatively small changes in the numbers of crimes committed can effect apparently significant changes in trends. This point notwithstanding, crime and ASB in Keyham have generally both fallen in the period since the introduction of the Safer Keyham recovery programme. When judged by the criterion of police recorded crime and ASB incidents, Keyham may be considered to have become a safer place in the last year or so. Whilst the limitations of recorded crime as a valid indicator of 'true' crime levels should be acknowledged, it is reasonable to speculate that the introduction of the well-resourced KCPT might have encouraged a higher rate of crime reporting. The fact that overall recorded crime has not *increased* gives added confidence to the suggestion that Keyham is a safer place when judged in terms of recorded crime levels. The comparison with bordering neighbourhoods does not provide any evidence of geographical displacement to neighbouring areas, although its possibility cannot be entirely discounted.

Conclusion

This evaluation has provided comprehensive evidence of the impact of the Home Office and Ministry of Justice funded activities in the following ways:

- The neighbourhood policing approach in Keyham sustained community engagement and consultation through a well-resourced team who understood the principles of neighbourhood policing and its place within the process of recovery.
- There was evidence of public confidence in the KCPT amongst those who had contact with them.
- Public confidence scores were higher for police treatment and community connectedness in the Keyham-specific area.
- Overall confidence scores for the Keyham-specific results and those from the wider area did not exceed either the regional or national scores.
- Crime and ASB levels were low prior to the critical incident and have remained low.
- Crime rates in the specific Keyham area diminished in the year following the critical incident, which may be due to community safety interventions and the KCPT activities.
- There is no evidence of displacement of crime and ASB to bordering neighbourhoods.
- Best practice informed community safety interventions that were valued by communities and professionals, though awareness and take up of them were relatively minimal.
- It is not possible to distinguish between value placed on interventions due to need resultant from the critical incident or pre-existing need.
- The majority of community members reported feeling safe in their area.
- Generally people did not report feeling unsafe as a consequence of the critical incident, although young people did.
- Community members did not use the language of 'resilience' or 'recovery'.
- Victim Support ensured that communities across Plymouth and the wider area were given the opportunity to engage with them to attain support that negated the bounded nature of other service delivery.
- The community valued Victim Support though they did not broadly access their services, in part due to not perceiving themselves as legitimate 'victims'.
- Professionals noted the importance of Victim Support services in the ongoing trauma recovery process.

- The most visible interventions of community policing and improvements to public spaces were viewed most positively by respondents in relation to the impact that they had on the community overall.
- Interventions that connected with existing infrastructure were most effective, however over-reliance on these structures can serve to reinforce pre-existing inequalities or gaps in provision.
- Reliance on volunteers can be burdensome for them and conflictual with organisational needs.
- No specific interventions negatively impacted the recovery of the community in Keyham and feelings of safety.

Initial recommendations

This report represents the outcome of the first year of a three-year research project. The recommendations here are therefore preliminary:

- Funding awards should be long term, sustainable, and flexible in order to be responsive to community needs.
- Existing community infrastructures should be utilised and resourced to facilitate community engagement and consultation.
- Over-reliance on volunteers in the delivery of initiatives should be acknowledged alongside the recognition that they may not work within the same parameters as statutory agencies.
- Pre-existing need in areas impacted by a critical incident should be taken account of in delivering services to ameliorate rather than exacerbate community tensions.
- Proactive deployment of a dedicated community policing team provides a coherent distance between initial response and investigation teams and recovery work.
- Sustained engagement of community police officers in partnership with community organisations contributes to the building of trust and confidence in communities.
- Provision of effective long-term support to communities and professionals working in the area after a critical incident should take account of needs that arise from associated anniversaries and coronial inquests.
- A dedicated communications lead should oversee the production of publications and ensure consistency of language across print and digital media to negate use of language and terminology that may exacerbate trauma.
- The distribution of hard-copy information and support leaflets for residents in addition to social media posts ensures a broader reach across the community.
- The impact of critical incidents on young people should be a prominent focus of the recovery process, particularly given the potential for their exposure to disturbing narratives and images on social media.
- The provision of resources and interventions to specific pre-defined geographical areas risks excluding those impacted from equidistant, adjacent, and other areas.
- Support offers should extend beyond the immediate area of the critical incident and be made available to professionals and volunteers involved in the recovery process.

1 Introduction

This final report sets out the findings of the independent evaluation of the Home Office funded community policing and community safety activities and the Ministry of Justice funded victim support activities in Keyham and the surrounding areas following the critical incident of 12 August 2021. The evaluation was funded for a 12-month period by the Home Office's Keyham Community Policing grant via the Office of the Police and Crime Commissioner (OPCC), and a research team from the University of Plymouth was appointed to undertake the evaluation in April 2022.

Through the Devon and Cornwall Serious Violence Prevention Partnership, additional funding was provided for a full-time PhD student to continue research work for a further two years beyond the initial 12 months of the evaluation. This report therefore represents the outcome of the first year of a three-year research project.

This final report builds upon the interim findings report of November 2022, which drew on an analysis of secondary data gathered from partners in the Safer Keyham recovery programme and an analysis of crime and anti-social behaviour (ASB) data relating to Keyham and the surrounding neighbourhoods. This report draws upon findings from a range of quantitative and qualitative evaluation instruments, including a community survey, interviews and focus groups with professionals and community members, and a workshop focus group with young people.

The aims of the evaluation were:

- To provide an evidence base for responding to a mass shooting from a community policing, community safety, and victim support perspective.
- To take a trauma-informed research approach to ensure a robust and rigorous evaluation that will effectively identify local lessons and provide national learning.
- To develop an evidence-based 'menu' of interventions that could inform future community and victim support responses to critical incidents.

The evaluation sought to provide comprehensive answers to the following questions that will evidence the impact of the Home Office and Ministry of Justice funded activities.

- **Has the neighbourhood policing approach in Keyham, including sustained community engagement and consultation, as a restorative and preventative measure taken following the incident helped to restore community trust and confidence?**
- **Have the funded community safety interventions (strengthening the local environment, targeted crime prevention, and assisting the community to reclaim community spaces) in Keyham had any statistically significant impact on crime/anti-social behaviour levels and community feelings of safety, resilience, and recovery?**
- **What impact has Victim Support's role and services had upon aiding individuals and the community in Keyham to recover from the trauma they have experienced?**
- **Which approaches or interventions have demonstrated the greatest evidence-based impact to aid the recovery of the community in Keyham and feelings of safety?**
- **Which approaches or interventions (if any) have negatively impacted the recovery of the community in Keyham and feelings of safety?**

2 Research context

2.1 Overview of the Safer Keyham recovery programme

On 12 August 2021, 22-year-old Jake Davison shot and killed five people and injured two others, before fatally shooting himself. The incident was initially declared a major incident before being recategorised as a critical incident, which brought into play a civil contingencies procedure that distinguishes between response and recovery phases. The main thrust of the response was delivered by a major crime investigation team (MCIT), whilst Plymouth City Council was the statutory lead agency for the recovery phase, which aimed to ‘support and enable individuals and communities to heal and recover’ (Plymouth Together, 2021a).

It should be noted that this evaluation does not focus on the initial response to the critical incident of 12 August 2021, nor does it cover any element of the investigation. However, whilst this evaluation is focused primarily upon the recovery phase, it is hard to completely separate this from the response phase. This is in part because elements of the recovery phase, such as the provision of victim support, overlapped with the response phase, and in part because many of the constituent elements of the recovery phase started to be put together early on during the response phase. By early September Devon & Cornwall Police had compiled an ‘evidence base’ document¹ that sought to identify how best local agencies might respond to the shootings, drawing upon a review of literature and consultation with localities that had experienced similar incidents, including Manchester in the UK and Christchurch in New Zealand. Its recommendations served as a blueprint for some parts of the Safer Keyham recovery programme, with the full programme being approved once funding for its constituent elements, spanning different central government departments, had been confirmed in November 2021. Key elements of the recommendations included a community policing response, the establishment of a community resilience hub, a strong emphasis upon opening up communications channels to the local community, and a programme of regeneration geared towards building a sense of security. The evidence that informed the evidence base drew upon what appeared to contribute positively to responses in other places: it was not a ‘what works’ evidence base formed from ‘gold standard’ evaluation research, since no such evidence base exists.

In November 2021, the Home Office granted a package of funding to the OPCC, Devon & Cornwall Police, and Plymouth City Council for a programme of crime prevention and community activities to reassure residents of Keyham, Ford, and the surrounding areas that their neighbourhoods are safe places to live, work, and play (Plymouth Together, 2021b). The Safer Keyham and Keyham Community Policing grants collectively sought to:

- Restore feelings of safety through a range of initiatives including target hardening, high visibility policing, problem solving approaches and extensive community engagement.
- Mitigate future and existing harm through community policing and safer streets style interventions.
- Advance community action through investment in empowerment and skills-based engagement, an enhanced youth provision and citizen consultations to lead to sustainable citizen led change.

(Plymouth Together, 2021c)

The terms of the Safer Keyham grant funding required it to be committed by 31 March 2022; the Keyham Community Policing grant funding was planned to be committed by mid-November 2022 (Plymouth Together, 2021d). Additionally, Ministry of Justice funding was

¹ Document compiled by Tryst Fentem, ‘Supporting community recovery and promoting long-term resilience post mass shooting’.

provided for victim support services, to include additional caseworkers from Victim Support, Young Devon, and Jeremiah's Journey and extra capacity within Victim Support's 24/7 support helpline (Plymouth Together, 2021d). Figure 1 summarises these grant allocations, which are the focus of this evaluation. Funding was also provided from the Department of Education to support children's services in the Keyham area, and the Plymouth Together Fund was set up to collect donations for the next of kin of those killed in the critical incident, the physically injured, wider family members, and community activities and local causes.



Figure 1: Summary of Home Office and Ministry of Justice funding

As the recovery programme entered its second phase in the autumn of 2021, two multi-agency groups were formed with a focus on ongoing safety, resilience, and recovery: 'A Safer Keyham' and 'A Healthy and Resilient Keyham' (Plymouth Together, 2021a). It should be noted that the activities of the Healthy and Resilient group, which included community engagement and development, support and care, and memorials and remembrance, will not form part of this evaluation. However, it is important to acknowledge that some of the community activities of the Healthy and Resilient Group overlap with those of the Safer Keyham group, and thus they are considered alongside the Safer Keyham activities in the wider context of the recovery programme.

The third phase of the recovery programme commenced in April 2022, following the end of the funding period for the Safer Keyham grant. The two multi-agency groups were merged into the combined 'A Healthier, Resilient and Safer Keyham' group, with a revised governance structure to reflect the continuation of the Keyham Community Policing grant funded activities, and other priorities including memorials and remembrance, support and care, and the Community Hub. In October 2022, the formal recovery programme was stood down, albeit with the 'clear intention that support for Keyham remains in place', acknowledging that the 'recovery process will be ongoing for many years to come' (Plymouth Together, 2022). Strategic oversight was passed to the Community Safety Partnership, and the Healthier, Resilient and Safer Keyham group were continuing to meet monthly as the 'Keyham Partnership Forum' at the time of writing this report.

3 Methodology

The evaluation's interim report of November 2022 drew upon findings from an analysis of secondary data gathered from partners in the Safer Keyham recovery programme, covering the period of September 2021 to September 2022, and an analysis of crime and ASB data relating to Keyham and the surrounding neighbourhoods. This final report builds upon the interim report by drawing upon findings from a range of quantitative and qualitative evaluation instruments, including a community survey, interviews and focus groups with professionals and community members, and workshop focus groups with young people.

3.1 Data collection

3.1.1 Secondary data analysis

In the early stages of the evaluation, a mapping exercise of the Safer Keyham activities was carried out to identify their goals, mechanisms, and intended outcomes and to identify overlaps, omissions, and opportunities in relation to the work of strategic agencies. This exercise informed the aims and research questions to be addressed by the evaluation, as outlined in section 1 of this report. The process also informed the development of the evaluation instruments and the content and structure of this report.

Data was gathered from partners in the Safer Keyham recovery programme, including Devon & Cornwall Police, the OPCC, Plymouth City Council, and Victim Support. From April 2022 up to the time of writing this report, members of the evaluation team also attended the regular online multi-agency meetings associated with the Safer Keyham recovery programme, which helped to contextualise the activities that were taking place. Key documents associated with the Safer Keyham recovery workstreams, such as action plans, reports, and communications, were reviewed. It should be noted that data was captured by each organisation for different purposes and according to their needs and reporting requirements; the findings in section 4 of this report summarise the existing data and comparisons are made where possible. Specific reports are cited where appropriate.

Crime and ASB statistics were gathered from the Performance and Analysis Department of Devon & Cornwall Police. These statistics were analysed to map changes in recorded crime over time, particularly since the commencement of the Safer Keyham recovery programme activities in the autumn of 2021. The analysis also sought to compare changes in Keyham with changes in all bordering police neighbourhoods, to explore the possibility of crime displacement for any offence categories. The findings from the analysis of crime and ASB statistics are presented in section 5 of this report.

3.1.2 Quantitative survey

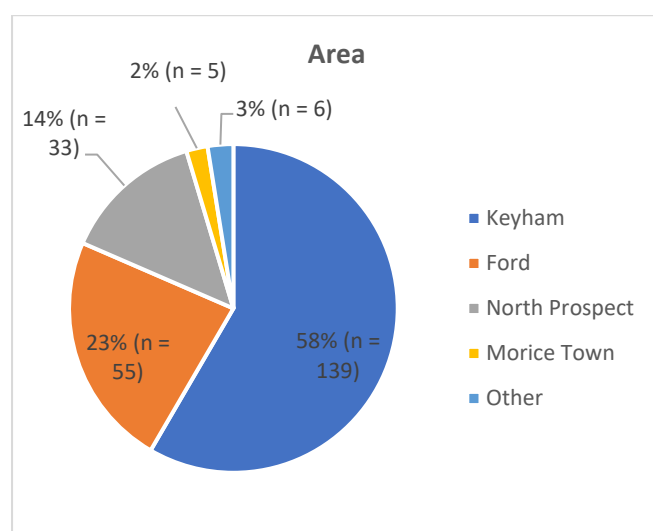
Between mid-October and mid-November 2022, an anonymous community survey (see Appendix 1) was completed with the residents of Keyham and the neighbouring areas of Ford, North Prospect, and Morice Town to assess their engagement with and perceptions of the funded community safety interventions, neighbourhood policing approach, and victim support services. The survey was designed in partnership with Southern Horizons (UK) Ltd to evaluate the impact of the Safer Keyham activities and to measure associated community trust and confidence, as well as feelings of safety more generally. Questions from the Crime Survey for England and Wales were incorporated to provide national context and statistics.

In order to gather a representative sample of residents a combination of approaches was utilised. The survey was available to complete online via a link or a QR code that was advertised on the Plymouth Together website. Further, approximately 1,500 leaflets inviting

residents to complete the survey online were delivered to households in Keyham, Ford, and the connecting areas of North Prospect and Morice Town. In addition, two community members were recruited as researchers and trained to deliver the survey and ensure engagement with hard-to-reach residents. A multi-stage cluster sampling technique (Stoneman and Gilbert, 2016) was used to randomly identify streets within the research area, and within those streets, houses were subsequently randomly selected for completion of face-to-face surveys with the community researchers. This involved extensive door-to-door work to complete surveys. A confidence interval of 6.14 was calculated for the sample, meaning that we are 95% confident that the survey results fall within a maximum of 6.14% of the stated results.²

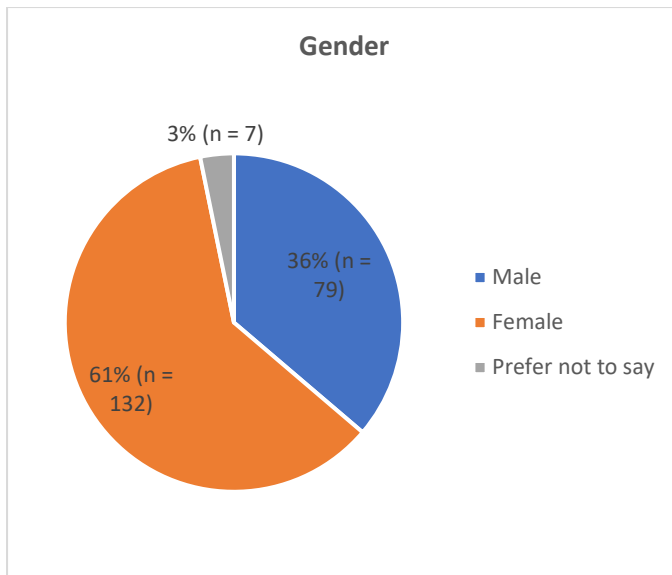
The survey was completed by 240 residents of Keyham and the neighbouring areas; a profile of survey respondents is included below. Not all respondents answered every question, so the base figures for each response are shown underneath figures and tables where relevant. The survey data was cleaned and then analysed by the research team to test the relationships between the variables of the funded activities. The survey results were analysed in the context of the funded activities, and the findings are presented throughout section 4 of this report.

3.1.2.1 Profile of survey respondents

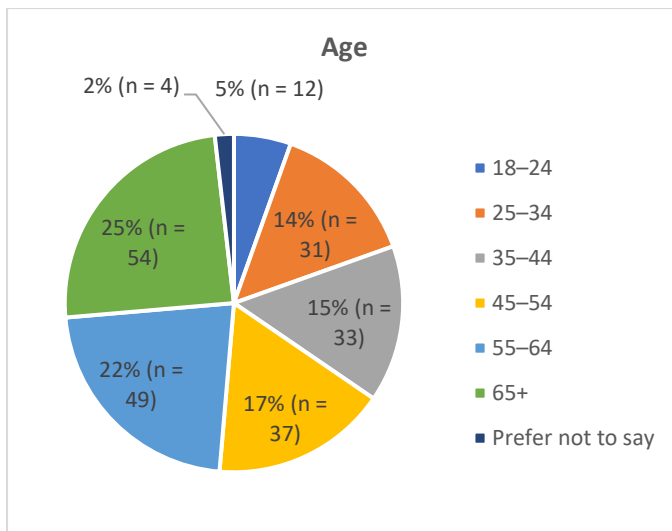


Base: 238. Percentages rounded to whole numbers.
 'Other': Milehouse: n = 2, Ham: n = 2, Stoke: n = 2

² It should be noted that the population size was estimated as the research area covered the entirety of Keyham (population 6,376) and the connected areas of Ford, North Prospect, and Morice Town, rather than their entirety. The population was therefore estimated as 11,494. If only the population of Keyham is used the confidence interval is 6.21.



Base: 218. Percentages rounded to whole numbers.



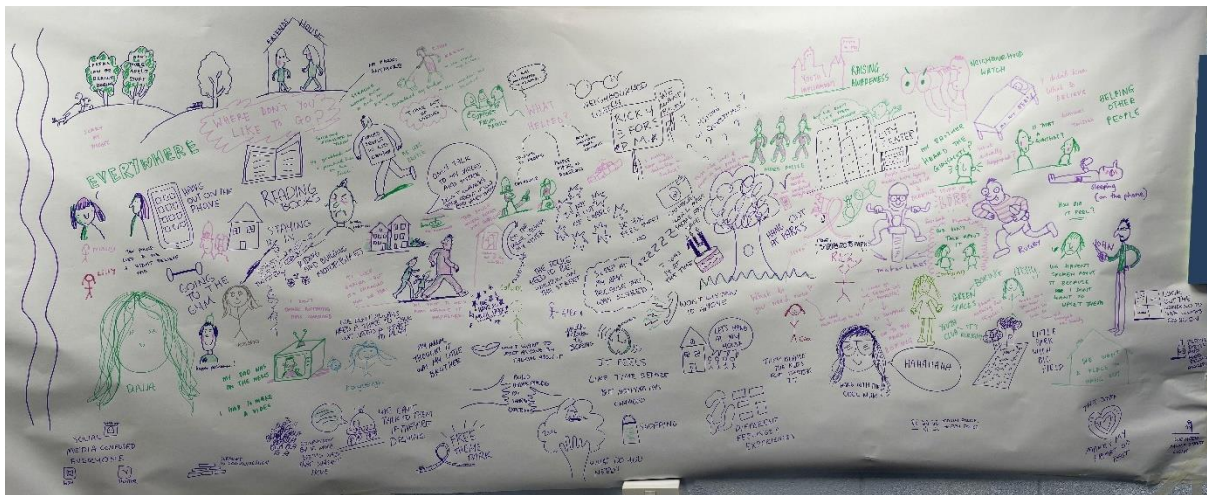
Base: 220. Percentages rounded to whole numbers.

3.1.3 Qualitative interviews and focus groups

To contextualise and evidence the impact of the community policing, community safety, and victim support activities, semi-structured interviews and focus groups with professionals associated with the Safer Keyham activities, community members, and young people were conducted and analysed.

Purposive sampling (Stoneman and Gilbert, 2016) was used to engage professionals and community members in the qualitative research. Also, as part of the survey members of the community were offered the opportunity to be interviewed, many of whom provided contact details and took part. Through the use of purposive sampling it was possible to elicit interviews with professionals from the breadth of organisations engaged in Safer Keyham activities as well as within those organisations. Twenty-three interviews with professionals and 16 interviews with community members were carried out, either in person or via a telephone or video call. Interviews tended to last between 45 minutes and 1 hour, though some were significantly longer.

Focus groups provided the researchers an additional opportunity to discuss the Safer Keyham initiatives with professionals, community members, and young people resident in the area. Two focus groups with professionals from various agencies (one comprising four attendees, the other comprising three attendees) were conducted in person. Arranging two separate focus groups comprising enough community members in each proved to be challenging in practice, so instead a member of the evaluation team attended a community group in Keyham and spoke with two small groups of local residents.



Interviews and focus groups were recorded and transcribed, with the exception of the community focus group where note-taking was deemed more appropriate. The process of transcription anonymised qualitative research participants. The transcripts and notes from the interviews and focus groups were thematically analysed alongside the survey data analysis to inform this report and allow recommendations to be identified. Findings from the qualitative data are included throughout section 4 of this report.

- Professional interviewee = (P1), (P2), etc.
- Community member interviewee = (C1, Keyham resident); (C2, Ford resident), etc.
- Young people in focus group = (Female YP), (Male YP)

The evaluation received approval from the University of Plymouth ethics committee in May 2022. The research process, design, and engagement has been informed by a Research Oversight Committee (ROC) comprising members of the University of Plymouth evaluation team, Safer Keyham partners in community policing, community safety, and Victim Support.

Keyham community members, and an independent member of the Plymouth Trauma-Informed Network. At the time of writing this report, the ROC had met three times, with a further meeting scheduled before the submission of the final evaluation report in March 2023.

Participants interviewed in person were given an information sheet detailing the purpose of the evaluation and were asked to sign a consent form (see Appendix 2) to confirm their voluntary and anonymous involvement in the research project. Participants interviewed via a telephone or video call were given a verbal explanation of evaluation purpose and asked to give verbal consent for their participation.

Confidentiality of research participants has been protected through the storage of all data according to the University of Plymouth's Record Retention Schedule and was retained to comply with legal, regulatory, and operational requirements. This includes compliance with the Data Protection Act 1998 and the Freedom of Information Act 2000. Data protection has been fully adhered to within the research with all computer data held on the secure University OneDrive system that is password protected. Paper copies of consent forms and notes related to the research are kept in a locked space in a secure setting.

4 Research findings

This section sets out the findings from the analysis of the secondary data, survey results, and qualitative fieldwork. The findings are generally aligned to the funded activities in order to contextualise and evidence their impact; however, other themes of interest are also interspersed throughout.

4.1 Keyham Community Policing grant activities

The Keyham Community Policing grant of £514,000 included funding for a neighbourhood policing team, youth engagement, problem-solving activities, data collection and analysis, and the independent academic evaluation (Plymouth Together, 2021d). A dedicated Project Manager, seconded from the OPCC, was appointed to oversee the delivery of the Keyham Community Policing grant and submit regular reports to the Home Office. This section presents the main findings from the analysis of the action plans, reports, and communications associated with these funded activities and the findings from the survey results and qualitative fieldwork.

4.1.1 Community policing

In early September 2021, a dedicated Keyham Community Policing Team (KCPT) was formed, consisting of an Inspector and a Sergeant (both funded by Devon & Cornwall Police) and six Police Constables (PCs) (funded by the Keyham Community Policing grant). The team was initially funded until November 2022, but a further £104,000 of funding was later approved to enable the KCPT to continue until March 2023 to cover the period of the coroner's inquest into the deaths that occurred in Keyham. Prior to the establishment of the new KCPT, Keyham and the surrounding areas were policed by one PC and one police community support officer (PCSO). These two officers covered a broader area than Keyham and Ford and were not ringfenced, which meant that they could be called away or abstracted to other areas or functions if required.

4.1.1.1 The Keyham Community Policing Team

The KCPT was established as a neighbourhood policing team along the lines of the original blueprint for the national rollout of neighbourhood policing in 2008. It has been better resourced in staffing terms than other neighbourhoods in Plymouth and the force due to its remit. However, it has differed from the blueprint insofar as the team is staffed by six PCs rather than a mix of PCs and PCSOs, and officer time has been ringfenced and thus protected from abstractions.

The team has operated with its own 'tracker' that is used to record information about engagements and community intelligence. Routine examination of the tracker by officers at the beginning of each shift, alongside the regular intelligence system, has informed planned tactical activities for each shift, thereby balancing a consideration of local concerns with business-as-usual and/or force priorities. It was clear from interviews that the team highly valued the tracker and its deployment in their neighbourhood. As one officer participant explained,

[E]very single day now ... we can update the relevant bits and you know exactly what you're looking at. At the end, we've got bits to hand on in red. So, you know exactly, if you're coming in the next day, exactly what you've got to do, if there's anything outstanding and also you can read up on it. You know exactly what's going on in your patch. It's perfect.

(P13)

The 'tracker' was also regularly reviewed and overseen by the team Sergeant, to ensure adherence to the 'connectivity plan' for community and partner agency engagement, and to ensure that neighbourhood-level problems were being identified and acted upon by the team. The 'tracker' therefore served a purpose as a continuous tasking and problem-solving tool, with the team operating as their own 'analysts': as we were told, sometimes 'problems' may be resolved simply by communicating information to other agencies, and sometimes they might entail the full 'SARA' problem-solving methodology. This arrangement facilitated the sort of integration between neighbourhood policing, with its primary orientation towards community relations and legitimacy-building, and intelligence-led policing, with its orientation towards efficient operations, that academic research has advocated (Bullock, 2013). In addition, the active role that the team had with populating, analysing, and 'owning' its own 'tracker' potentially overcomes some of the more passive or filtered approaches to the use of information and intelligence observed in other neighbourhood policing teams (Bullock, *ibid.*). This may be identified as an exemplar of good practice.

Since its introduction in the first decade of the twenty-first century neighbourhood policing has been the subject of a good deal of academic research attention and good practice guidance – this guidance was clearly referred to by those establishing KCPT. Research has identified a number of issues that have posed challenges for neighbourhood policing, and these issues serve as useful markers against which the operation of KCPT may be assessed, as follows.

4.1.1.1.1 *General resourcing*

As noted elsewhere, with its focus on the recovery of Keyham in the aftermath of the critical incident, KCPT was a relatively very well-resourced neighbourhood policing team. This level of resourcing provided the team with a capacity to establish and operate its own 'tracker', which supported effective tactical deployment, geared not simply to 'crime (and anti-social behaviour) fighting', but also to community engagement and partnership working, such as in the referral of vulnerable families to relevant partner agencies, as highlighted by an officer participant:

It's not necessarily the young people on the street that's our problem. It might be the ones behind closed doors. We get behind closed doors and then we can assess vulnerability or criminality ... 'Safe Families' is almost perfect for that and yeah, we do referrals and quite quickly they've had a number of referrals from different agencies.

(P11)

It also enabled the team to provide a level of cover and presence, when allied to its shift system and ringfencing commitments, to ensure its virtual ever-presence within the neighbourhood. This enabled the team in the process to develop a particular expertise for managing a range of highly sensitive issues that may arise in the aftermath of critical incidents. As detailed in the January 2023 Home Office return, KCPT officers conducted joint visits with the Major Crime Team to inform some witnesses who were due to have their evidence used in the coroner's inquest that they would not actually be called to give evidence in person. The KCPT were present at these visits for 'safeguarding and community support', and the return highlighted how beneficial it was for witnesses, some of whom were still suffering the effects of trauma from the incident, to open their doors to familiar police officers who had already gained their trust. The KCPT officers were also able to signpost these witnesses to Victim Support and other relevant services during these visits.

The level of resourcing for KCPT has multiple related positive outcomes. The job satisfaction of PCs has been enhanced in a way that 'buys in' their longer-term commitment to the role and area. As one officer participant commented,

[R]ight now, this role that we're in, for me, is an absolute dream world ... We've got all the resources we need. We've got all the time we need, money, and we can really focus on specific areas ... We think this is exactly how it should be.

(P13)

This commitment subsequently has potential to avoid problems accrued from rapid staff turnover which can affect some neighbourhood policing teams. In turn, community and partnership relations can be strengthened because of continuity of staffing, which may be a necessary condition for success in some aspects of neighbourhood policing.

4.1.1.1.2 Staffing

Neighbourhood policing teams may operate more effectively when staffed by individuals who have made a positive choice and commitment to neighbourhood policing, which in turn requires neighbourhood policing to have sufficient status within the police organisation. The staffing of some neighbourhood policing teams has been criticised for comprising a mix of longer-serving staff for whom a posting to neighbourhood policing is a pre-retirement role, and staff whose heads are turned towards more 'glamorous' police specialisms (Fenn and Bullock, 2022). The KCPT has manifestly avoided this potential weakness. The team was to a large degree hand-picked, drawing upon officers with a known aptitude for neighbourhood policing, who were combined effectively with the existing neighbourhood PC, upon whose local knowledge and expertise the team has sensibly drawn. Their general aptitude for neighbourhood policing has combined with the right cultural sensibility: sometimes neighbourhood policing is looked down upon in an occupational culture that is geared more towards crime-fighting and maintaining a social distance between police and public (Fenn and Bullock, *ibid.*), but it is clear from interviews that the team understands the principles of neighbourhood policing and its place within a process of recovery for Keyham. As summarised by one officer participant,

Fundamentally, we're there to reassure the Keyham and the Ford community that they will be looked after, we're there to support them ... We're there walking around, we're a visible presence. Some stuff ... is nothing to do with the Keyham shooting, it's just normal day-to-day neighbourhood stuff ... or drugs, community tensions that are completely unrelated to the Keyham shooting, but are just there and have been there for ages.

(P15)

The team was committed to its constituent elements, such as community engagement, without losing sight of other BCU or force priorities. The team was also aware that its role and importance are recognised more widely within the BCU, as evidenced for example by the preparedness for response and others to hand over Keyham-located work to the KCPT.

4.1.1.1.3 Organisational climate

As observed by Fenn and Bullock (2022), the effectiveness of neighbourhood policing depends not only upon the intrinsic qualities of the neighbourhood policing team, but also a supportive and conducive organisational climate. Part of this may be reflected in the benefits that accrue from the high level of resourcing discussed above, but other factors are also relevant. For example, insofar as neighbourhood policing is geared more to building legitimacy through public engagement, some teams complain of a sense of their work being 'unnoticed' by an organisation that prioritises recorded crime rates, clear up rates, and other quantitative indicators (Fenn and Bullock, *ibid.*). This did not appear to be the case with KCPT, firstly because they operated with an organisational recognition that their role was to contribute to 'recovery' within Keyham, rather than more usual quantitative performance indicators.

Secondly, their performance was scrutinised by supervising officers who had devised a 'connectivity plan' and worked to hold officers accountable for its delivery. The KCPT has a very clear brief to which it has worked, which has had a strong developmental element to it. Its initial emphasis was on community engagement, for purposes of both reassurance and community intelligence gathering, which evolved into sustaining that engagement whilst using intelligence from the 'tracker' to problem-solve, from referrals to other agencies through to tactical deployments to address local drug problems. Further, whilst some neighbourhood policing teams have felt unsupported by way of the lack of provision of training and professional development opportunities, the KCPT spoke positively of the opportunities with which they have been provided. For example, during a focus group one officer participant described the beneficial outcomes of the trauma-informed practice training they took part in:

I can help support other colleagues that have dealt with jobs that have been quite traumatic for them ... [I]t's just working with what we can use while we're here on the team to be able to help other people and what we can kind of take away. It's not just about what's available to us now, it's all bits and pieces that we can go on and move on with.

(P8)

4.1.1.2 Signal crimes and reassurance

Neighbourhood policing was not originally conceived as a means of addressing community recovery from a critical incident, but many features from its conception and implementation make it particularly well-suited to this task. It is worth recalling that the national rollout of neighbourhood policing in 2008 was premised upon the successful trialling of its predecessor, the National Reassurance Policing Programme, which was devised at the time especially as a putative solution to the 'reassurance gap', this being the disjuncture between the actuality of steadily falling recorded crime rates, and public perceptions, located in measures of declining public confidence in the police and persistent levels of fear of crime, that failed to register this actuality in their lived experience. The existence of this reassurance gap was attributed to the existence of 'signal' crimes and disorders that communicated a sense of unsafety and insecurity that was not necessarily related to the 'objective' character or seriousness of particular crimes, but rather to their negative symbolic or signal impact on such things as normative behavioural expectations (Millie, 2014).

In the early 2000s these signals were thought to be located especially in low-level disorders that were being overlooked in the governmental focus on volume crime reduction, but it is possible to see critical incidents such as that in Keyham as particularly potent symbols too, because notwithstanding their objective seriousness they also fundamentally disturb behavioural expectations. In a relatively low-crime and peaceful neighbourhood in South West England, this incident was out-of-place. Furthermore, arguably it is not only the critical incident that was out of place, but also the response to it, which resonated with parts of the neighbourhood as a sort of 'secondary victimisation' or signal aftershock. Stand-out features of the response, similarly out-of-place, included stay-at-home orders; cordoned off areas and the flooding of parts of the area with other scenes-of-crime paraphernalia; the presence of numerous police officers; the sights and sounds of several helicopters and drones. In addition, there was also a mediated response: news-hungry reporters and television crews, and the circulation on social media of deeply disturbing imagery and narrative. The qualitative interviews carried out as part of this evaluation provided insights into the local community's experiences of the immediate aftermath:

All I saw that night was the helicopter stacking. I could see them descend ... I didn't know what it was. I saw the helicopters down, I thought something's happening, it must be major to have seven helicopters in total coming down.

(C4, Keyham resident)

[T]he press has been so intrusive, literally paying children to take people home to their parents because they want a story, you know, hiding in bushes around children's play areas. It's been really bad.

(P2)

[I] very quickly removed social media from the whole of the family ... it was horrendous. There were videos being shared and it was just awful.

(C1, Keyham resident)

To these signals, neighbourhood policing has a potential to communicate a 'control signal', focused especially on the restoration of public confidence, and it is of note that neighbourhood policing, in the shape of KCPT, was expressly explained to locals as an entirely distinct and separate police initiative from the critical incident response and major crime investigation. From our documentary analysis and interviews it would appear that this potential was recognised and acted upon by the KCPT, as illustrated by the below comment from an officer participant:

[T]he incident happened ... there were loads of police and people get fed-up with it because they were seeing different people doing different things. As soon as we came in, we then differentiated ourselves from the MCIT team that dealt with the crime, and we told them who we were. We had business cards printed out and then we put it all on Twitter, went to everybody and said look, we are the team, this is who we are, MCIT are dealing with that side of it but if you have got any problems, come to us, we're here, there's six of us, if you let us know, we'll help you out.

(P5)

KCPT had a clear steer from the lead Inspector, who used the College of Policing's (2018) evidence-based Neighbourhood Policing Guidelines to lay out a set of aims and an action plan, together with a set of 'behavioural expectations' to guide the team's operation. These documents evidence a very close adherence to the College of Policing's Guidelines: for example, emphasis was placed upon ensuring that community engagement was purposive, and where possible integrated with problem-solving, with both these also integrated with tasking; and the 'engagement plan' devised for the team evidence adherence to the Guidelines about the importance of community mapping. The 'behavioural expectations' also evidence an awareness of the centrality of procedural justice principles in community engagement as a means of building trust and confidence. Our interviews with PCs suggested that they policed in accordance with these procedural justice principles, with a foregrounding especially of enabling residents to have voice as a means to identifying problems that might then form the focus of problem-solving activity, often involving partner agencies. As one officer participant commented,

It's just about letting people know that yes, we will enforce the law when we need to, we will deal with things when there's crimes and there's anti-social behaviour, but ultimately we are here for you as residents of the local community to support you, direct you, offer you advice, point you in the right direction for agencies that are more appropriate to deal with those things, but if we're the first point of call, then that's absolutely fine, we will be there, we will be a listening ear ... I think the people engage quite well with what we're all about as a team to offer that support but know that we are still police officers.

(P8)

The environmental visual audit (see section 4.2.1), and its attendant environmental improvements and regeneration, also stand as paradigmatic examples of this.

The KCPT utilised social media platforms such as Twitter to promote their engagement through regular posts and photographs and to share information about arrests and warrants. Information was also communicated to residents in Keyham and Ford through the postal distribution of leaflets and letters, including a crime trends reassurance newsletter delivered to Keyham and Ford households in the spring of 2022. The KCPT also carried out 'Op Vocals' in areas affected by crime or ASB incidents, that involved door-knocking or letter drops inviting residents to contact the KCPT if they had any concerns or had witnessed anything related to the incidents. Further, the KCPT prioritised the promotion of the 'DC Alert' tool, a two-way email messaging system that informs registered users about crime and ASB incidents in their area, as well as providing information about community events and support services. As Figure 3 shows, when the KCPT was formed in September 2021 there were 91 registered users in Keyham; by September 2022 this number had increased to 259.

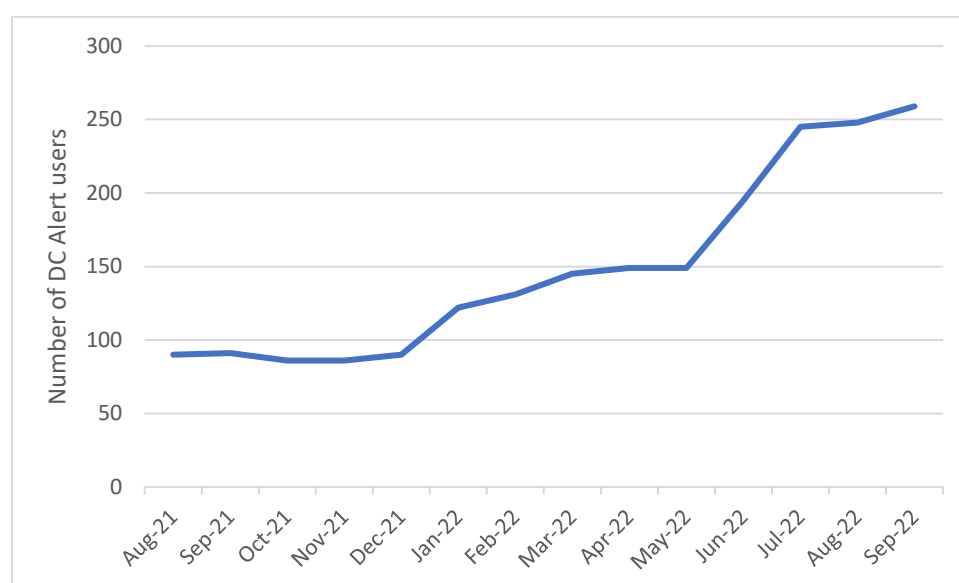


Figure 3: Number of Devon & Cornwall (DC) Alert users in Keyham, August 2021 to September 2022. Source: Devon & Cornwall Police.

Academic literature on procedural justice indicates that perceptions of procedural fairness in police–public encounters enhance trust and confidence, which in turn enhance compliance and cooperation with the law. However, in addition a more specifically UK-oriented version emphasises that, in accordance with the UK tradition of policing by consent, perceptions of procedural fairness are at the same time communicative of a more symbolic sense of a shared moral order, wherein police and public are equally upholding community values (Jackson et al., 2013). As the most visible agent of social control, the police are particularly well placed to contribute at this symbolic level, and it might be argued that this was an especially important role that the KCPT has played in contributing to recovery from both the 'signal' impact of the Keyham incident, and the necessary response to it.

4.1.1.3 Residents' awareness of/engagement with community policing

Survey participants were asked if they were aware that a dedicated Keyham Community Policing Team had been formed in September 2021. Overall, 59% of respondents stated that they were aware. Perhaps unsurprisingly, more Keyham respondents were aware (70%) than those from Ford (43%) and North Prospect/Morice Town (42%).

Survey participants were also asked if they had had contact with police officers in Keyham and Ford in the 12 months before taking the survey. As shown in Table 1, 30% of respondents had had contact with officers on patrol, 8% at an open public meeting, 4% at a Neighbourhood

Watch meeting, and 4% at a surgery or drop-in centre. 'Other' responses included contact with police officers conducting door-to-door visits or enquiries, with police officers who regularly visited a local scout group, or with police officers participating in community events.

Table 1: Contact with police officers in Keyham and Ford during previous 12 months

	%	n
An open public meeting (either face to face or online)	8	18
A Neighbourhood Watch meeting	4	8
A surgery or drop-in centre (e.g at the CO-OP, LIDL)	4	8
A street gathering	0	0
Officers on patrol	30	68
Other	17	39
None of the above	55	125

Base 227. Percentages rounded to whole numbers. Participants could select multiple options so totals are greater than 100% and therefore not shown.

Community member interviewees and survey respondents mentioned having interactions with officers in a range of settings, such as local schools, the local scout group, and at community events. One survey respondent from Keyham commented that it was '*Great to see Bobbies on the beat*', and a community member described how seeing officers on patrol was '*like the old-fashioned days*' (C6, Keyham resident). An interviewee from Keyham spoke about how they took the opportunity to refer their concerns about the wellbeing of a local resident to KCPT officers:

[S]ome neighbours had said to me where's so-and-so, I haven't seen her for a while. So, I was able to say to whoever it was at the time, the police at the time, do you know where so-and-so is? Can you check to make sure she's alright? We've not seen her, the windows have been open for months and all that kind of stuff. That was just general policing, community policing, queries and things.

(C3, Keyham resident)

Further, an interviewee from Ford evidenced how the visibility of officers could be seen as an important factor in facilitating a dialogue between the police and the public:

I just went over and sort of asked if they were there because of that incident and they said yeah, they were just there to reassure people ... It's always nice to see the police, you know. I think they would get more information off people if they were there more often, if you see what I mean.

(C10, Ford resident)

4.1.1.4 Residents' perceptions of the value of community policing

Survey participants were asked to rate on a scale of 1–5 (with 1 being 'extremely valuable' and 5 being 'not at all valuable') how valuable they thought community policing was for the area's recovery. Over three-quarters of respondents (79%) thought it was valuable. The proportions of those who thought it was valuable were similarly high for Keyham (79%) and Ford (89%) respondents, but lower for North Prospect/Morice Town respondents (64%). A very small proportion of respondents thought it was 'not very valuable' (4%) or 'not at all valuable' (4%).

Similar proportions of male respondents (80%) and female respondents (81%) thought community policing was valuable for the area's recovery. However, more male respondents (14%) than female respondents (5%) did not think it was valuable. Those aged over 65 were most likely to think community policing was valuable for the area's recovery (87%) and

respondents aged 55–64 were most likely to think it was not valuable (12%). Notably, no respondents under the age of 24 stated that they did not think it was valuable.

Survey respondents commented on how the visibility of officers on patrol increased their feelings of safety and reassurance:

I've seen the police walking up and down, so you feel safer.

(Survey respondent, Keyham resident)

There is a more visible presence which is reassuring.

(Survey respondent, Ford resident)

The importance of seeing them patrolling on foot is very reassuring and is nice to see.

(Survey respondent, Keyham resident)

However, a small number of interviewees spoke about how seeing more police in their area over a long period of time might have the potential to increase fear of crime:

[I]f you have them on the streets in the numbers that were there for two, three, four years, are you then perpetuating the fear of crime, saying crime is so bad in this area we need 10 police wandering around all day.

(C4, Keyham resident)

[H]aving extra police just makes you feel you're in an area where's there likely to be extra crime.

(C8, Ford resident)

An increase in fear of crime associated with police presence has been previously identified by research (Hinkle and Weisburd, 2008) highlighting the need for caution in over-policing areas.

4.1.1.5 Residents' perceptions of the impact of community policing

Survey participants were invited to state what kind of impact community policing had had on the community overall. Just over half of respondents (54%) felt it had had a positive impact; less than 1% (0.9%) felt it had had a negative impact. Fifteen per cent of respondents felt it had had no impact, and 31% stated that they did not know. Of those respondents who were aware of the formation of the dedicated community policing team, 70% felt it had had a positive impact; notably, no respondents who were aware of it felt it had had a negative impact. Perhaps unsurprisingly, a slightly higher proportion of Keyham respondents (60%) felt community policing had had a positive impact than respondents from Ford (48%) and North Prospect/Morice Town (41%).

Similar proportions of male and female respondents felt that community policing had had a positive impact on the community overall (55% and 58% respectively). Respondents aged 25–34 were most likely to feel that community policing had had a positive impact on the community overall (68%). Those aged 55–64 were most likely to feel it had made no impact (26%).

As shown in Table 2, those respondents who had had contact with police officers in the previous 12 months were generally very positive about the impact of community policing on the area's recovery. Over 85% of those who had either had contact with police officers at an open public meeting or at a Neighbourhood Watch meeting felt that community policing had had a positive impact, and 75% of those who had either had contact with police officers at a surgery/drop-in centre or with officers on patrol felt that it had had a positive impact. Those who had not had any contact with police officers were most likely to be unsure of the impact of community policing, with 41% of those respondents stating that they did not know.

Table 2: Perceptions of the impact of community policing by respondents who had contact with police officers in the previous 12 months

	A positive impact		A negative impact		No impact		Don't know	
	%	n	%	n	%	n	%	n
An open public meeting	89	16	0	0	6	1	6	1
A Neighbourhood Watch meeting	86	6	0	0	0	0	14	1
A surgery or drop-in centre	75	6	0	0	13	1	13	1
A street gathering	0	0	0	0	0	0	0	0
Officers on patrol	75	48	2	1	5	3	19	12
None of the above	39	47	1	1	20	24	40	49
TOTALS	52	102	1	2	14	29	32	62

Percentages rounded to whole numbers. There are no row totals because respondents could tick multiple options for the question on contact with police officers.

Some survey respondents described how seeing officers on patrol had had a positive impact on the community as a whole:

Seeing the police walking a beat, takes me back to my childhood, it makes our community feel safe (like the old days).

(Survey respondent, Keyham resident)

We see them more often, and they stop to talk which gives a sense of security much like the old days, this is so important to the community.

(Survey respondent, Keyham resident)

4.1.1.6 Public perceptions of the police in the area

Survey participants were asked a number of questions that are comparable with similar questions asked in the Crime Survey for England and Wales (CSEW) (ONS, 2023), and that are used broadly to explore the issues of trust and confidence in the local police, given that this was clearly a part of the reassurance-oriented recovery agenda of KCPT. It should be noted that the questions did not ask specifically about the KCPT, but about the police in the 'local area', defined as being within a 15-minute walk from the participant's home. Consistent with the CSEW, some of these questions asked about indicators of community connectedness, and some asked about perceptions of police treatment. The statements and results are displayed in Table 3.

Table 3: Public perceptions of the police in Keyham compared with perceptions in England & Wales, and Devon & Cornwall

	CSEW England & Wales	CSEW Devon & Cornwall	Safer Keyham survey, all respondents	Safer Keyham survey, Keyham residents only
Taking everything into account I have confidence in the police in this area	69	74	58	65
The police in this area would treat you with respect if you had contact with them for any reason	82	84	70	72
The police in this area treat everyone fairly regardless of who they are	60	63	55	62
The police in this area can be trusted	n/a	n/a	62	69

The police in this area understand the issues that affect this community	59	64	56	63
The police in this area are dealing with the things that matter to the people in this community	48	50	45	56
The police in this area can be relied on to be there when you need them	54	47	40	48

Safer Keyham survey base: 224–225. Percentages rounded to whole numbers.

CSEW results for year ending September 2022; Keyham results from October/November 2022 survey.³

National and regional levels of confidence in policing are generally higher (ONS, 2023) than those identified in this research. This can be explained in part by the demographic profile of the Safer Keyham areas surveyed. The Keyham, Ford, North Prospect, and Morice Town areas of Plymouth are generally characterised as belonging to the ONS defined ‘hard-pressed’ and ‘constrained city dwellers’ output area classifications, where public perception ratings are generally a few percentage points lower than the corresponding national averages. In addition, there may be some effect on perceptions of the police due to the critical incident and its aftermath that accounts for a generally lower confidence rating, and which is evidenced by some negative perceptions among survey respondents’ qualitative comments. Further, the survey context in Keyham is not likely to be directly comparable with the rolling survey context of the national CSEW. That said, it is notable that the overall confidence in policing of Keyham residents specifically (65%) was higher than for the wider area respondents (58%), more closely reflecting national public perceptions of policing. This corresponds with some positive qualitative comments of the Safer Keyham survey respondents and their perceptions of community policing in their area as noted above.

Nationally, perceptions of police treatment (respect, equity, and trust in Table 3) can be distinguished from perceptions of community connectedness (understanding and dealing with community, and reliability in Table 3) (ONS, 2023). Analysis of these areas evidence that the Safer Keyham survey results follow a similar order as the national picture, with respect scoring highest, reliability and dealing with the community scoring lowest, and fairness and understanding the community scoring very similarly in the middle. The Keyham-specific area results are higher in all aspects of police treatment and community connectedness than the wider Safer Keyham area results. This may be evidence of the focal effort of KCPT in delivering its connectivity plan.

Nationally, as highlighted by the Police Foundation (2022), the public confidence case for neighbourhood policing is strengthened by a correlation between the numbers of police officers in neighbourhood policing roles, their visibility, and levels of confidence between 2008 and 2020, as measured in the CSEW. The KCPT was embedded into the specific geographical location of Keyham (and into part of Ford) and named accordingly. While policing activities reached beyond these boundaries, public perceptions of the police may have been affected by the notion of Keyham as the force focus. It is worth noting here that the critical incident occurred on the edge of the Keyham area, closer to Ford and North Prospect than a significant proportion of Keyham itself. The influx of police (and other) resources to Keyham specifically, both literally and symbolically, provides a rationale for the difference in public confidence in policing across the area impacted by the critical incident.

³ It should be noted that the CSEW and Safer Keyham surveys sampled and administered in different ways. The CSEW covers data over a year, rather than a more limited ‘snapshot’ that the Safer Keyham survey represents. The demographic profile of Keyham residents is different to that of both Devon and Cornwall, and England and Wales more generally. Any comparisons, therefore, should be regarded as indicative rather than definitive.

As evidenced in Table 4, when the Safer Keyham survey public perceptions data was cross-tabulated with different forms of contact with the police, it is interesting that any kind of contact with the police improved perception ratings comparable to no contact with the police. As noted above at Table 1, 55% of survey respondents had no contact with the police. Relatively few people had contact with the police at open public meetings, Neighbourhood Watch meetings, surgeries or drop-in centres, but those who did attend rated police treatment and connectedness more highly than those who had no contact. Most people who had contact with the police had contact with officers on patrol and likewise rated the police highly.⁴ For example, of the 30% of survey respondents who had contact with the police on patrol, 81% had overall confidence in the police in their area.

Table 4: Public perceptions according to different forms of contact with the local police

	An open public meeting		A Neighbourhood Watch meeting		A surgery or drop-in centre		Officers on patrol		No contact	
	%	n	%	n	%	n	%	n	%	n
Taking everything into account I have confidence in the police in this area	83	15	75	6	63	5	81	52	44	53
The police in this area would treat you with respect if you had contact with them for any reason	94	17	88	7	75	6	89	57	59	71
The police in this area treat everyone fairly regardless of who they are	78	14	75	6	63	5	72	46	45	54
The police in this area can be trusted	88	15	75	6	63	5	83	53	47	57
The police in this area understand the issues that affect this community	89	16	75	6	75	6	81	52	43	52
The police in this area are dealing with the things that matter to the people in this community	72	13	75	6	50	4	69	44	31	37
The police in this area can be relied on to be there when you need them	67	12	75	6	50	4	63	40	26	32

Percentages rounded to whole numbers. There are no row totals because respondents could tick multiple options for the question on contact with police officers.

4.1.1.7 Changes in confidence in the police in the local area

Survey participants were asked whether their confidence in the police in their local area had improved, got worse, or stayed the same over the previous 12 months before taking the survey. As shown in Table 5, the majority of respondents (69%) stated that their confidence in the police in their local area had stayed the same, and 24% stated that it had improved. A small number of respondents (7%) stated that it had got worse.

⁴ These results are statistically significant.

Table 5: Changes in confidence in police in local area over the previous 12 months

	%	n
Improved	24	54
Got worse	7	15
Stayed the same	69	154
TOTALS	100%	223

Base: 223. Percentages rounded to whole numbers.

Broken down by area, a higher proportion of Keyham respondents (32%) stated that their confidence had improved compared to Ford respondents (13%) and North Prospect/Morice Town respondents (15%). The majority of respondents from all areas (Keyham: 62%; Ford: 81%; North Prospect/Morice Town: 76%) stated that their confidence in the police had stayed the same. These results reflect those noted above, evidencing that the geographical nature of policing in the area, whether real or perceived, has likely affected public perceptions of those impacted by the critical incident.

A higher proportion of female respondents stated that their confidence in the police in their local area had improved (31%) compared with male respondents (18%).⁵ Very similar small proportions of male respondents (5%) and female respondents (6%) stated that their confidence had got worse. Respondents aged 18–24 were most likely to state that their confidence in the police in their local area had improved (42%), with none stating it had got worse. Those aged 35–44 were most likely to state that their confidence had got worse (12%). No respondents aged over 65 stated that their confidence had got worse.

4.1.2 Youth engagement

The Keyham Community Policing grant provided £54,000 for a programme of youth engagement, which aimed to ‘work with young people to engage them in healthy activity, building an understanding around their needs and working with partners to formulate plans to accommodate’ (Plymouth Together, 2021c). The grant enabled a dedicated youth worker from Plymouth City Council to lead the engagement with young people from Keyham and work with partner agencies to strengthen youth provision in the area. Funding was planned to be committed within 12 months of the grant agreement, with an estimated completion of activities in mid-November 2022.

A multi-agency youth strategy was developed by professionals working in Plymouth City Council, the OPCC, and the KCPT, which included plans for youth-focused outreach and consultations with young people in schools to identify what support they needed after the critical incident, how they felt about Keyham, and what activities they would like to be offered in their local area. Information about the consultations was featured in the Safer Keyham January 2022 newsletter distributed to around 4,000 homes in the area and on the Plymouth Together website, where young people aged 10 to 18 living in Keyham, Ford, and the surrounding areas were also invited to email their thoughts to the council. Our evaluation research identified that the focus was on supporting what was already available for young people in the local area and seeking to develop provision for the longer term.

⁵ These results are statistically significant.

4.1.2.1 Impact of incident on young people

The focus group setting provided an opportunity to hear from young people about how the critical incident had impacted them. Young people talked about the immediate and long-term impact of the incident, both on themselves and others around them:

Female YP: *It's like before but it's changed how we feel, because now ... we think it could happen again, it could happen somewhere else ...*

Female YP: *It's harder for people who like walk to school as well because they've got to walk past these places that it's happened, and you just see what's happened and then it just messes with you.*

(Focus group with young people)

Further, some young people who participated in the focus group spoke about social media as being a hindrance to finding out accurate information about the incident as it unfolded, as illustrated in the comment below:

Female YP: *[S]ocial media confuses everything as well, cos I seen a lot of like oh there's two or more shooters because it happened in different places ... and then there was like photos of him on the floor, I think social media just confuses everybody cos they were posting like pictures saying oh one of them's found, or something like that, cos they thought that he got shot but obviously I knew he didn't. I didn't say anything to anyone obviously, I kept it to myself, but it was the fact that people were like on social media lying about it, knowing that I was there and knew what happened. And I knew there was only one, it just felt a bit like people were making stuff up just to ...*

Male YP: *Get famous.*

Female YP: *Yeah like get people to ask them questions.*

(Focus group with young people)

Some of the professionals interviewed as part of the evaluation described how photographs taken at the scene had been shared and how this had affected some young people who viewed them. This highlights the potential risk of, and subsequent harm caused by, images being distributed after a serious incident.

[T]here were photos taken of the bodies and stuff and that was getting sent out to other young people and we were finding young people that had been really traumatised and they needed a bit of support because it was on their phones.

(P14)

The impact of the social media and other news reporting of the events in the immediate aftermath of the critical incident will have augmented the young people's and their family members' fears and anxieties in a way that lasted beyond this initial period. The academic literature demonstrates this particularly noting how intense media coverage of dramatic and extraordinary events can lead to 'short-term as well as enduring fear responses in children' (Buijzen et al., 2007: 213).

A key finding from the qualitative data was that some young people appeared reluctant to talk to their close family members about the critical incident due to concerns that it would cause distress. This is unsurprising given research identifying the transmission of fear from parents to their children (De Groof, 2008).⁶ This is reflected in the below comment by a professional interviewee and conversations between young people in the focus group:

⁶ A social media analysis cited later in this report (see section 4.2.1.1) identifies social media traffic in the immediate aftermath of the critical incident which may have augmented young people's fears, as well as their parents'.

[It] was quite interesting as well how many of them [young people] didn't feel that they could talk to their parents or guardians about their concerns because they didn't want to worry their parents. One of the things that we were noticing from the talks that we were having was that parents weren't sitting and talking, they were just changing their behaviour, so there wasn't the open conversations. So, a lot of the young people were feeding back after we'd seen them that it felt really good to just talk and not be worried about worrying anyone else. When we went in with the consultation, we never went in with this is about the shootings, it was about what do you want in your area. One of the questions was how do you feel about it? As soon as you kind of got to that ... there would always be one or two that would talk about the shootings and all of them kind of engaged in that conversation. It was like opening a door.

(P14)

Male YP: *I mean I only really talked to my sister and nieces about it whilst it was happening, I didn't really mention it afterwards just in case it got them upset or anything ... Just cos they were really upset at the time when it was happening cos it was right outside of their door, so me and my mum were just on the phone to them trying to talk to them ...*

(Focus group with young people)

Interviewer: *Do other people talk about it?*

Female YP: *Not really.*

Female YP: *I don't think people do.*

Female YP: *Not anymore.*

Female YP: *I think because it affected everyone so much they don't talk about it, cos people get upset.*

(Focus group with young people)

The above demonstrates evidence of the need but also some reluctance or concerns on the part of young people (and their families) to discuss, share, and therefore begin to process how the incident had impacted them. This finding is noteworthy especially given the timing of the critical incident, which occurred during the school holidays. The subsequent sections demonstrate that engagement with young people through their schools and regular youth groups was effective in providing space and support for the needs that arose in the aftermath of the critical incident. However, the absence or reductions in educational infrastructure during the school holidays (Stewart et al., 2018) may have left some young people and their families without access to familiar and trusted support networks and enrichment activities that may have offset some of the most negative impacts felt by this group in the immediate aftermath.

The timing of the critical incident meant there was a heavier reliance upon pre-existing holiday clubs or other provision in the area as the primary route through which young people might be provided with information and accessed by professional support services. Where this infrastructure did not exist or where existing provision was lacking (or not rated positively by the young people as meeting their wider everyday needs) encounters in public spaces were relied upon to consult with and support young people as well as others. As the following section highlights the lack of presence of young people in these spaces (sometimes because of increased fears associated with these spaces) suggests there was a gap in viable routes through which to promote the support that was made available through the Safer Keyham response to young people specifically.

4.1.2.2 Young people's feelings of safety

The quarterly Home Office returns summarised the youth consultation and outreach activities that had been undertaken during the reporting periods. A finding that was highlighted in the

January 2022 return was that most young people did not spend their leisure time in Keyham, so workers had 'limited success' in engaging with young people in public spaces. The April 2022 report stated that over 80 young people had been engaged with during the period of January to March, and it had been found that some young people did not feel safe in public spaces in Keyham since the critical incident, and that parents were concerned about letting their children out in the area. Further, notes from a school-based consultation in February 2022 with a group of seven young people aged 11–13 highlighted a lack of awareness about what was on offer for their age group in Keyham and a need for more youth groups, sporting activities, and spaces to socialise with friends.

It was clear from the qualitative research that gaining an understanding of feelings of safety among young people was a priority for many professionals working in the area in the weeks and months following the critical incident. One professional described how the process of engagement and consultation with young people after the incident facilitated a greater appreciation of this issue:

One of the things that we did start to do was put workers on the streets to try and engage with young people ... There were actually no real young people being seen in the area or ... accessing anything that was put on ... So, it was like where are they, what's happening? So, that's when we decided to go into some of the schools and start doing the consultation and then also trying to access the ones that were going to scouts etc. to see what the difference was, why some were accessing that, and others weren't at all. So, that's probably the first major bit of work that we done which kind of blew a lot of people's minds, I think, because a lot of people thought that young people hadn't been affected by the incident. A lot of the feedback from young people, really high numbers, were saying that actually they were scared, and they didn't feel that they could go out in the community, but also that their parents didn't want them going out.

(P14)

As shown in the above quote and the below comment from the focus group discussion, it was evident that some parents had become more concerned about the safety of their children in public spaces since the critical incident:

Female YP: *No I had to go [to the park] with my little brother ... because they [parents] don't like, they don't trust the world.*

Interviewer: *And is that a change since last summer?*

Female YP: *Yeah.*

(Focus group with young people)

This issue was highlighted by Cronin-de-Chavez et al. (2019) in their study of determinants of green space use, where fear of crime was cited as a barrier to use of green spaces by parents of young children. In addition, Wilcox et al. (2007) discuss the relationship between the consumption of crime news media with avoidance of certain areas which is likely to have also had an impact on local communities here. During the focus group, some young people described feeling less safe in parks and public spaces as a direct result of the critical incident, as illustrated by the comments below:

Female YP: *I would say North Down [Park] as well. We used to go all the time ... but ever since the shooting happened, because obviously I watched it, I don't like going round there anymore ... I don't go into any parks anymore ... because we were walking into a park while it happened so I just don't trust it anymore.*

(Focus group with young people)

Female YP: *[E]verywhere you go, there can ... like, anything could happen. You just don't know. It's just unsafe everywhere.*

(Focus group with young people)

Our research suggests that parents were taking steps to restrict their children's movements and use of local public spaces as a result of the critical incident and feelings associated with how unsafe the local area was were compounded by the occurrence of a further, unrelated, violent incident that took place in the locality within six months of the critical incident:

[O]bviously we had the shootings and then on New Year's Eve there was a sexual assault that had an impact and then we had [the murder of] Bobbi-Anne ... The sexual assault really did, I think, affect quite a lot of people because obviously it was where one of the shootings was as well, so it was like actually our area really isn't safe. A lot of them were saying how their parents were more worried about where they were going, what they were doing than they'd ever been. They didn't want them in the parks. They didn't want them walking around on their own.

(P14)

4.1.2.3 KCPT interaction with young people

In response to the finding from the youth consultations that some young people were not feeling safe to be out in Keyham, the KCPT prioritised engagement with young people in Keyham to improve their feelings of safety. Members of the police team spoke to young people on the streets, in parks, and in community groups over the summer holiday months, with focus groups in secondary schools carried out over the autumn period. A community member interviewed as part of the evaluation spoke about the positive interactions they had observed between KCPT officers and young people in the wider context of feelings of safety in the community:

I've seen [the police] chatting to youngsters whereas before that you never saw a policeman. So, in the last 12 months I think their appearance on the streets has made people happier, that the fact they're safe, there's someone coming.

(C2, Keyham resident)

The qualitative interviews with professionals also revealed positive perspectives on the KCPT's engagement with young people, as reflected in the comment below:

I've seen them react with children and families as well and the fact that they are police officers, I can really see the value in that and I've really seen the benefit and I've seen how children are like wow, what are you doing here? It's about normalising the police isn't it, normalising their uniforms in that area and trying to break down the trauma that people are feeling about things, I suppose.

(P10)

One professional described how the presence of a dedicated Keyham policing team provided an opportunity to address wider issues affecting young people:

Quite a lot of the young people that I was talking to, we went on to have more conversations about how they felt about their peers. So, there was a lot of feeling not quite safe if there's groups of other young people around. In Plymouth there's a lot of talk about knife crime, even though it's still relatively low, obviously the young people think that everyone's carrying a knife. So, that's all over social media. So, with the Keyham policing team being in and then having their lovely resource it was like what can we do for you to work with them to change that.

(P14)

The focus group with young people elicited a range of perspectives on the impact of their contact with the dedicated Keyham policing team. The young people noted an increased presence of the local neighbourhood policing team since the critical incident but were more apathetic about the lasting impact that increased presence had had than the local adult community members and professionals we spoke to as part of the evaluation research:

Female YP: *I don't think anything has changed. Like I don't think they did many changes. They walked around for a while and then just spoke to us and that's it. They don't exactly change anything around the area, just walked around and spoke to us.*

(Focus group with young people)

Interviewer: *Do you feel like you've got a better relationship with the police since there's been more of them around and they've been asking you more*

...

Female YP: *No.*

Male YP: *You've still got the moody ones and you've still got the happy ones.*

(Focus group with young people)

As discussed within the academic literature (see Skogan, 2006) the impact of any negative experiences with neighbourhood policing is greater than when people have positive interactions and thus can outweigh any potential improvement in perceptions of the police generally. Further, Farver et al. (2000) showed that in neighbourhoods where children had been victims and/or witnesses to violence, they felt unsafe playing outdoors, were more distrustful of the police, and had a lower sense of self-competence. In our research with young people from Keyham and the surrounding areas, those who had been more directly impacted by the critical incident (for example those that had directly witnessed it) reported feeling a sense of reassurance because of police presence and their direct engagement with their family:

Female YP: *[T]he police contact my mum a lot to see how I am so that makes me feel a bit better, to know that they're doing something.*

(Focus group with young people)

4.1.2.4 Safer Keyham funded activities for young people

Our evaluation research identified that a range of initiatives were progressed by the dedicated youth worker over the summer of 2022 as a result of the feedback and themes that emerged from the youth consultations. Funding was secured from Active Devon for a programme of activities for young people in Keyham, including football, parkour, and outdoor gym sessions, with the Plymouth Together website regularly updated to publicise the activities. Additionally, the July 2022 Home Office return highlighted that the dedicated youth worker supported the provision of weekly self-defence sessions in a local secondary school, which engaged a group of 12 young females. The report also stated that in addition to the activities led or supported by the dedicated youth worker, consultations with over 50 young people from the PL2 postcode had continued over the previous quarter, and the dedicated youth worker had also supported youth provision and development plans at community centres and groups in the Keyham and Ford area. Further, although not directly funded by the Keyham Community Policing grant, the report outlined that Devon & Cornwall Police's Mini-Police programme was continuing to run across Keyham's primary schools, and that the police cadets had assisted the KCPT with the distribution of leaflets promoting victim support services in Keyham and the surrounding areas.

The qualitative data from interviews with community members elicited a range of positive comments that suggest adults in the area had a positive perception of the funded activities that had been provided for young children in particular, as reflected in the comments below:

[D]uring the summer they've had parkour down in the park, they've had football up at the MUGA and over the park here they've got sort of wooden exercise things. My grandchildren enjoy going over there when they come down. Yes, there has been quite a lot around. I think there's a lot going on, not just around here, but Keyham, Ford, St Levan's, there is a lot going on.

(C2, Keyham resident)

I think ... there's always been a lack of opportunities for young children in the area in terms of youth clubs and groups, especially affordable groups. So definitely there's been an increase. Due to the funding this has been more accessible.

(C9, Keyham resident)

There was nothing much for the kids to do until all that gym stuff went in and the new wooden frame stuff ... It's nice to see that the young kids are over in a park rather than tearing up and down the streets.

(C3, Keyham resident)

Conversations with young people in the focus group provided insights into how they spent their free time and whether they tended to engage with local clubs and activities. Their interests were varied, with some going to the gym or playing sports such as netball and rugby, and others preferring to spend time with friends at home. It was apparent that a small number of young people in the focus group attended local youth clubs, and following the critical incident utilised these existing support networks to talk about what had happened in a familiar environment and as part of a wider range of activities that was not focused on the critical incident and its impact directly:

Female YP: *You just like talk about like, um, like about the Keyham shootings, like how you feel, and then you can like, at the minute we're doing a 'ready steady dine', so we're getting with like younger people and we're helping them.*

(Focus group with young people)

Although some young people in the focus group mentioned using parks in the local area, in line with the findings of the initial consultation with young people, undertaken as part of the Keyham Community Policing grant, 'to build understanding of their needs', the young people highlighted the need for more provision and facilities for young people in the local area:

Male YP: *Like a community centre ... somewhere that you can go just to like hang out, play pool or something like that, literally just have like table-top games and stuff like that ... Just so that we can go and talk, play a few games ...*

Female YP: *Like get social with people.*

(Focus group with young people)

Several of the older participants referred to the need for additional free activities:

Male YP: *All you can do is spend money when you're out ... Just go shops, spend money, and then you just sit in a park somewhere. And you'll probably do a shop again to get a drink or something ...*

Female YP: *But like everything's do with money these days. Like if you want to have fun you've got to pay for it.*

(Focus group with young people)

The young people who took part in the evaluation research did not report to us any increase in or other improvements to existing provision in the form of groups, activities, or events that formed part of the Keyham response. As outlined above, there were clear challenges experienced in terms of accessing and engaging with young people from the area that may have been impacted by the critical incident and this was compounded by the timing of the incident and the inability to utilise schools as a primary route through which to engage with young people but also to communicate back to them what changes had been made as a result of their engagement and to seek feedback on the efficacy and impact of the new provisions put in place.

For example, one professional described a lack of awareness about the Sparks-funded activities that were aimed at young people, which highlights the potential for challenges around communicating with young people about what is on offer:

One of the things that young people said is that they didn't have a clue what was going on in their area ... They were saying why was nothing given to them directly in school so that they had information on stuff. If you'd said to young people there were all these activities, they were like we didn't know any of that was going on.

(P14)

4.1.2.5 Support for young people

The focus group setting provided an opportunity to hear from young people about what support they received after the critical incident and whether it helped them. When exploring with the young people what might be important for other young people to have access to if this sort of incident was to occur somewhere else in the future they highlighted the importance of having people around that they could talk to, whether that be family members or people from their school or wider community:

Female YP: *Just make sure you have support from someone to talk to, who's literally there and that's quite hard. I'm just lucky I had my mum and dad there, and my grandad ... Even my little brother and my big brother, like they're all supportive, so I think you just need someone to talk about it to ... [If] they don't have someone they have a school, or like a doctor, something like that.*

(Focus group with young people)

Male YP: *Think it was mentioned in an assembly like a couple of times, just if you need to talk go with someone, there's people that can help.*

(Focus group with young people)

A small number of young people in the focus group spoke about the role that youth clubs and groups could play in providing a space to talk and discuss issues following the incident:

Female YP: *I think there's like these youth clubs outside of school that like they talk about stuff and you're allowed to go to them ...*

(Focus group with young people)

Interviewer: *[D]id the youth parliament talk about the shooting?*

Male YP: *Yeah we did lots of work around it ... We did a few groups on like raising awareness around it and if we knew anyone affected by it ... we could bring them along to talk about it and stuff.*

(Focus group with young people)

However, one young person expressed a need for places to also continue to function as spaces to simply socialise and engage in everyday activities:

Male YP: *[W]e don't always want a place to talk about issues, we just want a place where we can go, hang out, play games and do something.*

(Focus group with young people)

Neighbourhood Watch was cited by some young people as being a source of information and support, particularly with regard to their presence at the vigil that was held in Keyham shortly after the critical incident:

Male YP: *The Neighbourhood Watch programme for Keyham ... [W]e met again down in the park for the like ceremony thing, and [NW member] was like handing out flyers, making sure that everyone was OK and stuff.*

Female YP: *[Neighbourhood Watch] were just giving out random things, and stuff.*

Male YP: *It helped to know that people were there ... that if it was to really badly affect you like it has a lot of people, you know there is some place that you can go ... and there is somebody out there that would listen.*

(Focus group with young people)

In summary, due in part to the timing of the critical incident taking place in the school holidays it was clear throughout the research with professionals and the young people themselves that engagement was challenging. The critical incident itself and the subsequent news and social media coverage of the events impacted young people and their families in terms of increased anxieties and fear associated with local public spaces including parks. This had the effect of young people either choosing not to leave their homes or their parents actively discouraging them from doing so out of fear for their children's safety. Groups and activities that pre-dated the incident continued to be places of trust, safety, and support for young people and once the school term had commenced again the information and support they were provided here were viewed positively. This research found similar needs as was found by the consultations with young people that took place throughout the course of the Safer Keyham programme, with young people highlighting the need for more suitable spaces and activities needed in the local area. Young people were generally unaware of new initiatives and clubs that were introduced as a result of their contribution to the consultation exercises suggesting a potential gap in terms of how young people were kept informed during and after this period.

4.2 Safer Keyham grant activities

The Safer Keyham grant of £308,000 to Plymouth City Council included funding for community engagement, improvements to public spaces, a Feel Safe Scheme and crime prevention outreach, community training, and a Community Sparks Grants Scheme (Plymouth Together, 2021d). A Project Manager at Plymouth City Council was appointed on a part-time basis to oversee the delivery of the Safer Keyham grant and submit regular returns to the Home Office. Plymouth City Council also recruited a dedicated Communications Officer to run the Plymouth Together website and ensure that the delivery of the grants was transparent, promoted, and communicated clearly to the community, wider public, local press, local politicians, and for frontline policing. This section presents the main findings from the analysis of the action plans, reports, and communications associated with these funded activities and the findings from the survey results and qualitative fieldwork.

4.2.1 Community engagement

A dedicated Community Facilitator was funded by the Safer Keyham grant to lead consultations and engagement with community members and stakeholders to ensure their involvement in plans for the funded interventions. An asset-based community development (ABCD) approach was adopted, which was originally developed as a way of tackling the social determinants of health and reducing health inequalities. The Community Facilitator used

appreciative inquiry as a tool, embedding herself into the Keyham area and having strengths-based conversations with key community members about what they valued about their community and what support they needed. In the weeks following the critical incident in Keyham a Community Hub was also set up with a physical base in a local community centre where the Community Facilitator and workers and volunteers from local organisations could offer help and support to residents and advise them about community activities and services.

It was recognised by Safer Keyham partners that anxiety could be heightened in Keyham during the Halloween and Bonfire Night period in 2021 due to the nature of the critical incident, so a working group was established to explore how this period could be approached to limit re-traumatisation and ensure residents felt safe. As stated in a summary report about the Halloween and Bonfire Night events authored by the KCPT Inspector, a 'Halloween Superhero' theme was put forward as a means of promoting the themes of strength, hope, and resilience that were also associated with the Keyham recovery plan. The Community Hub planned and implemented various activities, including a 'Halloween Superhero' poster design competition at a local primary school, and Halloween and Bonfire Night events were held at the community centre in Keyham. These events were well attended – the summary report stated that over 60 families attended the Halloween event and over 250 people attended the Bonfire Night event.

Alongside the establishment of the Community Hub, the Community Facilitator worked with professionals from local organisations to set up 'Community Voices', a tool to enable Safer Keyham professionals to capture the voices of the residents of Keyham and Ford and understand what they valued in their community. On 27 September 2021, the first Community Voices Get Together was held in Keyham, which attracted around 50 people and facilitated conversations about what initiatives and activities residents wanted to see in their local area. Following this event, Community Voices went 'on tour' in October, November, and January, completing 13 engagements in schools, nurseries, community centres, and the aforementioned Halloween and Bonfire Night events, and engaging around 300 people. It should be noted that the ongoing COVID-19 pandemic still presented challenges to the organisation of public gatherings during this period, and Plymouth City Council's Safer Keyham Grant Progress Report (November 2021–January 2022) highlighted that three face-to-face opportunities were cancelled due to COVID-19 concerns.

Themes that emerged from discussions at the Community Voices events, such as poor street lighting, a lack of CCTV coverage, and concerns about fly-tipping, graffiti, and overgrown vegetation, helped to inform future work around improvements to public spaces (see section 4.2.2). This work included an environmental visual audit (EVA) that took place in November 2021 to assess what physical improvements were required in the local area to help the community feel safer following the critical incident. The EVA was coordinated by a Specialist Problem-Solver from Devon & Cornwall Police who was funded part-time by the Keyham Community Policing grant. Representatives from policing and community agencies accompanied Devon & Cornwall Police Designing Out Crime Officers on two walkabouts in Keyham, one during daylight hours and the other during the early evening dark hours. The recommendations of the resulting EVA report focused around 'attributes of sustainability' relevant to crime prevention and community safety, including management and maintenance (for example, resurfacing pathways and removing rubbish to discourage fly-tipping) and improving surveillance (for example, improving street lighting, installing deployable CCTV, and cutting back overgrown foliage). The findings and recommendations outlined in the EVA report informed the Street Scheme's infrastructure plans (discussed in section 4.2.2) and the KCPT's patrols and engagement.

4.2.1.1 Awareness of the Safer Keyham programme

Survey participants were asked if they were aware of various Safer Keyham activities that had been initiated in the community. As shown in Table 6, just under half of respondents (49%) were aware of the Safer Keyham programme before taking the survey. Similarly, 46% of respondents were aware of the Plymouth Together website. Awareness of the Plymouth Together Community Hub, Plymouth Together Community Hub Facebook Group, and Community Voices was slightly lower at 35%, 21%, and 17% respectively.

Table 6: Awareness of Safer Keyham activities

	Yes		No		Unsure		TOTALS
	%	n	%	n	%	n	
The Safer Keyham programme	49	115	46	107	6	13	235
The Plymouth Together website	46	106	45	104	8	19	229
The Plymouth Together Community Hub	35	80	52	119	13	31	230
The Plymouth Together Community Hub Facebook Group	21	48	67	155	12	27	230
Community Voices	17	38	69	158	14	32	228

Base: 238. Percentages rounded to whole numbers.

Although awareness of the Safer Keyham programme was highest among Keyham respondents (52%), 41% of Ford respondents and 47% of North Prospect/Morice Town respondents were also aware of the programme. A quarter of North Prospect/Morice Town respondents (25%) were aware of Community Voices compared to 17% of Keyham respondents.

Breaking down this data into more detail, a slightly higher proportion of female respondents (55%) compared to male respondents (46%) were aware of the Safer Keyham programme. Awareness of Community Voices was higher for female respondents (18%) than for male respondents (9%). Awareness of the Safer Keyham programme was highest among respondents aged 55–64 (59%) and lowest among respondents aged 18–24 (33%). Awareness of the Plymouth Together website was highest among those aged 45–54 (66%) and lowest among those aged 55–64 (40%). Respondents aged 45–54 were most likely to be aware of Community Voices (22%), whereas no respondents aged 18–24 stated that they were aware.

Given that community engagement is best built on existing provision (Harden et al., 2015) and thus new or different approaches may not be immediately grasped it is unsurprising that people were unaware of the new initiatives in Keyham and surrounding areas after the critical incident. However, as noted above, the Safer Keyham programme was designed to ensure that existing services, partnerships, and networks were embedded into new initiatives. Further, the programme took account of key facilitators to community engagement highlighted by research including use of clear goals in its design and implementation, investment of time, effort, and resources, and use of dedicated staff. In addition, the programme identified existing community space, multiple forms of advertisement, and familiar environments to create opportunities for engagement (Harden et al., 2015).

The qualitative interviews highlighted some of the issues around engaging and communicating with residents. As expected, the interviews with community members revealed that individuals access information in different ways with not all having access to online means of information sharing. One interviewee stated *‘people think everyone’s on social media ... they’re not’* and felt that alternative approaches needed to be used to get messages out into the community (C2, Keyham resident). A professional working in the area observed that *‘the leaflet, that physical sort of side of things is what we’ve discovered is what people look for really’* (P23).

Other research evidence has likewise found leaflets to be a preferred option of communication (Mee et al., 2004).

It is also worth noting that an analysis of the online reaction to the critical incident on Twitter⁷ found that most of the Twitter engagement occurred within the first two weeks following the incident, and that activity in the year following that period was low compared to the initial spike of discourse and attention. The analysis found that initial information seeking shifted to a focus on the perpetrator and victims, which aligns with what has been observed following similar incidents elsewhere (Roberts et al., 2018).

4.2.2 Improvements to public spaces

The Safer Keyham grant funded a range of environmental activities to ‘improve feelings of community safety and strengthen Keyham, resulting in increased community ownership, as well as preventing some neighbourhood crimes and anti-social behaviour from taking place or being dispersed from neighbouring areas’ (Plymouth Together, 2021c). These activities included a Street Scheme, which was focused on reviewing and improving street lighting and CCTV, and improvements to public and green spaces such as pathways, parks, and play areas. Although the Street Scheme and public space improvements received separate funding allocations from the Safer Keyham grant, in practice there was considerable overlap between the activities so they will be discussed together in this section.

The Street Scheme was centred around reviewing and improving CCTV and lighting in Keyham through consultation with the community and the development of a deployment programme and plan. The grant of £118,360 was required to be spent by the end of March 2022, with all CCTV and lighting upgrades and installations completed within the same timeframe. Plymouth City Council’s final Safer Keyham Grant Progress Report (April 2022) stated that an on-site review of locations identified in the EVA was carried out by the infrastructure team, and designs of improvements were created and shared with stakeholders. The report outlined that although it was estimated that 72 lighting upgrades would be completed, the timeframe and funding available meant that 65 lighting columns were purchased and installed before the project end date, along with two mobile CCTV units. A map displaying the new streetlights and upgrades and proposed sites for the mobile CCTV cameras was uploaded to the Plymouth Together website.

The Safer Keyham grant also allocated £60,000 to a ‘Reclaiming Public Spaces’ workstream, which included £30,000 for public space uplifts and £30,000 for graffiti and street clean-up and landscaping improvements. The terms of the Safer Keyham grant funding required it to be spent by the end of March 2022. This workstream was also informed by the aforementioned Community Voices consultations, where it was identified that an important issue for Keyham residents was green spaces in their local area. Following these consultations, a Green Space Plan was commissioned, a piece of work funded by the Safer Keyham grant and Green Minds (a partnership project led by Plymouth City Council). The plan focused on improving the parks in the Keyham area and enhancing green spaces through a programme of re-wilding, planting flowers and trees, and cutting back vegetation.

⁷ Social media analysis by David Rogers of the Security, Crime and Intelligence Institute at Cardiff University. The analysis looked solely at the online reaction on Twitter to the critical incident in Keyham, focusing on the initial week after the incident, and at the year following. In accordance with this evaluation’s trauma-informed approach, the analysis report has not been included here as it contains some sensitive content. It is however available to view as a separate document.

In February 2022, residents were invited by Green Minds to share their thoughts on the Green Space Plan through a survey, and two community co-design workshops were held in Keyham in June for residents to review and discuss the draft designs for Alexandra Park and North Down Crescent Park. The workshops were attended by around 70 people. A range of social action initiatives also took place in the first half of 2022, engaging local community members and young people in activities such as the creation of a community orchard and wildflower seed sowing. The green space improvements to various sites in Keyham, including Marley Park, Knowle Avenue, and Linear Park will be phased over the next couple of years, overseen by Green Minds.

In addition to activities associated with the Green Space Plan, Plymouth City Council's final Safer Keyham Grant Progress Report (April 2022) also highlighted that the council's Street Services team and arboriculture team had carried out tree pollarding, street cleaning, grass cutting, and weed-clearing in Keyham, as well as clearing fly-tipped waste. Further, the path between Knowle Avenue and North Down Crescent had been resurfaced in accordance with the EVA recommendations. At the end of April 2022, a post-EVA walkabout was carried out so that representatives from policing and community agencies could assess and review the impact of the work funded by the Safer Keyham grant and identify any further improvements. A summary of the post-EVA walkabout was posted on the Plymouth Together website, along with before-and-after photographs of the sites.

The above range of activities undertaken mirrored the spectrum of available tools acknowledged within the academic literature on citizen participation ranging from information-sharing to formal consultation (Head, 2007). This demonstrates a clear commitment to the need for community participation in the shaping of the key initiatives that would form the basis of the response. It is important to note that the capacity of community members and groups to participate will have been dependent upon individual, group, and organisational capacity to do so and their interest in interacting through any of these activities will have varied widely. The wider Keyham and surrounding communities that were being asked to engage comprised a shifting range of unorganised individuals, partially organised groups, and well-organised stakeholder organisations. An obvious outcome of this circumstance is that those with the most interest and capacity to engage will have largely shaped the agenda according to their priorities.

As such the workstreams that developed from the consultation focused upon a range of issues that may not have arisen as a direct result of the critical incident. Instead, the issues pre-dated August 2021 and were a greater reflection of ongoing and longer-term needs that arise in local areas following sustained periods of underinvestment as a result of austerity policies (note, for example, the higher than Plymouth city average levels of 'non-decent' housing stock and lower levels of employment and education in the Keyham area: Office of the Director of Public Health, Plymouth City Council, January 2020) and the social decline that took place throughout the COVID-19 pandemic.

Some issues will have pre-existed but the local need was heightened by the critical incident, for example, the importance of green spaces as an essential health resource in times of crisis became a key issue for communities as a result of the COVID-19 pandemic (Poortinga et al., 2021). It is also worth noting that the needs expressed by the wider community will have been different from those of individual survivors and/or witnesses which were dealt with separately by members of the police family liaison and victim services teams.

4.2.2.1 Residents' awareness of improvements to public spaces

Survey participants were asked if they were aware that the Safer Keyham grant paid for improvements to public spaces in the Keyham area, including new street lighting and CCTV as well as improvements to green spaces. Overall, 41% of respondents stated that they were

aware. Perhaps unsurprisingly, more Keyham respondents were aware (49%) than those from Ford (32%) and North Prospect/Morice Town (25%).

Survey participants were also asked whether they had noticed consultations about public spaces and various improvements in the area in the 12 months before taking the survey. As shown in Table 7, around a third of respondents had noticed green space improvements (33%) and improved street lighting (32%). Just over a fifth of respondents (22%) stated that they were aware of consultations about public spaces. A third of respondents (33%) were not aware of any consultations or improvements. 'Other responses' included noticing murals and that a local community building had been repainted and revamped.

Table 7: Improvements to public spaces

	%	n
Community consultation or workshops about public spaces	22	51
Improved street lighting	32	74
New CCTV cameras	19	44
Improvements to footways/pathways	20	45
Overgrown vegetation having been cut back	28	64
Green space improvements such as new trees	33	75
New natural play equipment	29	66
Removal of graffiti/street clean up	15	34
None of the above	33	76
Other	7	17

Base: 229. Percentages rounded to whole numbers. Participants could select multiple options so totals are greater than 100% and therefore not shown.

It is perhaps unsurprising that the most visible improvements were the most noticed, but as highlighted earlier, green spaces emerged as a prominent theme from the Community Voices consultations, so it could therefore be expected that improvements of this kind would be noted by local residents. This is reflected in the below comments from the qualitative data:

Everyone loves their green spaces in Keyham, which is really nice to see. Again, I think that was a post-COVID thing and it's across the city and probably across the country. Everybody loves being outside now. So, that's just a massive, massive theme. Everybody talked about green spaces.

(P10)

New play area for children. New trees planted. Wildlife gardens planned. Lovely to see when I take my dogs out. Lovely for wildlife and nature.

(Survey respondent, Ford resident)

There's new play equipment in our park and in North Down Park as well. That's good for the kids ... well, I say kids, it's big enough for adults to access as well really if you want to have a bit of a stretch and a bit of a physical challenge. It's big enough for adults as well.

(C13, Keyham resident)

4.2.2.2 Residents' perceptions of the value of improvements to public spaces

Survey participants were asked to rate on a scale of 1–5 (with 1 being 'extremely valuable' and 5 being 'not at all valuable') how valuable they thought making improvements to public spaces was for the area's recovery. Overall, 89% of respondents thought it was valuable. The proportions of respondents who thought it was valuable were consistently high across Keyham

(88%), Ford (92%), and North Prospect/Morice Town (89%) respondents. A very small proportion of respondents thought it was 'not very valuable' (4%) or 'not at all valuable' (0.4%).

Similar proportions of male respondents (88%) and female respondents (89%) thought making improvements to public spaces was valuable for the area's recovery. All respondents aged 18–24 thought making improvements to public spaces was valuable for the area's recovery. No respondents aged under 34 stated that they did not think it was valuable. Respondents aged 35–44 were most likely to think it was not valuable (13%).

The qualitative research with community members identified that funding improvements to public spaces was generally seen as a valuable initiative and indeed welcomed by local residents, as reflected in the comment below:

So the main park opposite ... there was a lovely planting of new trees, new saplings. There was a new community notice board that was put up ... It's very popular with dog walkers and there's a whole new wooden based play park which is just next to the one that was only re-done a couple of months before anyway. Yeah, it's a nice space. There's like a wildflower meadow there as well. Yeah, it feels like they've had a good injection of money to kind of bring people back to the park again.

(C5, Keyham resident)

However, a small number of interviewees questioned the value of some public space improvements in improving their feelings of safety, as illustrated by the below comment:

[W]hen the trees grow, it's going to look lovely, it's going to look really nice ... I don't know ... part of me thinks I don't know how that makes me feel safer, personally. It's nice to see trees. I do love trees, but I don't know.

(C13, Keyham resident)

Further, one survey respondent expressed that funding public space improvements was only one piece of a bigger picture of supporting the local community to access local services:

Quite valuable, but only if improvements are beyond superficial, i.e. better availability of green spaces not just cleaning graffiti. A lot of community cohesion work is done by voluntary organisations ... continued funding in these areas is key. Prevention of isolation through youth services, mental health support, access to art and nature are vital for youth/community health and wellbeing and crime reduction.

(Survey respondent, Ford resident)

Feelings of safety are not derived from a singular action or initiative (Kochel and Nouri, 2021). Instead, it is a multitude of factors that include levels of crime and violence, police presence, and its effectiveness and fairness (as noted above) and engagement with communities and perceptions of neighbourhood collective efficacy that foster individuals' feelings of safety. The important role that context plays in eliciting feelings of relative safety in individuals may explain how some who we spoke to found it challenging to equate any particular intervention or initiative as the source of their feelings.

4.2.2.3 Residents' perceptions of the impact of improvements to public spaces

Survey participants were invited to state what kind of impact making improvements to public spaces had had on the community overall. Just over half of respondents (55%) felt it had had a positive impact; less than 1% (0.9%) felt it had had a negative impact. Fifteen percent of respondents felt it had had no impact and 29% stated that they did not know. Of those respondents who were aware of it, 76% felt it had had a positive impact. A higher proportion of Keyham respondents (64%) felt it had had a positive impact than Ford respondents (44%) and North Prospect/Morice Town respondents (38%).

A slightly higher proportion of female respondents (59%) than male respondents (53%) felt that making improvements to public spaces had had a positive impact on the community overall. Respondents aged 25–34 were most likely to feel that making improvements to public spaces had had a positive impact on the community overall (65%). Those aged 35–44 were most likely to feel it had made no impact (22%).

Research on the capacity of improvements to public spaces to enhance perceptions of safety has produced varying results as evidenced by reviews of the literature (Ceccato, 2020). It is clear that CCTV can reduce levels of crime in certain circumstances (Taylor and Gill, 2014) and subsequently improve public perceptions of safety. However, akin to the combinations of factors that impact wider perceptions of safety in communities, a combination of improvements to public spaces, particularly use of lighting alongside other mechanisms, are most effective in making people feel safe (Ceccato, 2020). Therefore, the positive impact often reported by Keyham respondents of improvements to public spaces aligns with what may be expected and the application of a range of tools to increase perceived safety among residents was well-informed. It should be noted however that crime prevention through environmental design as well as the use of CCTV cannot ameliorate the underlying issues faced by urban communities impacted by austerity (Raymen, 2016), nor individual trauma experienced as a consequence of the critical incident. Therefore, these extraneous and personal matters may explain the lack of impact for some people of improvements to public spaces.

As shown in Table 8, high proportions of respondents who had noticed improvements in the area stated that improvements to public spaces had had a positive impact on the community overall. For example, 88% of respondents who were aware of consultations about public spaces and 91% of respondents who had noticed removal of graffiti/street clean up stated that improvements to public spaces had had a positive impact.

Table 8: Perceptions of the impact of improvements to public spaces by respondents who had noticed improvements to public spaces

	A positive impact		A negative impact		No impact		Don't know	
	%	n	%	n	%	n	%	n
Community consultation or workshops about public spaces	88	43	0	0	8	4	4	2
Improved street lighting	72	51	3	2	14	10	11	8
New CCTV cameras	78	32	5	2	12	5	5	2
Improvements to footways/pathways	82	36	0	0	7	3	11	5
Overgrown vegetation having been cut back	78	50	3	2	6	4	13	8
Green space improvements such as new trees	78	58	3	2	11	8	8	6
New natural play equipment	80	53	0	0	9	6	11	7
Removal of graffiti/street clean up	91	30	0	0	6	2	3	1
None of the above	28	20	0	0	21	15	51	37
TOTALS	54	117	0.9	2	16	34	27	59

Percentages rounded to whole numbers. There are no row totals because respondents could tick multiple options for the question on what public space improvements they had noticed.

The qualitative data analysis identified several comments about the positive impact of the public space improvements that had been funded by the Safer Keyham grant. A selection of these comments is included below:

It's great that my local area is being improved, the new pathways, lighting and CCTV make me feel safer.

(Survey respondent, Keyham resident)

The lighting in the park, at least at the top of Parkside here, is much better ... you've got more of an idea of what's around you. If you were walking past the cars, you had no idea if there was anybody else beside you or behind you or whatever because it was so dark. Certainly, with the improvements, things are better.

(C3, Keyham resident)

[T]he [streetlights] definitely make a difference when I'm walking my dog at night and it's dark ... it was always a little bit of a dark park, but now it is better lit, it makes you feel a bit safer, you know. Also, I know they've improved pathways as well and that's always good.

(C13, Keyham resident)

4.2.3 Feel Safe Scheme and crime prevention outreach

Feel Safe Schemes have been rolled out on a referral basis across Devon and Cornwall since 2012 through a network of Community Watch Offices based in local police stations. The scheme aims to make people, particularly those who have been or are at risk of becoming a victim of crime, feel safer in their own homes by providing free of charge small works to residential properties, such as fitting door chains and window locks and mending gates and fences (DaCCWA, 2022). The Feel Safe Scheme was deemed as an appropriate mechanism to support people in Keyham and Ford as a specific response to the critical incident.

A Feel Safe Scheme was officially launched in Keyham and Ford on 13 December 2021 to 'prevent and address neighbourhood crime through the proactive deployment of home security measures' (Plymouth Together, 2021c). The grant of £25,000 for direct and administrative costs was required to be spent by the end of March 2022.

The scheme was delivered by voluntary members of the Keyham Neighbourhood Watch in partnership with Plymouth City Council. Residents interested in benefitting from the service were invited to contact Keyham Neighbourhood Watch to book a slot for contractors to visit their homes and carry out the work. Homeowners and tenants were eligible for the service, with tenants requiring permission to apply from their landlord. The scheme was advertised on social media groups and the Plymouth Together website and was featured in the Safer Keyham January 2022 newsletter. In addition to the provision of free of charge works such as fitting front door locks, window restrictors, spy holes, and door handle tamper alarms, free fire safety checks were also offered to residents by Devon and Somerset Fire and Rescue Service. Free personal alarms and additional home security equipment were also made available at local community centres.

Our evaluation research highlighted the significant role played by volunteers and specifically members of the Keyham Neighbourhood Watch group in the delivery of the wider response and in particular the Feel Safe Scheme. The nature of these community-based roles means that it is not possible to quantify the extent of the unpaid labour carried out by these individuals often in addition to other voluntary roles or full-time paid employment. It should be noted that research participants highlighted the emotional impact of the critical incident itself and the ongoing requirements of the voluntary role; for example, the administration of the Feel Safe Scheme continued well beyond the official project end date. The academic literature acknowledges the central role that volunteers play in the provision of an initial response to community emergencies by offering their time, knowledge, skills, and resources (Whittaker et al., 2015). And as noted above, the consistency of personnel facilitates effective community engagement (Harden et al., 2015).

Keyham Neighbourhood Watch were prominent in the Keyham community having taken a lead in the community throughout the COVID-19 pandemic. As such they were well known throughout the local area and had established supportive and trusted relationships throughout the community. As such they were identified as a key existing structure through which some elements of the critical incident response could be administered. We can see that the Keyham Neighbourhood Watch represented an already established structure that could and was asked to take on new and extended functions during and after the critical incident. These types of 'extending organisations' often work in conjunction with statutory or official organisations but the literature notes how tensions can occur as a result of these organisations not coming under the effective control of the official organisations who take on the strategic lead in such situations (Whittaker et al., 2015).

Plymouth City Council's final Safer Keyham Grant Progress Report (April 2022) stated that over 1,000 small works had been completed at homes in the area. The report also stated that Keyham Neighbourhood Watch had secured additional funding to continue to deliver the Feel Safe Scheme beyond the Safer Keyham grant timeframe. The feedback appended to the report from residents who had benefitted from the scheme highlighted how the home security improvements had helped them feel safer, and also, as one resident put it, '*part of a tight-knit community*' and '*truly supported*'.

Alongside the Feel Safe Scheme, the Safer Keyham grant also funded a crime prevention outreach programme to 'enhance the feeling of safety' in the area (Plymouth Together, 2021c). The grant of £7,500 for materials and direct costs was required to be spent by the end of March 2022. Led by Keyham Neighbourhood Watch, the outreach activities included the procurement and distribution of property marking materials and the delivery of crime prevention advice and events in the local area. Free crime prevention workshops delivered by the Police Crime Prevention Academy were also offered to the community as part of the training and resilience plan (see section 4.2.4).

Plymouth City Council's Safer Keyham Grant Progress Report (November 2021–January 2022) stated that eight social media posts promoting crime prevention across multiple platforms had been seen by over 2,000 people. The final Safer Keyham Grant Progress Report (April 2022) stated that over 300 personal safety devices had been issued and that crime prevention outreach events had taken place at local schools to increase the feeling of safety among young people. Such outreach constitutes an important element of effective community engagement (Harden et al., 2015).

4.2.3.1 Residents' awareness of/engagement with the Feel Safe Scheme and crime prevention outreach

Survey participants were asked if they were aware that the Safer Keyham grant paid for a Feel Safe Scheme delivered by Neighbourhood Watch and crime prevention outreach, including the provision of free home security improvements and safety devices and the delivery of crime prevention events and advice. Overall, 27% of respondents stated that they were aware. Perhaps unsurprisingly, more Keyham respondents were aware (37%) than those from Ford (12%) and North Prospect/Morice Town (14%).

Survey participants were asked whether they had received free of charge home improvements/checks or personal safety devices in the 12 months before taking the survey. As shown in Table 9, 11% of respondents received free home security improvements, 8% received a free home fire safety check, and 7% received a free personal safety device. 'Other' specified responses (4%) included advice about property marking and free training and information.

Table 9: Feel Safe Scheme free of charge offers

	%	n
Free of charge home security improvements (e.g., new door/window locks, spy holes or window restrictions)	11	25
Free of charge home fire safety check	8	18
Free of charge personal safety device	7	17
None of the above	82	187
Other	4	8

Base: 228. Percentages rounded to whole numbers. Participants could select multiple options so totals are greater than 100% and therefore not shown.

Due to its small sample size, the qualitative data only captured a small number of residents who had directly benefitted from the home security improvements offered by the Feel Safe Scheme. However, it was evident from interviews with some Keyham residents that they were aware of the offers even if they did not choose to engage with the scheme, as reflected in the below comments:

[T]he Neighbourhood Watch team put out lots of promo about it and they were offering like window locks and door chains and stuff like that. We didn't need that, thankfully, because we already had that in the house, but I know that a fellow school mum had a chain put on her door as part of the scheme and it felt like it helped her.

(C5, Keyham resident)

No, we didn't need any ... The neighbours have definitely benefitted from it.

(C9, Keyham resident)

During conversations with the community group in Keyham, it emerged that a few of the attendees were offered personal security alarms that they then carried with them when walking to the group's meeting place. They spoke about how this had helped with their feelings of safety, especially when having to make the journey on darker evenings. It also highlights how the targeting of schemes to existing community groups can be beneficial in encouraging the uptake of offers such as those included in the Feel Safe Scheme.

4.2.3.2 Residents' perceptions of the value of the Feel Safe Scheme and crime prevention outreach

Survey participants were asked to rate on a scale of 1–5 (with 1 being 'extremely valuable' and 5 being 'not at all valuable') how valuable they thought the Feel Safe Scheme and crime prevention outreach were for the area's recovery. Over three-quarters of respondents (78%) thought they were valuable. The proportion who thought they were valuable was similar for respondents from Keyham (82%) and Ford (81%), but lower for North Prospect/Morice Town respondents (61%). A very small proportion of respondents thought that they were either 'not very valuable' (4%) or 'not at all valuable' (2%).

In line with the literature (Herbert and Davidson, 1994), a slightly higher proportion of female respondents (82%) than male respondents (74%) thought the Feel Safe Scheme and crime prevention outreach were valuable for the area's recovery. All respondents aged 18–24

thought the Feel Safe Scheme and crime prevention outreach were valuable for the area's recovery. Those aged 35–44 were most likely to think they were not valuable (12%).

The qualitative data provided insights into whether local residents had become more conscious of safety while in their own homes as a result of the critical incident. A small number of interviewees expressed that the incident had affected their feelings of safety and that their day-to-day behaviour at home had changed, as illustrated by the comment below:

I do now keep my front door locked where I never did before because I just think you never know, do you.

(C7, Ford resident)

Two interviewees described how they had purchased home security devices after the incident as a reassurance measure:

We did buy a camera for our house. That was very impulsive ... we feel like we need something, but we already have a chain on our door and stuff like that, but my husband was like we're going to buy a camera and I was like, ok, that's fine if that helps.

(C5, Keyham resident)

I've done the video doorbell ... That kind of makes me feel a little bit more secure with the front of the house and if I'm going away ... yeah, definitely I'm more anxious about home security now in the area and not feeling so safe.

(C8, Ford resident)

These comments indicate that although residents may not have engaged with the Feel Safe Scheme activities per se, they still perceived value in tightening their home security and took active steps to improve their feelings of safety. It should however be noted that the majority of community members interviewed as part of this evaluation did not express that they felt unsafe at home as a result of the incident.

4.2.3.3 Residents' perceptions of the impact of the Feel Safe Scheme and crime prevention outreach

Survey participants were invited to state what kind of impact the Feel Safe Scheme and crime prevention outreach had had on the community overall. Forty-three per cent of respondents felt they had had a positive impact; only 0.5% felt they had had a negative impact. Fourteen per cent of respondents felt they had had no impact and 42% stated that they did not know. Of those respondents who were aware of the Feel Safe Scheme and crime prevention outreach, 62% felt they had a positive impact; no respondents who were aware of it felt it had had a negative impact. A higher proportion of Keyham respondents felt they had had a positive impact (49%) than those from Ford (34%) and North Prospect/Morice Town (33%).

A slightly higher proportion of female respondents (46%) than male respondents (38%) felt that the Feel Safe Scheme and crime prevention outreach had had a positive impact on the community overall. Respondents aged 18–24 were most likely to feel that the Feel Safe Scheme and crime prevention outreach had a positive impact on the community overall (64%). Those aged 35–44 were most likely to feel it had had no impact (26%).

Notably, as shown in Table 10, 92% of those who received free home security improvements and 94% of those who received a free personal safety device felt that the scheme had had a positive impact. Seventy-six per cent of those who received a free fire safety check felt that the scheme had had a positive impact. Thirty-four per cent of those who had not received anything as part of the Feel Safe Scheme felt the scheme had had a positive impact.

Table 10: Perceptions of the impact of Feel Safe Scheme and crime prevention outreach by those who had received free of charge offers

	A positive impact		A negative impact		No impact		Don't know	
	%	n	%	n	%	n	%	n
Free of charge home security improvements	92	22	0	0	0	0	8	2
Free of charge home fire safety check	76	13	0	0	0	0	24	4
Free of charge personal safety device	94	16	0	0	6	1	0	0
None of the above	34	61	0.6	1	18	31	47	84
TOTALS	40	87	0.5	1	15	32	42	90

Percentages rounded to whole numbers. There are no row totals because respondents could tick multiple options for the question on which security offers they had received.

The qualitative interviews with community members identified positive feedback on the implementation of the Feel Safe Scheme by those who had received free of charge domestic improvements, as reflected in the following comments:

I know that we had a gentleman from ... Keyham ... it was something like Neighbourhood Watch I would think, something like that, and he came in and he put locks on the windows and a new lock on the front door, that type of thing, which was very reassuring.

(C6, Keyham resident)

[W]hen I was in contact with the person who was involved with it, it was only a few weeks, I think. It was only a few weeks before they came around and had a look and mended it there and then. I also referred them to my mother-in-law because she also lives in Keyham as well. They were very good. I mean they came in and you know, very professional, very helpful.

(C13, Keyham resident)

It is clear from the results of the survey that the Feel Safe Scheme was considered valuable and impactful, particularly by those who had participated in the scheme. As mentioned earlier, the successful reach of this scheme demonstrates the efficacy of the approach taken to work with Keyham Neighbourhood Watch to administer it and the benefits associated with the mapping and targeting of delivery to existing community groups, with consideration given to how best to reach the individuals within them. Over the course of the evaluation, it also became apparent that some residents had lived without robust home security measures for several years prior to the critical incident. As noted above, the Feel Safe Scheme is an example of how a scheme of interventions put in place in response to the critical incident were also fulfilling previously unmet needs of vulnerable people in the local area.

4.2.3.4 Views on local area and feelings of safety

Survey participants were asked to rate their agreement with a set of statements on their local area on a scale of 1–5 (with 1 being ‘extremely valuable’ and 5 being ‘not at all valuable’). ‘Local area’ was defined as a 15-minute walk from their home. As shown in Table 11, respondents generally held positive views on their local area, particularly regarding comfort (84% agreed that they were comfortable living there) and safety (70% agreed that their area

felt safe). Keyham respondents were generally more positive than Ford and North Prospect/Morice Town respondents in their responses on community, support networks, and safety in their local area, although the proportions of respondents who felt comfortable living in their area were very similar in Keyham (84%) and Ford (85%).

Table 11: Statements on local area

	Strongly agree		Tend to agree		Neither agree nor disagree		Tend to disagree		Strongly disagree		TOTALS
	%	n	%	n	%	n	%	n	%	n	
There is a strong sense of community	28	63	33	75	25	57	11	24	4	8	227
We have good support networks	17	39	26	59	40	89	12	27	4	9	223
I am comfortable living there	52	118	32	73	10	22	3	8	3	6	227
The area feels safe	31	70	39	88	18	41	9	21	2	5	225

Base: 223 – 227. Percentages rounded to whole numbers.

Responses to statements on local area did not vary greatly by gender, aside from a larger proportion of female respondents expressing disagreement that their area felt safe: 16% of female respondents disagreed with this statement compared to 3% of male respondents.⁸ Respondents aged 45–54 were most likely to agree that there is a strong sense of community in their area (73%), while those aged 35–44 were most likely to disagree with this statement. Respondents aged 45–54 were most likely to agree that their area has good support networks (54%), while those aged 55–64 were most likely to disagree with this statement (21%). Respondents aged over 65 were most likely to agree that they are comfortable living in their area (88%), while those aged 55–64 were most likely to disagree with this statement (8%). Respondents aged 25–34 were most likely to agree that their area felt safe (87%), while those aged 45–54 were most likely to disagree with this statement (19%).

During the qualitative interviews, participants frequently spoke in terms of ‘friendliness’ and ‘community spirit’ when referring to their local area, as illustrated by the following comments:

It is a friendly community and I still believe that it is still a friendly community.

(C5, Keyham resident)

It seems to have a good community spirit, you know, people walking their dogs in the park, everyone speaks to each other.

(C9, Keyham resident)

I know all my neighbours. I could name all my neighbours by name, but I'm more of a private person so I sort of don't go mixing with them, but I speak to them all. I help them out.

(C10, Ford resident)

Survey participants were asked if their views on their local area had improved, got worse, or stayed the same over the 12 months before taking the survey. As shown in Table 12, the majority of respondents (63%) stated that their views about their local area had stayed the same over the previous 12 months, with 27% stating that they had improved. A small proportion of respondents (9%) stated that their views had got worse.

Table 12: Changes in views on local area

⁸ These results are statistically significant.

	%	n
Improved	27	61
Got worse	9	21
Stayed the same	63	142
TOTALS	100	224

Base: 224. Percentages rounded to whole numbers.

Broken down by area, a greater proportion of Keyham respondents (38%) than Ford respondents (19%) and North Prospect/Morice Town respondents (3%) stated that their views on their local area had improved. Similar proportions of Keyham (8%) and Ford (8%) respondents stated that their views had got worse, compared with 15% of the North Prospect/Morice Town respondents. Just over half of the Keyham respondents (54%) stated that their views had stayed the same; this proportion was higher for the Ford respondents (73%) and for the North Prospect/Morice Town respondents (82%). These results are not surprising given the focus of the Safer Keyham initiatives were on Keyham and parts of Ford, despite the proximity of North Prospect particularly to the site of the critical incident.

A larger proportion of female respondents (32%) than male respondents (20%) stated that their views on their local area had improved. Slightly more female respondents (10%) than male respondents (8%) stated that their views had got worse. More male respondents (72%) than female respondents (58%) stated that their views had stayed the same. Respondents aged 25–34 were most likely to state that their views of their local area had improved (42%), while those aged 35–44 were most likely to state that their views had got worse (19%).

Survey participants were asked if over the last 12 months they had become more or less conscious about their personal security in their day-to-day behaviour when they were out and about. As shown in Table 13, 45% of respondents had become more security conscious. Over half of respondents (55%) had not experienced a change in their security consciousness.

Table 13: Security consciousness

	%	n
I have become more security conscious	45	103
I have become less security conscious	0.4	1
It's about the same/no real change	55	125
TOTALS	100.4*	229

Base: 229. Percentages rounded to whole numbers; *does not = 100% due to rounding.

Broken down by area, 53% of North Prospect/Morice Town respondents had become more security conscious compared with 50% of Keyham respondents and 30% of Ford respondents. Seventy per cent of Ford respondents had not experienced a change in their security consciousness compared with 50% of Keyham respondents and 47% of North Prospect/Morice Town respondents.

A higher proportion of female respondents (54%) than male respondents (31%) had become more security conscious.⁹ Sixty-nine per cent of male respondents had not experienced a change in their security consciousness compared with 45% of female respondents. For the majority of age groups, around 50% of respondents had become more security conscious; however, those aged over 55 were most likely to state that they had not experienced a change in their security consciousness (65% of 55–64-year-olds stated it had stayed the same; 57% of those over 65 stated it had stayed the same). For every age group, more female respondents than male respondents had become more security conscious.

The below comments from local residents interviewed as part of the evaluation illustrated the range of different perspectives on how the critical incident impacted on feelings of safety:

I saw it as a down-turn of the area, maybe fearful for myself going forward, you know, my own safety as it were and the safety of others around me. It came as a bit of a shock to be fair.

(C8, Ford resident)

I don't think it made much difference to me feeling safety wise. I think, like a lot of people, it was a bit of surprise that it was in the area that you lived in because it's the sort of thing you expect to happen somewhere else ... [I]t's not far and I walk the dog down past that area quite a lot ... But safety wise, no, I didn't feel any different.

(C11, North Prospect resident)

I can't draw on anybody else's experience, but I'm certainly settled again, you know, the dust has settled for me, and I am happy to be where I am and I'm safe with my children. That was the biggest thing for me, knowing that I can walk them to school and back and not have to worry that this is the same route that the person would've taken or, you know, is somebody going to try and be a copy-cat at any point, and I think actually no, I feel safe.

(C5, Keyham resident)

4.2.4 Community training

Following the critical incident in Keyham, a need for training courses for groups and individuals in the community was identified in the Healthy and Resilient Keyham action plan (Plymouth Together, 2021e). A training and resilience plan was developed by Plymouth City Council as part of the Safer Keyham activity, with a focus on 'build[ing] the skills and capability for long term community recovery' (Plymouth Together, 2021c). Training providers would include the Plymouth Trauma-Informed Network, the NSPCC, the Police Crime Prevention Academy, and other initiatives and organisations. The Safer Keyham grant provided a training budget of £25,000 to be spent by the end of March 2022.

The training and resilience plan was informed by feedback from conversations with individuals and organisations about what training would be relevant for them, with the aim of helping the community feel more resilient and equipped with different skills to support each other. The community training represented a positive example of the acknowledgement of a need for 'community strengthening' programs (e.g., Wiseman, 2006) that sought to go beyond engagement and consultation and to build capacity within communities. The resulting training programme was displayed on the Plymouth Together website and advertised around 40 free sessions between November 2021 and April 2022 covering a wide range of subjects, including:

⁹ These results are statistically significant.

- Trauma-informed practice
- Mental health and wellbeing
- Bystander intervention
- Crime prevention
- Restorative justice
- Appreciative enquiry
- Equality and diversity
- Working with young people
- Drug and alcohol awareness
- Relationships and sexual health

Depending on their aims and content, the sessions were offered to local organisations, businesses, volunteers, students, and the wider community, and were delivered either online or in-person. Several 'Ideas in Action' workshops were also offered to Sparks grants applicants. The Safer Keyham January 2022 newsletter contained a feature on the free courses available to residents and groups, with a signpost to the training schedule on the Plymouth Together website.

In Plymouth City Council's Safer Keyham Grant Progress Report (November 2021–January 2022), it was stated that over 50 people had attended training sessions to date, including sessions on trauma awareness, bystander training, and crime prevention. The report highlighted that issues related to COVID-19 had altered the delivery of some sessions, and also noted that it would be difficult to deliver the funding for this workstream by the end of March 2022, so an extension beyond the project end date was sought. The short timeframe to deliver the training sessions was also raised in the final Safer Keyham Grant Progress Report (April 2022), as both training providers and course attendees had commented on this issue. The report stated that some sessions would be held after the project end date with continued oversight, but that no additional funding would be required.

During our interviews with professionals associated with the Safer Keyham activities, the issue of multiple training sessions being offered in a small space of time was highlighted as being a challenging aspect of the delivery of the programme. One of the key findings from this data was a consensus among professionals interviewed that the training offered was 'too much, too soon':

There was just too much being offered within a really short space of time because by the time we programmed it all in, we only had maybe about three months to deliver it all and it was just too much.

(P10)

The aim of the training was to build resilience in the community so they could support themselves once everyone else has left, but I wouldn't say that has worked. I can definitely think of a few individuals, but courses had to be cancelled because of low uptake.

(P7)

I know there was the bystander training, but for me it's that thing about you can't just send an email around and expect people to get people on that training. It takes time ... It feels like it was unconsidered and rushed and I think it was because of the funding.

(P21)

As the recovery programme entered its third phase in spring 2022, community training and resilience remained a priority with a focus on trauma-informed practice, mental health first aid, and youth training. A youth training package was put together to provide young people with basic safeguarding knowledge and the opportunity to obtain an NVQ in youth work. Further,

monthly workshops have been offered to practitioners in the voluntary and statutory sector with the aim of creating a new network for those working in Keyham and Ford and embedding trauma-informed practices in the community. From our interviews with professionals associated with the Safer Keyham activities, it is evident that this work was driven by members of the Plymouth Trauma Informed Network, which highlights the commitment made by individuals to progressing initiatives so that they become embedded in the local community.

4.2.4.1 Residents' awareness of/engagement with community training

Survey participants were asked if they were aware that the Safer Keyham grant paid for free community training for residents and groups. Overall, 12% of respondents were aware. More Keyham respondents were aware (16%) than those from Ford (6%) and North Prospect/Morice Town (3%).

Survey participants were also asked whether they attended any of the free community training sessions that were offered in the 12 months before taking the survey. As shown in Table 14, around 2% of respondents had attended free community training sessions, which is perhaps unsurprising given the relatively small proportion that were aware of it. 'Other responses' included the mention of a training session on emotional logic.

Table 14: Attendance at free community training sessions

	%	n
Trauma awareness/trauma informed practice	0.9	2
Bystander intervention	0.4	1
Crime prevention	0.4	1
Working with young people	0.4	1
Mental health	0	0
None of the above	98	222
Other	0.4	1

Base: 226. Percentages rounded to whole numbers. Participants could select multiple options so totals are greater than 100% and therefore not shown.

As mentioned above, the qualitative data from interviews with professionals working in the area identified some issues that may explain the low levels of awareness and engagement among community members. Additionally, one professional highlighted that the timing of the training sessions may have impacted people's ability to attend them in person:

[W]inter played a big factor in people wanting to leave their homes to come to training sessions as well as COVID and still that fear of leaving their houses after the incident to come and naturally attend the training sessions in person. However, I feel one benefit we gained from it is that we were able to gain attendance virtually. So, pros and cons on either side of that.

(P19)

Finally, some professionals felt that community members may not have understood the purpose of the training sessions, as reflected in the comment below:

I think a lot of the understanding as well of what the training sessions were and what they were for from members of the public in Keyham and the

Keyham community – I don't think that they fully understood what the training was being delivered for and that also impacted on timescale with delivery.

(P19)

More specifically, a couple of professionals expressed a sense of uncertainty around the provision of restorative justice training, and highlighted that this may have been present among community members too:

Restorative justice. I still struggle with the term and don't really understand it and I felt that that was the same as the community.

(P10)

[Y]ou sort of think, who's asked for restorative justice training? It's a very police initiative isn't it.

(P23)

4.2.4.2 Residents' perceptions of the value of community training

Survey participants were asked to rate on a scale of 1–5 (with 1 being 'extremely valuable' and 5 being 'not at all valuable') how valuable they thought community training was for the area's recovery. Overall, nearly three-quarters of respondents (72%) thought it was valuable. This highlights how value in this initiative was recognised by community members despite low levels of awareness and engagement with it. The proportions of respondents who thought it was valuable were similar across Keyham (71%), Ford (72%), and North Prospect/Morice Town (75%). A very small proportion of respondents thought that it was either 'not very valuable' (4%) or 'not at all valuable' (0.9%). Similar proportions of male respondents (71%) and female respondents (73%) thought community training was valuable for the area's recovery. Respondents aged 18–24 were most likely to think that community training was valuable for the area's recovery (83%), while respondents aged 35–44 were most likely to think it was not valuable (9%). No respondents under the age of 34 stated that it was not valuable.

Survey respondents were invited to provide feedback on what (if anything) more the police and other local agencies could be doing to support the area's recovery. One respondent clearly saw value in the provision of emotional logic learning sessions as a way of helping people to process their own trauma:

Invest in running regular Emotional Logic Learning Clubs, so people can gain much-needed emotional skills to deal with life's big and small setbacks before they get to breaking point. I see giving people skills to process grief as vital for the community's recovery and safe future ... A broader approach to upskilling the many instead of just focusing on those who are severely struggling would be my preference. Even traumatised people can function for a very long time. People will have carried trauma even before the events of 12 August ... we need to support people dealing with their own trauma that they carry from their own life. Help them process, and heal the wounds, instead of just sticking a plaster on and make them feel better for a moment.

(Survey respondent, Ford resident)

A similar view was expressed in one of the qualitative interviews with community members:

I'd like to see the community just empowered really, just awareness training and things and know how to call things out if they suspect or know of things that are happening that doesn't fit quite comfortably. It's just giving people the skills and the confidence to be able to do all of that.

(C1, Keyham resident)

4.2.4.3 Residents' perceptions of the impact of community training

Survey participants were invited to state what kind of impact community training had had on the community overall. A third of respondents (33%) felt it had had a positive impact; none felt it had had a negative impact. Fourteen per cent of respondents felt it had had no impact, and just over half (53%) stated that they did not know. Of those respondents who were aware of the community training sessions, 70% felt it had a positive impact; no respondents who were aware of it felt it had had a negative impact. Slightly more Keyham respondents felt it had had a positive impact (37%) than those from Ford (26%) and North Prospect/Morice Town (28%).

A slightly higher proportion of female respondents (35%) than male respondents (30%) felt that community training had had a positive impact on the community overall. Respondents aged 18–24 were most likely to feel community training had had a positive impact on the community overall (50%). Those aged 35–44 were most likely to feel it had made no impact (22%).

The qualitative data from interviews with professionals working in the area identified positive comments on the impact of the training that was provided. For example, the work of the Plymouth Trauma Informed Network in the local community was highlighted during an interview with a member of the KCPT:

[T]he Plymouth Trauma Informed Network ... asked us to join some inputs down at the hub ... everything we're learning we're passing onto our colleagues to do a trauma informed approach. Again, the child centred policing teams all led the way in Plymouth for the trauma informed stuff, but as a wooden top, bobby, it was the first I'd heard of it ... it has opened my eyes, definitely.

(P1)

Another professional highlighted the potential long-term impact of the safeguarding training for young people:

So, with the training there were quite a few training packages ... Some of them were able to provide a course for a few weeks where young people could come and attend with the aim of providing them with safeguarding knowledge and from that they were able to receive NVQs and then transfer that into apprenticeships as well. It's a national scheme but it was localised to Plymouth and from what I read, from some of the feedback from it, is that some of the young people were keen to continue to develop that and take that further forward.

(P19)

The role of community training as a tool for community development and capacity building is a sound one that, as noted above, is acknowledged within the literature. However, the limited success of this scheme within Keyham may have been impacted by the relative lack of social capital that exists within and across these communities. Social capital is important to effective and sustained team building within a community, the development of strong networks of support and which over time allow for trusting relationships to be formed where ideas such as community training and development needs can organically arise from a need identified within the communities themselves. By contrast 'community capital' relates to the establishment of organisations that act in the interests of individuals and groups (Kearns and Flint, 2000). Research by the Joseph Rowntree Foundation (1998) concluded that as short-term initiatives draw to a close, a question still remains over the provision of long-term support for community organisations and the long-term aims to oversee a community 'recovery' should pay due regard to this matter in relation to the ongoing and future needs of Keyham and the surrounding communities.

4.2.5 Community Sparks Grants Scheme

A portion of the Safer Keyham grant was allocated to a Community Sparks Grants Scheme, which aimed to ‘focus on Keyham and community cohesion/pride projects in the area and the reclaiming of open spaces’ (Plymouth Together, 2021c). The scheme mirrored the design of similar Community Sparks Fund schemes delivered in Plymouth, with the awarding of small and large grants to individuals and organisations via an application process to enable them to set up projects to enhance their local areas (see, for example, Stronger North Stonehouse, 2020). The Safer Keyham grant provided £20,000 for the scheme, with an additional £11,000 of funding from the Department for Education for projects for children, young people, and families.

The first round of the Keyham Community Sparks Grants Scheme was launched on 13 December 2021, with individuals and organisations based in Keyham or the closely surrounding areas invited to apply for funds to deliver projects in the community. The first round of the scheme was delivered by Plymouth City Council in partnership with Plymouth Octopus Project. Small grants of up to £500 and large grants of up to £3,000 were available, with the stipulation that all projects must be delivered by the end of March 2022.

At the end of January 2022, a Community Voices Voting Evening was held at a community centre in Keyham to enable residents of Keyham, Ford, and the surrounding areas to vote for the projects they would like to see receive the large grants. Online voting was also available for those unable to attend the event, with approximately 200 votes ultimately being placed online. Following the voting process, nine applicants were awarded large grants, including local primary schools, an after-school wellbeing club for children, a dance group, and a scout group. Members of the Safer Keyham Board judged the submissions for the small grants and awarded them to 28 applicants who had proposed initiatives for children and young people, projects in local churches and community centres, and activities involving arts and crafts, mental health and wellbeing, and sports or outdoor adventures.

The successful applicants were invited to speak about their projects to local community members at a Sparks Showcase event in Keyham at the end of March 2022. The event was attended by over 100 people and included displays, photographs, and presentations about the funded initiatives that had taken place. A short video of the event was also created to highlight and document some of the work that has been done in the local area. One of the professionals involved with the delivery of the scheme described the event as a means to ‘keep people engaged in their community’ and that there were ‘groups at that event that had not met each other before, and they were starting to collaborate again’:

[W]e had youth groups, we had children, we had book clubs, we had all sorts of ‘Sparks’ people being recipients of grants ... all displayed outside, but lots of presentations as well out the front. So, people that were participating and benefiting from that money talking about what they had done in the community, and that was really moving actually. It was really lovely ... [W]e’re using that model in other areas now just to give that feedback, that continuous feedback because it just continues to keep people engaged in their community and spurring ideas and connections.

(P10)

Feedback from Sparks grant recipients was collated by professionals associated with the scheme and quotes were posted on the Plymouth Together website. A small selection of quotes from the feedback are included here:

The children who attended [the holiday club] absolutely loved their time with us and the equipment made a massive difference, bigger than even I could've expected. It allowed all children to have the freedom to choose their

activity at any point through the day, keeping them engaged and active throughout.

With your help we have been able to offer some of our young people with lower income access to the football sessions free from fees and stress, we have also gained more training equipment with is always a welcome site for our teams.

This funding means we can keep the subscription charges to our [choir] members at a very low rate which is so important in these times of ever-increasing household bills. We don't want to prevent anyone in the community from accessing the arts and that is why we never charge anyone attending any of our concerts.

Although professionals working in the area generally spoke positively about the scheme, a small number of interviewees perceived a potential for the participatory voting system to foster competition between projects, particularly for the large grants, which could have a negative impact on individuals. This is reflected in the below observation by a professional working in the area:

I think the large grants in the beginning ended up a little bit sort of distasteful, I think. It became a little bit more of a popularity contest ... [An initiative] didn't get the full amount ... the adverse effect that had on the applicant was horrendous, which really took me aback.

(P23)

Intense competition for project funding can be problematic due to the inherent need for funding bids to engage in a 'politics of pity' (Aradau, 2004). Indeed, while the funding identified and delivered via the Sparks fund was evidently made good use of, such funding mechanisms to divvy up minimal resources can cause the vulnerability of communities to be overstated, rather than their resilience (James, 2020).

Two further rounds of the Keyham Community Sparks Grants Scheme were made possible by £50,000 of funding from the OPCC and the Serious Violence Prevention Programme, with the aim of supporting further projects in the community. Twenty-two applicants received grants in the second round, and a further 10 applicants were awarded grants in the third round. All projects were required to be completed and funds spent by March 2023.

4.2.5.1 Residents' awareness of/engagement with the Community Sparks Grants Scheme

Survey participants were asked if they were aware that the Safer Keyham grant paid for a community grant scheme. Overall, 18% of respondents were aware. More Keyham respondents were aware (21%) than those from Ford (15%) and North Prospect/Morice Town (9%).

Survey participants were asked if they had applied for Sparks funding, received Sparks funding, or voted for a project to receive a grant in the 12 months before taking the survey. As shown in Table 15, 3% had applied for Sparks funding, 2% had received Sparks funding, and 9% had voted for a project. 'Other' responses included '*attended a Sparks funding event to meet applicants*'.

Table 15: Engagement with community grant scheme

	%	n

Applied for Sparks funding	3	6
Received Sparks funding	2	5
Voted for a project	9	21
None of the above	88	199
Other	0.9	2

Base: 225. Percentages rounded to whole numbers. Participants could select multiple options so totals are greater than 100% and therefore not shown.

The majority of community members interviewed as part of the evaluation were unaware of the Community Sparks Grants Scheme, but this is perhaps unsurprising due to the small sample size and given lack of awareness in the wider community as evidenced in the survey. One of the professionals working in the area commented on timing as being a possible constraining factor to community members being aware of the grants and therefore engaging with the scheme:

It came about when there were already loads in the community as in loads of professionals, loads of different everything else going on. Then 'Sparks' money poured in for either the people who were already in there to apply or other people to come in and put stuff on. Half the time people didn't know what was going on ... It was all really rushed, for me. There was lots that happened at the same time because there was a deadline. All of a sudden there was all this stuff happening, you couldn't keep up with that either.

(P14)

One community member described how her link with a local primary school had prompted her to participate in the voting system. This illustrates how organisations that already have established roots and networks in local areas may be better placed to publicise their projects to local residents than those that are less established:

So, through my daughter's school they brought it to our attention because they had a bid in themselves ... Because it came through from the school, I was then like ok, I'll follow that, but I didn't hear of it through external sources, it was just the school.

(C5, Keyham resident)

4.2.5.2 Residents' perceptions of the value of the Community Sparks Grants Scheme

Survey participants were asked to rate on a scale of 1–5 (with 1 being 'extremely valuable' and 5 being 'not at all valuable') how valuable they thought community grant schemes were for the area's recovery. Overall, nearly three-quarters of respondents (72%) thought they were valuable. This highlights how value in this initiative was recognised by community members despite low levels of awareness and engagement with it. Broken down by area, 87% of Ford respondents, 69% of Keyham respondents, and 62% of North Prospect/Morice Town respondents thought they were valuable. A very small proportion of respondents thought they were either 'not very valuable' (4%) or 'not at all valuable' (2%).

Slightly more female respondents (75%) than male respondents (68%) thought community grant schemes were valuable for the area's recovery. Respondents aged over 65 were most likely to think community grant schemes were valuable for the area's recovery (77%), while respondents aged 35–44 were most likely to think they were not valuable (16%). No respondents aged 18–24 stated that they did not think they were valuable.

A community member interviewed as part of the evaluation identified the value of the Community Sparks Grants Scheme as being a chance for people to get involved in decisions about what happens in their local area. However, their comment also highlights a potential barrier to awareness and participation if individuals do not access social media:

I think it gives us, as a resident, the opportunity to have our say without having to write a big letter to the MP or anybody ... Like it gives us an opportunity to flick onto one website, see what's going on, go actually yes, I support that. It all relates back to social media, but it normally pings you to their page, then you can keep progress on any updates that they do and keep connected on events and stuff. So yeah, I think it's valuable, but it needs advertising a little bit more because not many people know about it.

(C5, Keyham resident)

A professional working in the area who was also a recipient of a Sparks grant described how the scheme provided a starting point from which a project could grow:

I think it was a definite 'build from' in that we were able to get started ... then we were able to kind of feel confident about that with the 'Sparks' grant and then we were able to apply for other smaller grants ... So yeah, I think it was a growth from a springboard ... definitely.

(P21)

The evaluation research identified some Sparks-funded projects that had been introduced to the local area partly or wholly as a result of the critical incident, demonstrating the existence of a will among some community members to initiate projects in the weeks and months following the incident, and thus highlighting the value of readily available grants. Further, a professional working with a support service in the area described the value of connecting with a Sparks-funded project to raise awareness of their support offer:

[T]here's a local martial arts group and they have Sparks funding, but one of the things that they do is they have a verbal self-defence class for particularly middle-aged women really, and what they find is a lot of stories about ... past trauma and past hurt and crime and one thing and another comes out as a result of those conversations. So, we've been able to leave our referral forms there and you know, support is available through that reach.

(P2)

4.2.5.3 Residents' perceptions of the impact of the Community Sparks Grants Scheme

Survey participants were invited to state what kind of impact the Community Sparks Grants Scheme had had on the community overall. Just over a third of respondents (34%) felt it had had a positive impact; only 1% felt it had had a negative impact. Twelve per cent of respondents felt it had had no impact and just over half (52%) stated that they did not know. Of those respondents who were aware of the scheme, 66% felt it had a positive impact. Slightly more Ford respondents (40%) felt it had had a positive impact than those from Keyham (35%) and North Prospect/Morice Town (25%).

Similar proportions of male respondents (34%) and female respondents (35%) felt that the Community Sparks Grants Scheme had had a positive impact on the community overall. No female respondents felt it had had a negative impact. Respondents aged 25–34 were most likely to feel that the Community Sparks Grants Scheme had had a positive impact on the community overall (45%). Those aged 35–44 were most likely to feel it had made no impact (22%).

The below comment from one of the community member interviewees highlights how the scheme had provided opportunities for people in the local area to be brought together:

I think the £500, the small grants, I think have been brilliant because it's just given those grassroot organisations the opportunity to create. I mean 'Keyham Krafties' for instance, was one of the biggest things that people were saying ... a craft group. Sometimes people go and they don't do any craft, they just want to chin-wag, get out on a Tuesday night and that's fine. If it allows them to do it, that's exactly what the point of this is ... and it's still going.

(C1, Keyham resident)

Another interviewee mentioned that they attended a local group that received a Sparks grant, and described the positive impact it had had:

[I]t's a long old winter when you're stuck at home ... So, I thought I'll go along ... and I've actually made some really good friends ... I can just sit there, have a free cup of tea and a biscuit, and a chat. Sometimes that's all you want, isn't it, if you're feeling a bit rubbish, just a bit of an outlet. To be quite honest, it has been a God send.

(C3, Keyham resident)

4.3 Ministry of Justice grant

4.3.1 Victim Support

Victim Support is an independent charity that emerged in the 1970s, evolving to become established as the key national victims' service and offering support for victims of most types of crime (Mawby, 2016). As observed by Simmonds (2013), Victim Support has transitioned over decades and shifting policies to become a major professional key agency, in comparison to its beginnings as a less formal voluntary sector organisation. In 2021, Devon and Cornwall's Police and Crime Commissioner (PCC) awarded a 10-year contract for victims' services to Victim Support, with Victim Support undertaking a dual role in commissioning services and overseeing improvements to them as the PCC's strategic delivery partner for victims' services (OPCC, 2021). The partnership established between the OPCC and Victim Support meant that a response to the critical incident in Keyham was able to be delivered and coordinated without need for commissioning or other bureaucratic processes.

As discussed in section 2.1 of this report, this evaluation research focused primarily on the recovery phase as opposed to the initial response to the critical incident. However, it should be acknowledged that Victim Support workers were present at the scene from the day after the incident until 10 September 2021, so members of the public were therefore able to speak with them and share their thoughts and feelings. As noted by one of the Victim Support professionals interviewed as part of the evaluation, '*there were so many people who either saw or heard something*' (P18), which could have included gun shots or encountering one of the crime scenes before anyone could prevent them from doing so.

In addition to a physical presence at the scene, Victim Support's 24/7 Supportline was advertised to anyone affected by the incident, and a virtual telephone caseworker team at the National Contact Centre provided support for up to four weeks after the incident. This gave the local team time to be on scene and to put plans in place to cover business-as-usual work. The Devon and Cornwall Multi-Crime team also supported any referrals that came into their service in the weeks following the incident, and Victim Support's National Homicide Service supported a number of immediate family members of the victims.

Figure 4 displays the numbers of adult victims referred into the Victim Support Adult Multi-Crime Service for assessment and ongoing support. It should be noted that these numbers do not include those who spoke to Victim Support workers at the scene. According to data provided by Victim Support, 33 people contacted their 24/7 Supportline in the weeks following the incident; 22 of these calls were made within the first week. Ten of the 33 callers required Trauma First Aid. Twenty callers had their needs met by their call, while three were referred to Victim Support's National Homicide Service and 10 were supported by a telephone caseworker. One of these individuals was then transferred to a local caseworker for ongoing support, with the others feeling satisfied with the support they had received virtually. A further 20 people received support locally, either having been referred by the police or self-referring to Victim Support. In addition, 48 people accessed bespoke support from Victim Support's digital platform My Support Space. From 3 October 2021, no more Supportline calls relating to the incident were recorded, no one was being held by a telephone caseworker, and all ongoing clients were either with the local team or the National Homicide service.

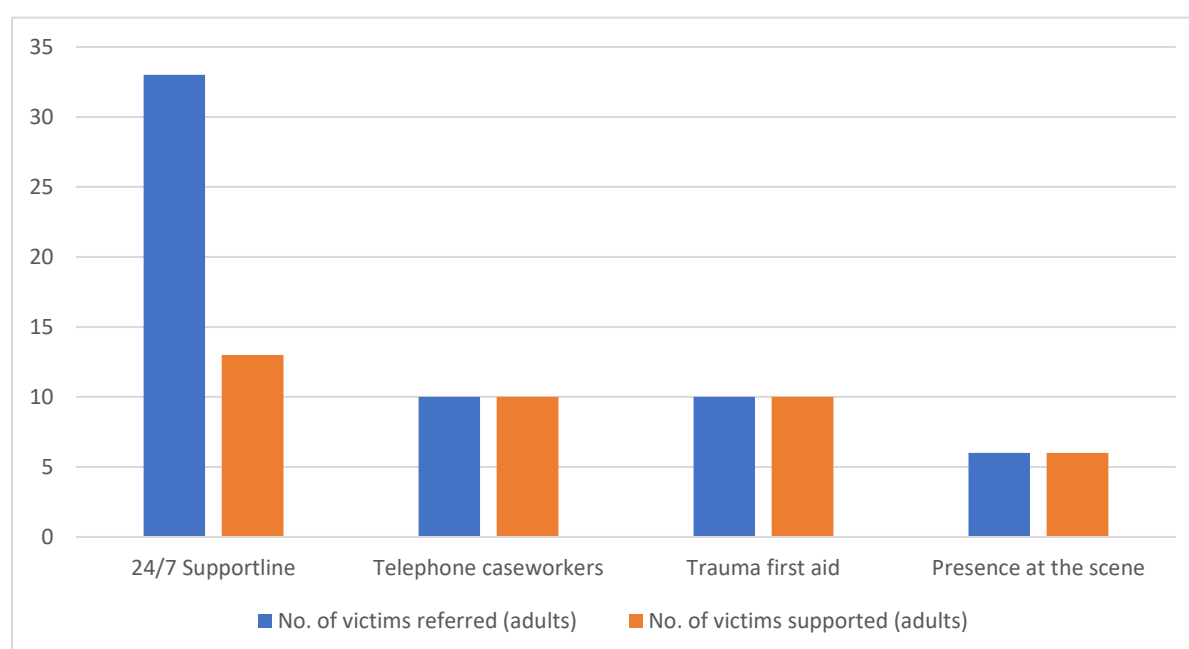


Figure 4: Victim Support: services offered in the weeks following the critical incident. Source: Victim Support. Note: Calls relating to the incident were specifically tracked up to 3 October 2021.

Drawing from Victim Support's own research into responding to terror attacks and Devon and Cornwall's 'evidence base' document (see section 2.1), a need was recognised for long-term support for those affected by the critical incident. A bid for additional funding was therefore submitted by the OPCC and Victim Support, and the Ministry of Justice subsequently granted £182,721 for the provision of ongoing support for victims and witnesses. The grant funded two additional Victim Support caseworkers to support adults, an additional caseworker in Young Devon and Jeremiah's Journey respectively to support young people, additional specialist support such as bereavement therapy or trauma therapy, and extra capacity within the 24/7 Victim Support free telephone support line (Plymouth Together, 2021d). A Victim Support project coordinator was also appointed to Keyham to coordinate the support provision. The funding was initially granted up to the end of March 2022, but an extension until March 2023 was later approved to cover the period of the coroner's inquest into the deaths that occurred in Keyham on 12 August 2021.

It was evident from our interviews with Victim Support professionals that a strategic decision had been made for the two new caseworkers to carry out extensive engagement work with agencies local to Keyham and within Plymouth. From their time spent at the scene and from

conversations on the Supportline, it had become apparent to Victim Support that individuals in need of support may be reluctant to access it if they were not closely linked to the incident, or *'people thinking that other people deserve support more than they did'* (P18). It was therefore deemed important for the caseworkers to make themselves known to residents and professionals in the local area, which involved distributing leaflets containing their photographs, engaging with local businesses, and writing to schools, employers, and housing associations to increase awareness of the support offer. One of the caseworkers also volunteered at a community garden and a food bank in the Keyham area, which enabled contact and conversations with residents who visited these places. As described by one of the of the Victim Support professionals, this enabled them to develop a *'no wrong door approach so that if somebody comes to us, we can hold onto that person and guide them seamlessly to the right place for them'* (P2).

Another key aspect of Victim Support's approach was to ensure that the support offer was available to anyone affected by crime and not limited to those impacted by the critical incident. As mentioned earlier in this report, professionals working in the area were aware of how the critical incident and the murder of Bobbi-Anne McLeod three months later had impacted some individuals' feelings of safety. As one Victim Support professional explained,

We're trying to make as many people as possible aware of what the offer is, what it looks like, who it's available [to] and how it's available, and not just in relation to what happened with Keyham, but also the fact that it is a multi-crime service across the whole of the city.

(P2)

With regard to the support offer for young people, initial referrals had come through to Young Devon shortly after the incident, and these were worked as part of their core Victims of Crime service. Young Devon recognised that a role was required for a professional to form connections and to look at how work with young people in the area could be supported. The new project coordinator offered one-to-one and group sessions for any young person aged 11 to 25, and as for the Victim Support offer, they did not have to be a resident of Keyham. The support offer was informal and flexible, ranging from providing emotional support and coping strategies to signposting to other agencies if required.

Figures 5 to 7 display the number of victims referred to and supported by Victim Support, Young Devon, and Jeremiah's Journey respectively during the period August 2021 to September 2022. It should be noted that the data reflects the city-wide Victim Support offer given the repercussions of the critical incident beyond Keyham, so the numbers are not specific to the Keyham area but to Plymouth as a city. As noted under each graph, the Ministry of Justice funded caseworkers for each organisation started at different times in this period; however, support was available from the organisations in the weeks following the incident.

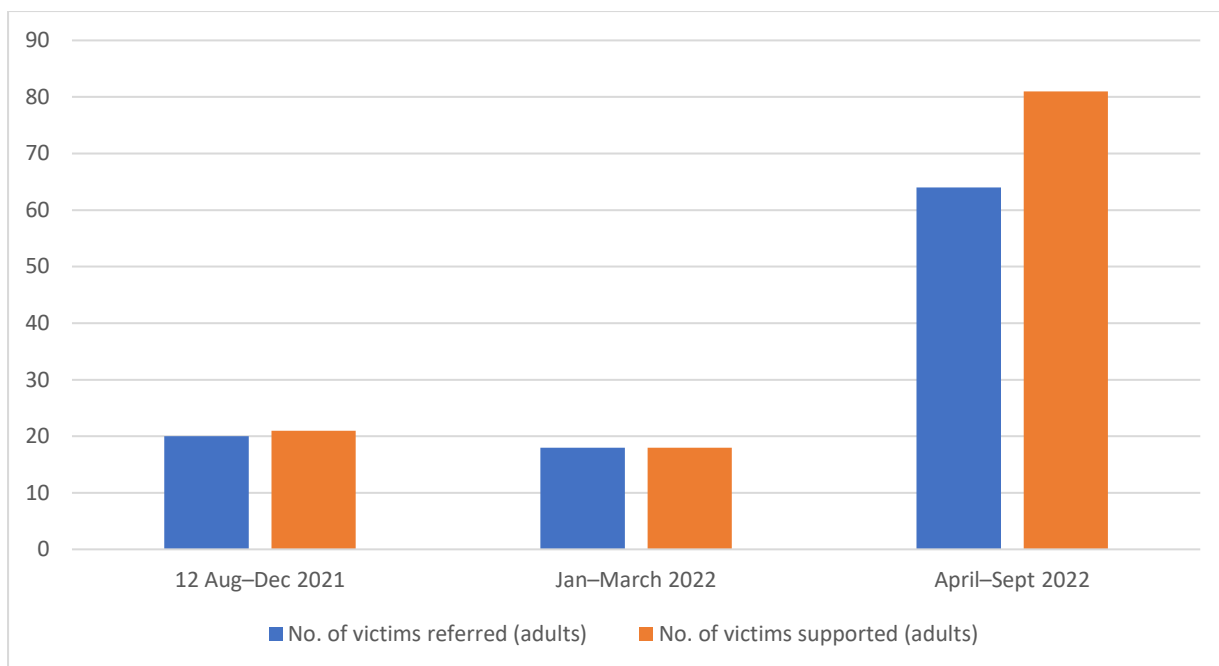


Figure 5: Victim Support: ongoing services, August 2021 to September 2022. Source: Victim Support.
Note: The two additional Ministry of Justice funded caseworkers commenced in post in February 2022.

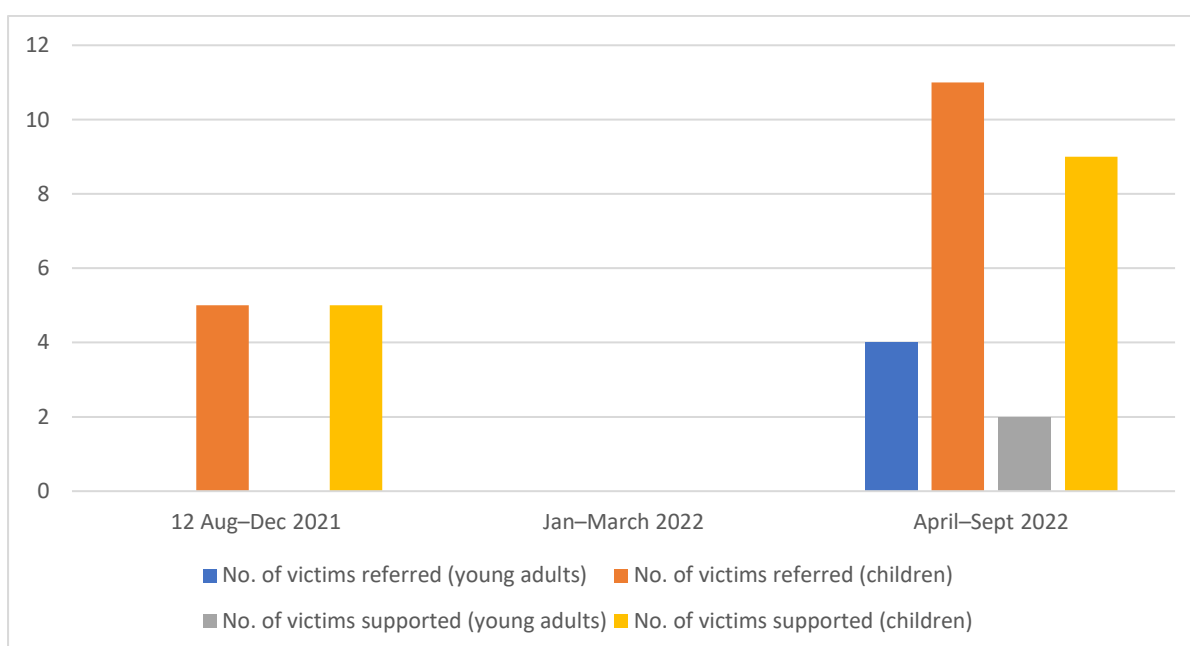


Figure 6: Young Devon: ongoing services, August 2021 to September 2022. Source: Young Devon.
Note: The additional Ministry of Justice funded caseworker commenced in post in May 2022.

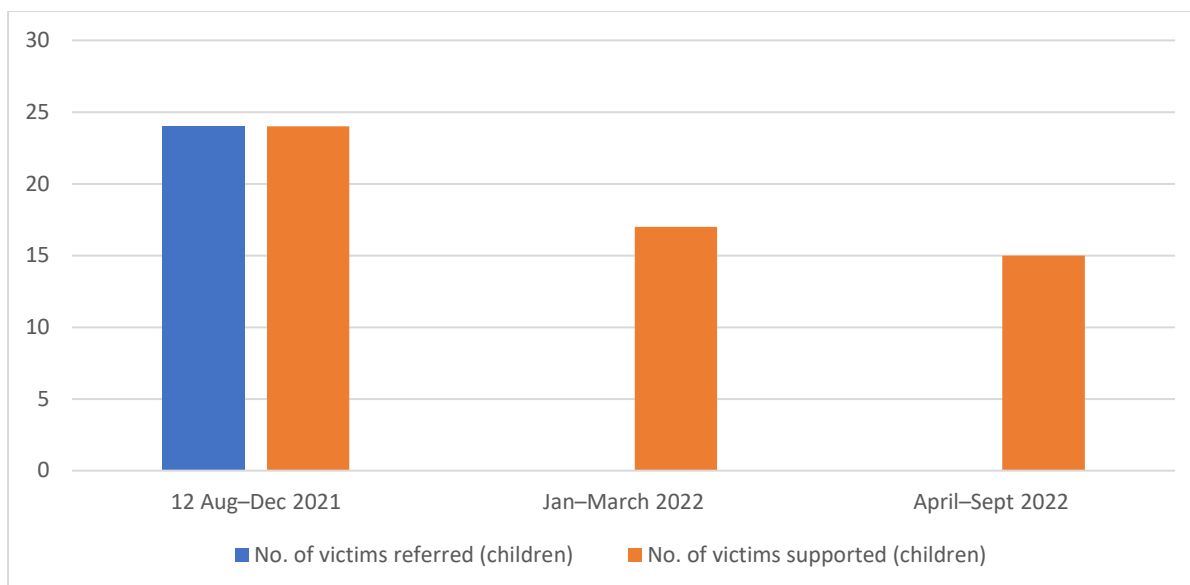


Figure 7: Jeremiah's Journey: ongoing services, August 2021 to September 2022. Source: Jeremiah's Journey.

4.3.1.1 Residents' awareness of/engagement with Victim Support

Survey participants were asked if they were aware that a Ministry of Justice grant paid for Victim Support to help the community's recovery. Overall, just over a third (34%) of respondents were aware. Slightly more Keyham respondents were aware (38%) compared to 31% from Ford and 29% from North Prospect and Morice Town.

Survey participants were asked if they had made use of a Victim Support helpline, Victim Support online chat, or Victim Support caseworkers in the community in the 12 months before taking the survey. As shown in Table 16, around 6% of respondents had made use of these services in the 12 months before taking the survey. Around 1% had contacted the helpline or online chat, and 2% had engaged with caseworkers in the community. 'Other' responses included a mention of a 'pop-up in the park' and speaking to people at the school after the incident. It should be noted that survey respondents were not asked whether their contact with Victim Support was linked directly to the critical incident in Keyham.

Table 16: Engagement with Victim Support services

	%	n
A Victim Support helpline	0.9	2
Victim Support online chat	0.5	1
Victim Support case workers in the community	2	5
None of the above	95	209
Other	2	5

Base: 220. Percentages rounded to whole numbers. Participants could select multiple options so totals are greater than 100% and therefore not shown.

The qualitative interviews with community members provided insights into how the critical incident had affected them and whether they sought any kind of support. One interviewee

described visiting the school where local agencies including Victim Support were stationed in the aftermath of the critical incident:

I did go down to the school to talk to people about it because obviously, along with everybody else, I was desperately upset because it was so close to home It was absolutely devastating ... you read about things like this in the paper, but you never imagine it's going to be on your doorstep.

(C6, Keyham resident)

Several of those interviewed as part of the evaluation research acknowledged the deeply tragic nature of the incident but expressed that they did not feel closely connected to it and therefore had not felt the need to seek support, as illustrated by the below comments:

I can't really say that it had any impact on me whatsoever ... I know it's like a massive tragedy that it happened and it's like really awful but I didn't really feel connected in any way other than proximity. It certainly hasn't changed the way that I feel about living in the area.

(C15, Ford resident)

I mean obviously it's going to touch everyone's lives to an extent and it made me feel saddened for the victims and their families really ... You walk around and there's still reminders because I walk that way, you know, a lot. I wouldn't call myself a victim, no. I wasn't directly involved.

(C13, Keyham resident)

I didn't feel that it involved me that directly. Maybe if I lived a little bit closer to Biddick or if I lived a little bit closer to the hairdressers or what have you, then maybe, but having not seen or heard anything first hand, I didn't feel that I needed that input. I think I was far enough removed from it.

(C3, Keyham resident)

Another interviewee expressed uncertainty about whether they would be entitled to support from Victim Support despite not being physically injured in the incident:

I know what Victim Support is, but I thought you had to of, you know, suffered some form of violence to access it.

(C16, Keyham resident)

The issue of who perceives themselves as a 'victim' is acknowledged in the academic literature as problematic in delivering and accessing services and was acknowledged as problematic by Victim Support personnel in this evaluation as noted above. The legitimacy of who warrants victimhood tends to orient around perceptions of 'the ideal victim' (Christie, 1986) and a hierarchy of who is deemed and who deems themselves as deserving attention and support has developed over time (Walklate, 2011). It is therefore understandable that community members were challenged by identifying themselves as victims and laudable that Victim Support and their colleagues in other related services went to some lengths to reach out to the community in various settings and environments.

4.3.1.2 Residents' perceptions of the value of Victim Support

Survey participants were asked to rate on a scale of 1–5 (with 1 being 'extremely valuable' and 5 being 'not at all valuable') how valuable they thought Victim Support was for the area's recovery. Overall, 85% of respondents thought it was valuable. This highlights how value in this initiative was recognised by community members despite low levels of awareness and engagement with it. The proportions of respondents who thought it was valuable were similar for Keyham and Ford respondents (88% and 87% respectively), and slightly lower for North Prospect/Morice Town respondents (71%). A very small proportion of respondents thought that it was either 'not very valuable' (2%) or 'not at all valuable' (0.9%).

High proportions of both male (81%) and female (89%) respondents thought Victim Support was valuable for the area's recovery. All respondents aged 18–24 thought Victim Support was valuable for the area's recovery. Notably, for the majority of age groups no respondents stated that it was not valuable; only a small number of respondents aged 35–44 (13%) and 55–64 (4%) thought it was not valuable.

One of the stated aims of the evaluation research was to take a trauma-informed approach, and as such it was decided that requesting direct contact with individuals who had received support from Victim Support would not be appropriate. However, professionals from Victim Support who had supported people in the months following the incident were interviewed and invited to share their perspectives. They described how Victim Support was able to provide a non-judgemental space where people could talk freely without fear of traumatising others who may also have been affected by the incident:

I think one person said something like it's nice to be able to talk to someone that isn't involved with it because you can completely say what you want to say about it and no-one else is kind of judging you or saying oh no, I felt this way. So, it's nice for them to have a place where they can speak openly and honestly. We're there just to listen. We're not going to judge anything they say.

(P9)

Interestingly, most of the cases I've dealt with haven't needed huge lengthy support, but they need to speak to somebody who isn't related to it. They don't want to vicariously traumatise someone else or re-traumatise somebody else who's already gone through it. They want somebody who knows what's happened so they haven't got to talk about every single detail, but who is that step removed so that they can say whatever they want to say, they can talk about any graphic detail and they're not going to worry about upsetting people. That is so valuable.

(P2)

As mentioned earlier, Victim Support's support offer extended to the wider Plymouth area. The value of this was highlighted by professionals interviewed as part of the evaluation, who described how they became aware that individuals who lived outside of the Keyham area, including young people, had witnessed the incident and might therefore need support. Further, the proximity of Keyham to Devonport dockyard had led some local residents to come forward for support, as described by a Victim Support professional:

There are an awful lot of people that I'm coming up against ... who are saying, you know, they let the cannon off down at the docks and that used to be a really lovely sound of home, but now it's a big bang and I jump, and it's left me, even though I wasn't involved, it's left me with oh, what was that. It's become a traumatic thing.

(P2)

4.3.1.3 Residents' perceptions of the impact of Victim Support

Survey participants were invited to state what kind of impact Victim Support had had on the community overall. Overall, almost half of respondents (49%) felt it had had a positive impact, with only 2% feeling it had a negative impact. Nine per cent of respondents felt it had had no impact and 40% stated that they did not know. Of those respondents who were aware of Victim Support's involvement in the recovery programme, 68% felt it had had a positive impact. A higher proportion of Keyham respondents (58%) felt it had had a positive impact compared to respondents from Ford (36%) and North Prospect/Morice Town (33%).

A slightly higher proportion of female respondents (54%) than male respondents (45%) felt Victim Support had had a positive impact on the community overall. No female respondents felt it had had a negative impact. Respondents aged 18–24 were most likely to feel that Victim Support had had a positive impact on the community overall (67%). Those aged 35–44 were most likely to feel it had made no impact (19%).

Professionals working in local agencies spoke positively about working alongside Victim Support during the weeks and months following the critical incident, as illustrated by the below comment:

I mean it's just been amazing to have the Victim Support professionals in the recovery programme because none of us are trained really and never had experience with this sort of thing. So, we've been really appreciating the sort of direction and the thinking really.

(P10)

Further, it was clear from interviews with professionals that the anniversary of the critical incident in August 2022 and the coroner's inquest into the deaths beginning in January 2023 had the potential to raise levels of anxiety and tension in the local area, so it was deemed crucial for Victim Support services to be made available and accessible to anyone in need of support. It is thus important to note that the Victim Support services are an ongoing aspect of the recovery process, as highlighted by the below comments by Victim Support professionals:

[S]ince the anniversary we've got a regular small stream of people still coming forward for the first time and I would want that to continue because what we know is that people will cope and then something else will go wrong in life and then the wheels will come off.

(P18)

What we wanted was a real legacy that actually it doesn't matter if you decide in five years' time you want support, as a result of this you need to know that it's available, it's still available, the team is still here and while that initial rush of attention may well have wandered away, we're still here, very much still here.

(P2)

5 Crime and anti-social behaviour data analysis findings

5.1 Comparing Keyham and bordering neighbourhoods in the Plymouth West and Devonport sector

The measurement of levels of recorded crime forms one of the key performance indicators for elements of the Safer Keyham recovery programme. Consequently, we obtained information on reported crime and anti-social behaviour from Devon & Cornwall Police to map changes over time, and particularly since the inception of the Safer Keyham recovery programme, approximately at the beginning of September 2021. A number of measures introduced through the Safer Keyham recovery programme were more crime-specific in their focus, such as the Feel Safe Scheme's security improvements for residential burglary prevention. The conditions of their implementation and the post-implementation nature of the evaluation are such that we do not think it safe to impute any causal relationship between individual measures and any changes in recorded crime over the period in question.

In addition to mapping changes in recorded crime over time, we also sought to compare changes in Keyham with changes in all bordering police neighbourhoods, to explore the possibility of crime displacement for any offence categories, given the area-based nature of the Safer Keyham recovery programme. Whilst not all crime displacement is necessarily geographical in nature, this comparison nevertheless provides a *good enough* assessment of the likelihood of crime displacement having occurred.

Since there is a natural variability and seasonality to police recorded crime figures, we decided to compare monthly moving averages of annual crime levels, as an established way of providing a more valid way for comparing changes in crime between different areas over time. The conversion of crime figures into crime rates per 1000 population would have facilitated a more authentic comparison between the different police neighbourhoods, which vary by population size, but given that up-to-date census data is not available, and that existing population estimates are based upon local authority neighbourhoods, which do not map exactly on to police neighbourhoods, we decided that this was not necessary, especially as the purpose of the area comparisons was primarily to establish a sense of the possibility of displacement, rather than to gather a sense of the 'criminogenic' nature of different neighbourhood localities. In what follows, therefore, we look systematically at a comparison of monthly moving annual averages for different crime types as they relate to Keyham and its bordering neighbourhoods.

5.2 Monthly annual averages

5.2.1 Total recorded crime

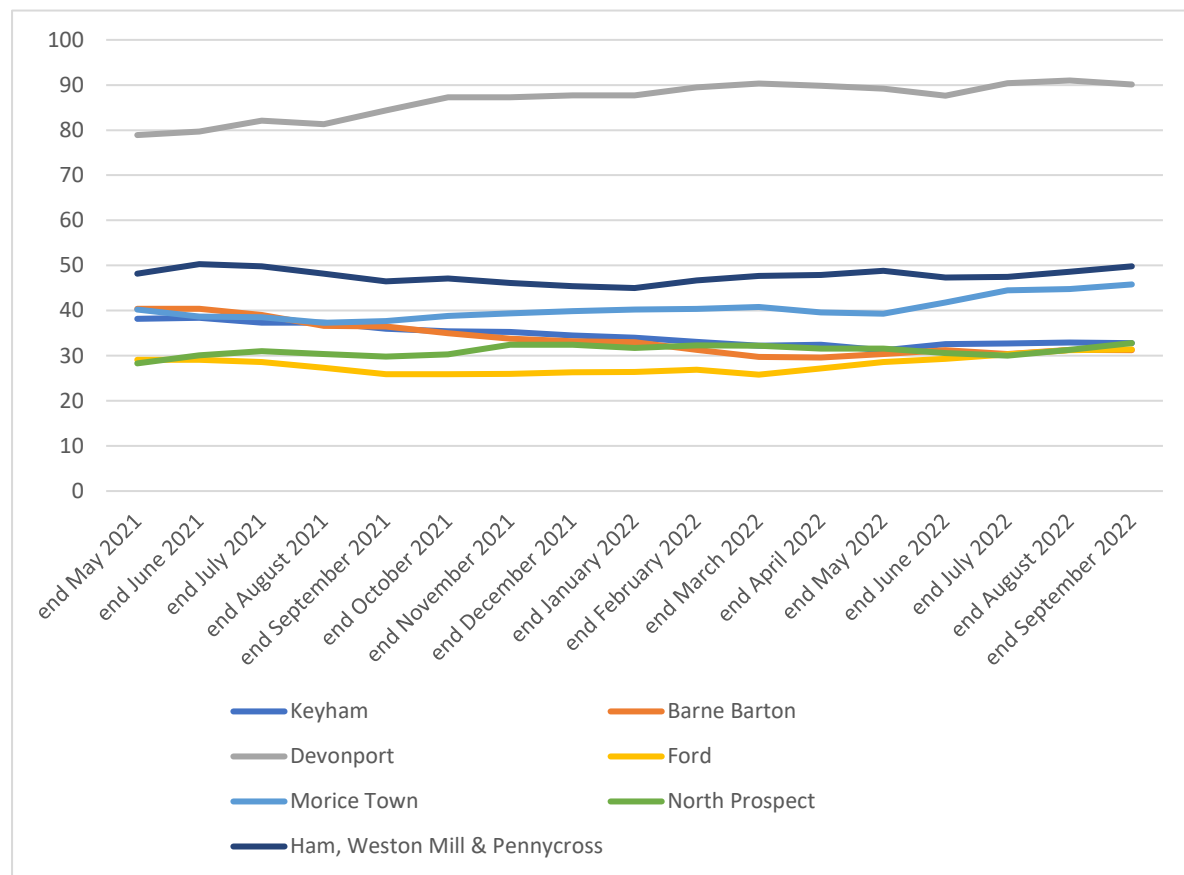


Figure 8: Monthly annual averages of total recorded crime in Keyham and surrounding neighbourhoods, May 2021 to September 2022. Source: Devon & Cornwall Police.

Figure 8 compares the monthly annual averages in total recorded crime for the Keyham neighbourhood and its bordering neighbourhoods in the Plymouth West & Devonport sector, between May 2021 and September 2022. The highest rolling average is in the Devonport neighbourhood, and the lowest is generally in the Ford neighbourhood. There is a slow decline in the monthly rolling annual average for all crime in Keyham over the duration of the Safer Keyham recovery programme, from an average of 37.3 offences at the end of August 2021 to an average of 32.8 offences by the end of September 2022. There is a similar decline in other neighbourhoods such as Barne Barton. Some neighbourhoods, notably Devonport and Morice Town, both show increases in the rolling annual average of all recorded crime. Notwithstanding the increases in this area, there is no consistent general pattern to indicate any displacement of all recorded crime from Keyham to bordering neighbourhoods.

5.2.2 Violent crime

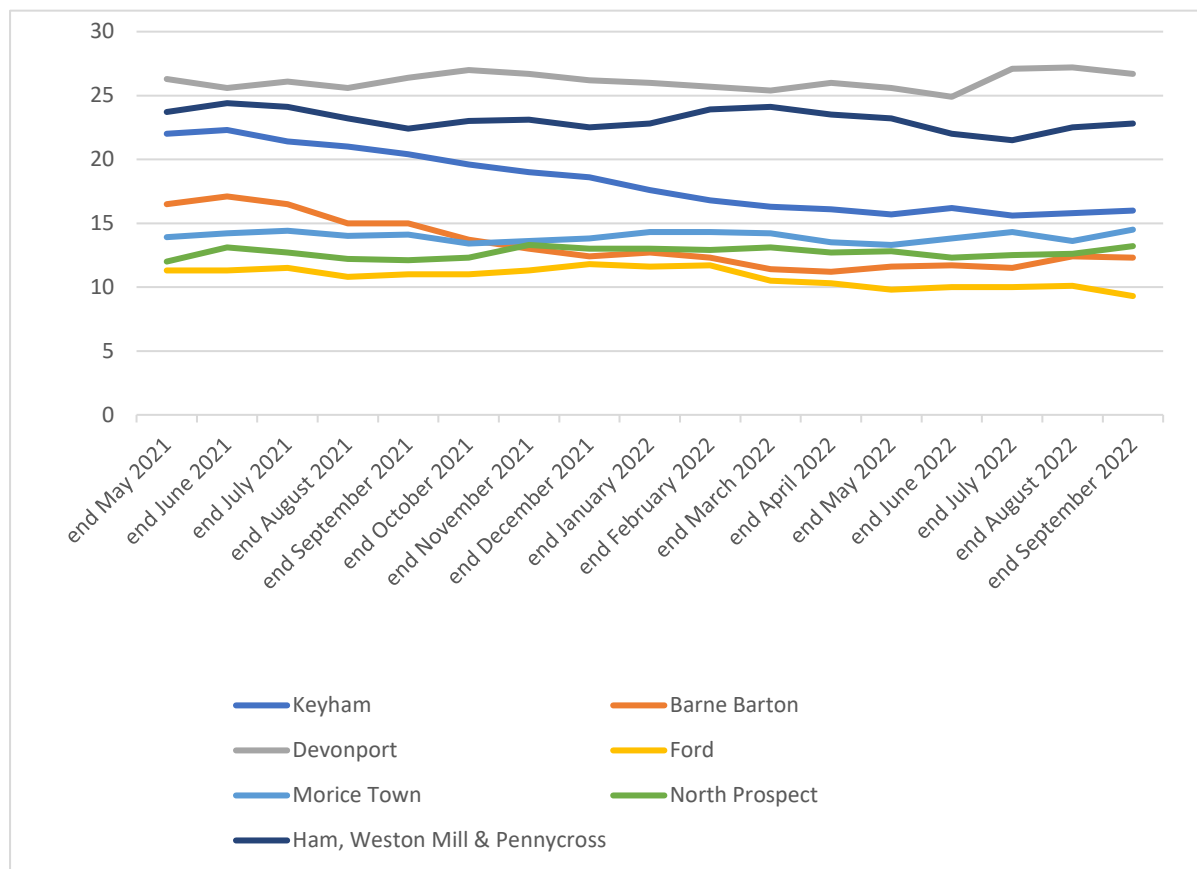


Figure 9: Monthly annual averages in violent crime (excluding homicide) in Keyham and surrounding neighbourhoods, May 2021 to September 2022. Source: Devon & Cornwall Police.

Figure 9 compares the monthly annual averages in violent crimes (excluding homicides) of the Keyham neighbourhood and its bordering neighbourhoods in the Plymouth West & Devonport sector, between May 2021 and September 2022. The comparison does not evidence any obvious 'spikes' or upward trends in violent crime that might be indicative of a displacement in violent crime from Keyham to its bordering neighbourhoods. It does show a clearer trend of more sharply declining monthly annual averages in violent crimes in Keyham when compared to its bordering neighbourhoods, indicative of a general fall in violent crimes in Keyham between the beginning of the Safer Keyham recovery programme at the end of August 2021 (21 violent crimes per month), and the end of September 2022 (16 violent crimes per month).

5.2.3 Theft

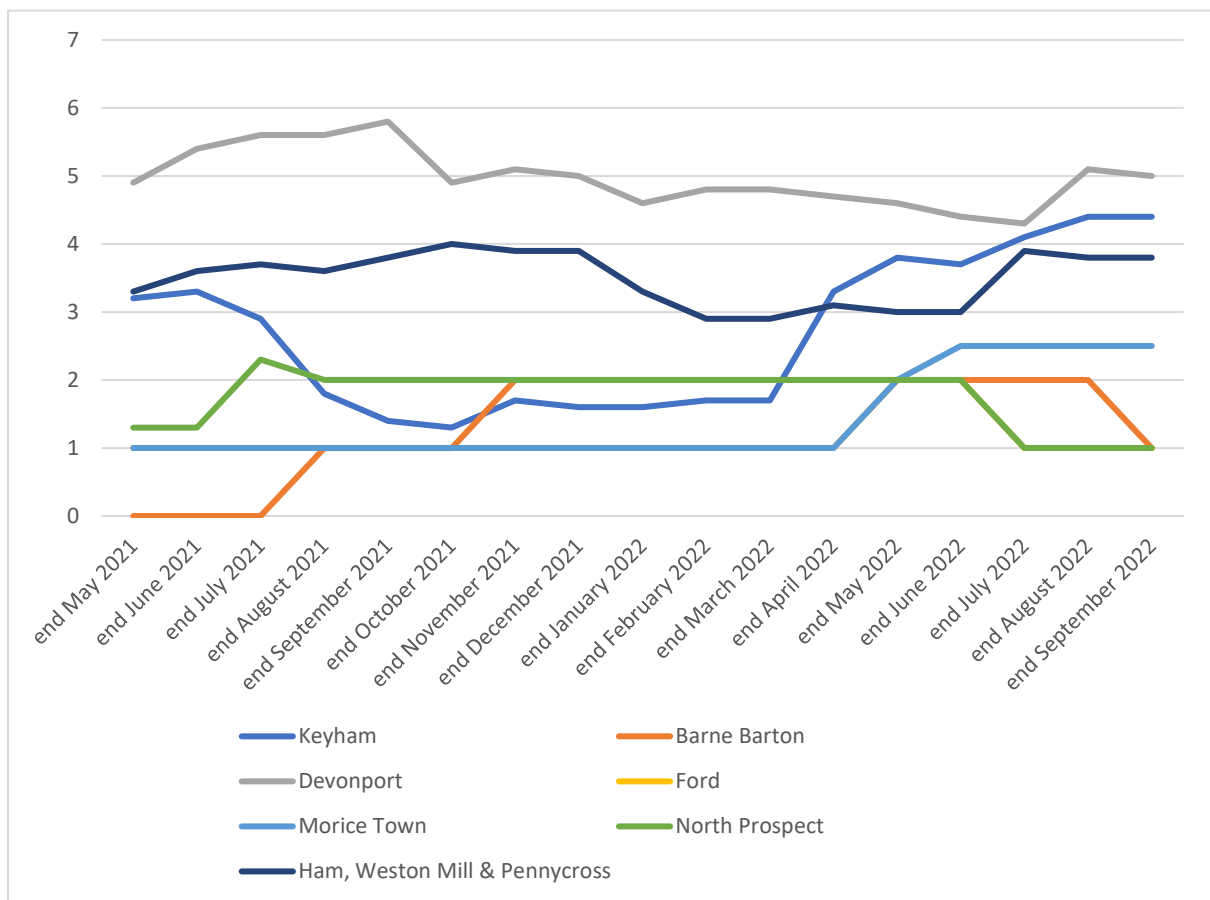


Figure 10: Monthly annual averages in thefts in Keyham and surrounding neighbourhoods, May 2021 to September 2022. Source: Devon & Cornwall Police.

Figure 10 compares the monthly annual averages in theft crimes of the Keyham neighbourhood and its bordering neighbourhoods in the Plymouth West & Devonport sector, between May 2021 and September 2022. The comparison shows the relatively low monthly annual averages of theft offences in each neighbourhood. It also shows no obvious signs of displacement from the Keyham neighbourhood to other neighbourhoods, and does show that after a period of relative stability in the annual average of theft offences there was an increase from April 2022 (from 1.7 per month to 3.3 per month) which was sustained through to September 2022. We understand that this increase was largely attributable to the activities of a single individual who has since been charged and prosecuted for these offences.

5.2.4 Burglary

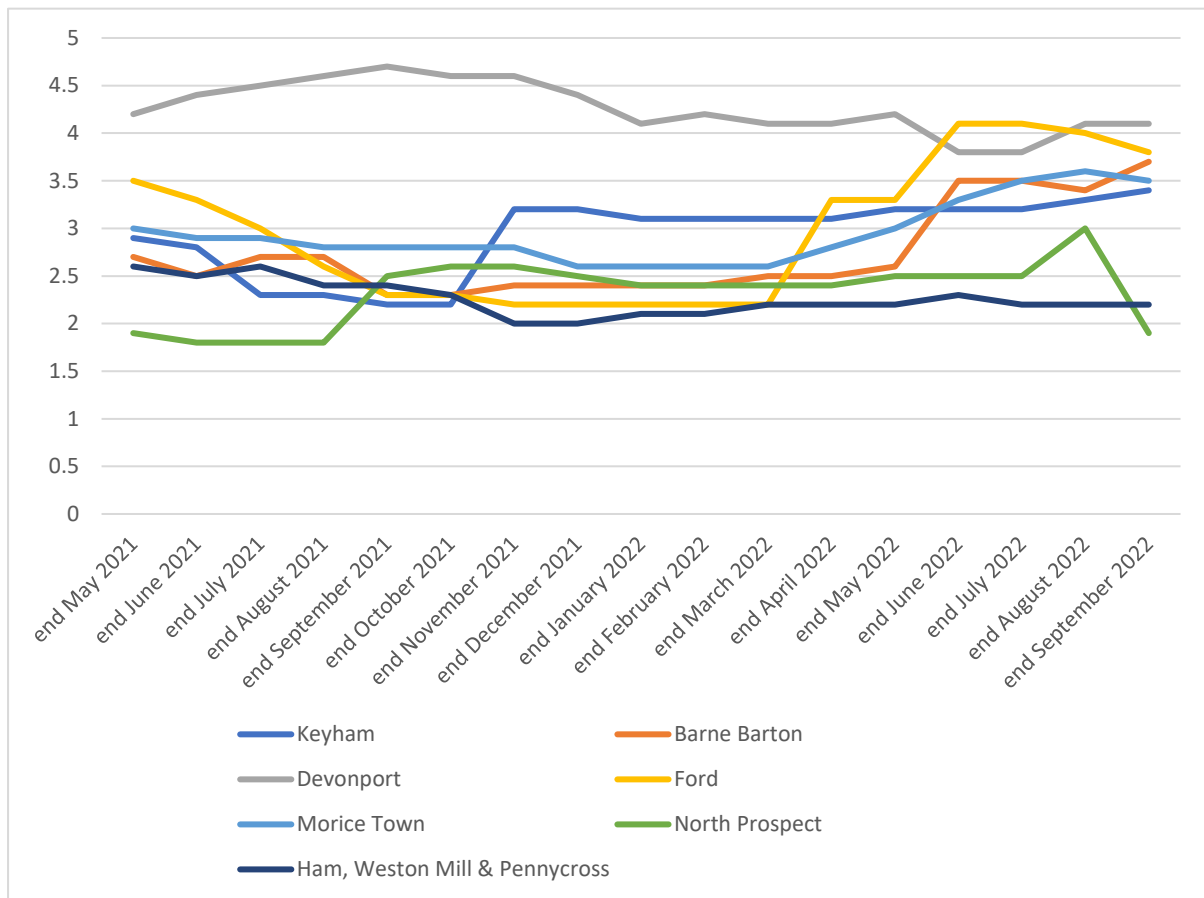


Figure 11: Monthly annual averages in burglary offences in Keyham and surrounding neighbourhoods, May 2021 to September 2022. Source: Devon & Cornwall Police.

Figure 11 compares the monthly annual averages in burglary offences of the Keyham neighbourhood and its bordering neighbourhoods in the Plymouth West & Devonport sector, between May 2021 and September 2022. The comparison shows the relatively low annual averages of burglary offences in each neighbourhood. It also shows no obvious signs of burglary displacement from the Keyham neighbourhood to its surrounding neighbourhoods, and shows that the annual averages of burglary offences have not changed markedly between May 2021 and September 2022. Since the beginning of the Safer Keyham recovery programme, burglary in Keyham has marginally increased from an annual average of 2.3 offences (end of August 2021) to an annual average of 3.4 offences by the end of September 2022.

5.2.5 Rape and sexual offences

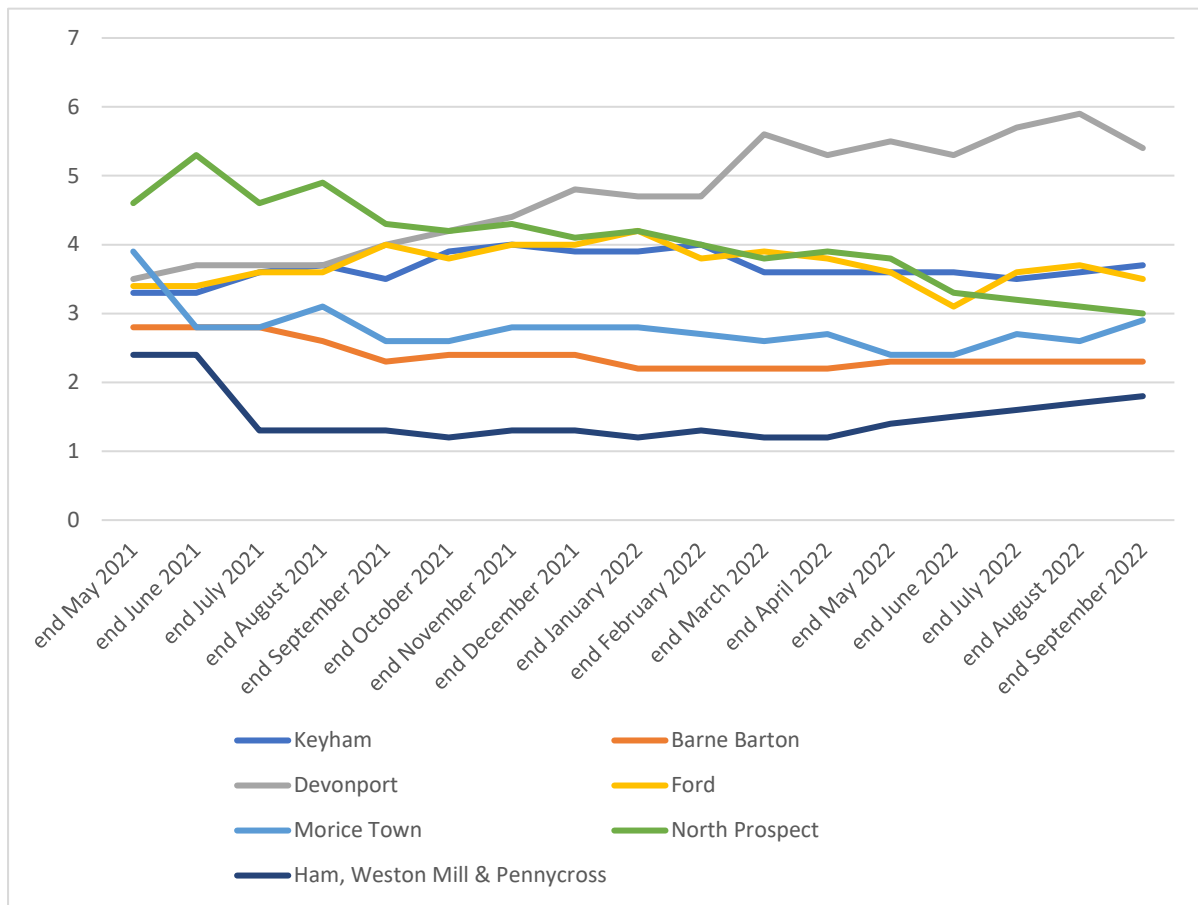


Figure 12: Monthly annual averages of rapes and sexual offences in Keyham and surrounding neighbourhoods, May 2021 to September 2022. Source: Devon & Cornwall Police.

Figure 12 compares the monthly annual averages of rape and sexual offences of the Keyham neighbourhood and its bordering neighbourhoods in the Plymouth West & Devonport sector, between May 2021 and September 2022. The comparison shows the relatively low annual averages of rape and sexual offences in each neighbourhood. It also shows that these annual averages do not change substantially over the period in question: the clearest rise is in the Devonport neighbourhood, whilst the clearest drop is in the North Prospect neighbourhood. The monthly rolling annual average for rape and sexual offences in Keyham remains relatively constant through the duration of the Safer Keyham recovery programme, from an annual average of 3.7 offences by the end of August 2021, to an annual average that is the same by the end of September 2022.

5.2.6 Drug-related crime

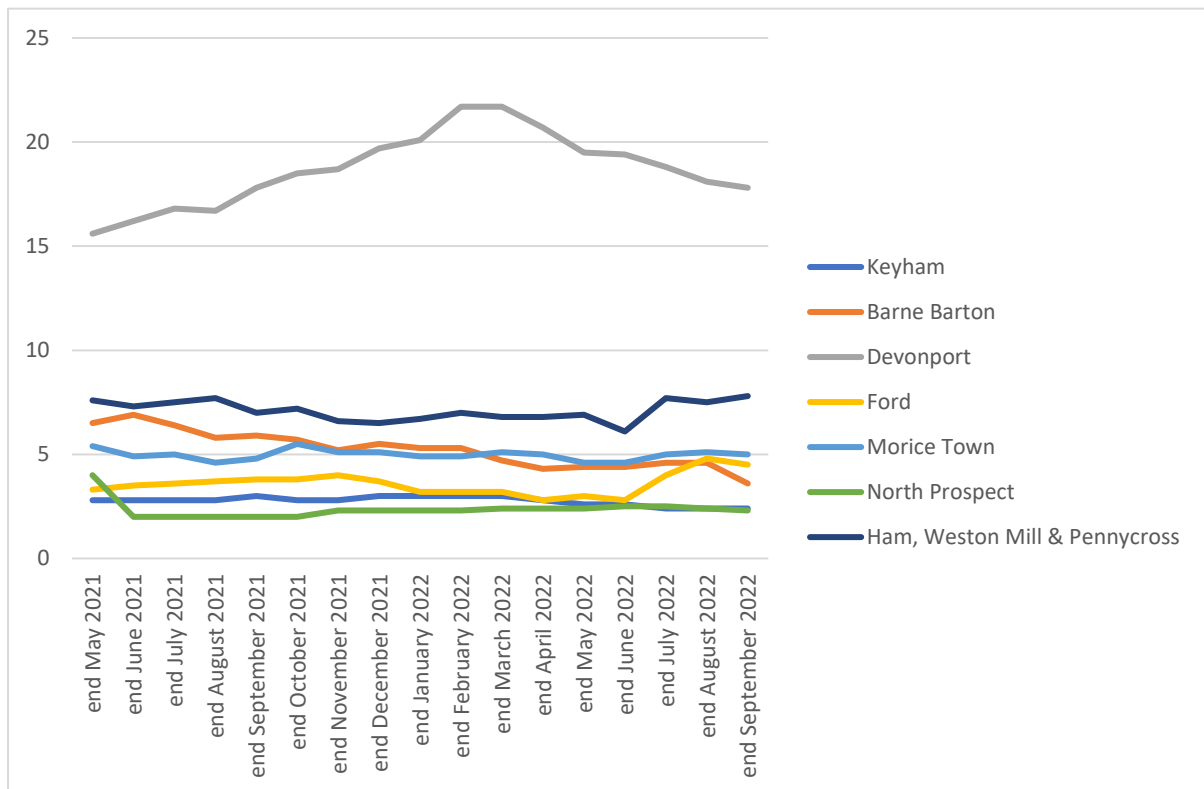


Figure 13: Monthly annual averages for drug-related crime in Keyham and surrounding neighbourhoods, May 2021 to September 2022. Source: Devon & Cornwall Police.

Figure 13 compares the monthly annual averages of drug-related crime (possession or trafficking offences) for the Keyham neighbourhood and its bordering neighbourhoods in the Plymouth West & Devonport sector, between May 2021 and September 2022. The comparison shows that with the exception of the Devonport neighbourhood the annual average number of drug-related crimes is relatively low in each neighbourhood, and has remained at a relatively constant level over the period under review, without any obvious spikes that might be indicative of displacement. The average number of drug-related crimes is particularly low, and has stayed much the same through the period of the Safer Keyham recovery programme.

5.2.7 Anti-social behaviour

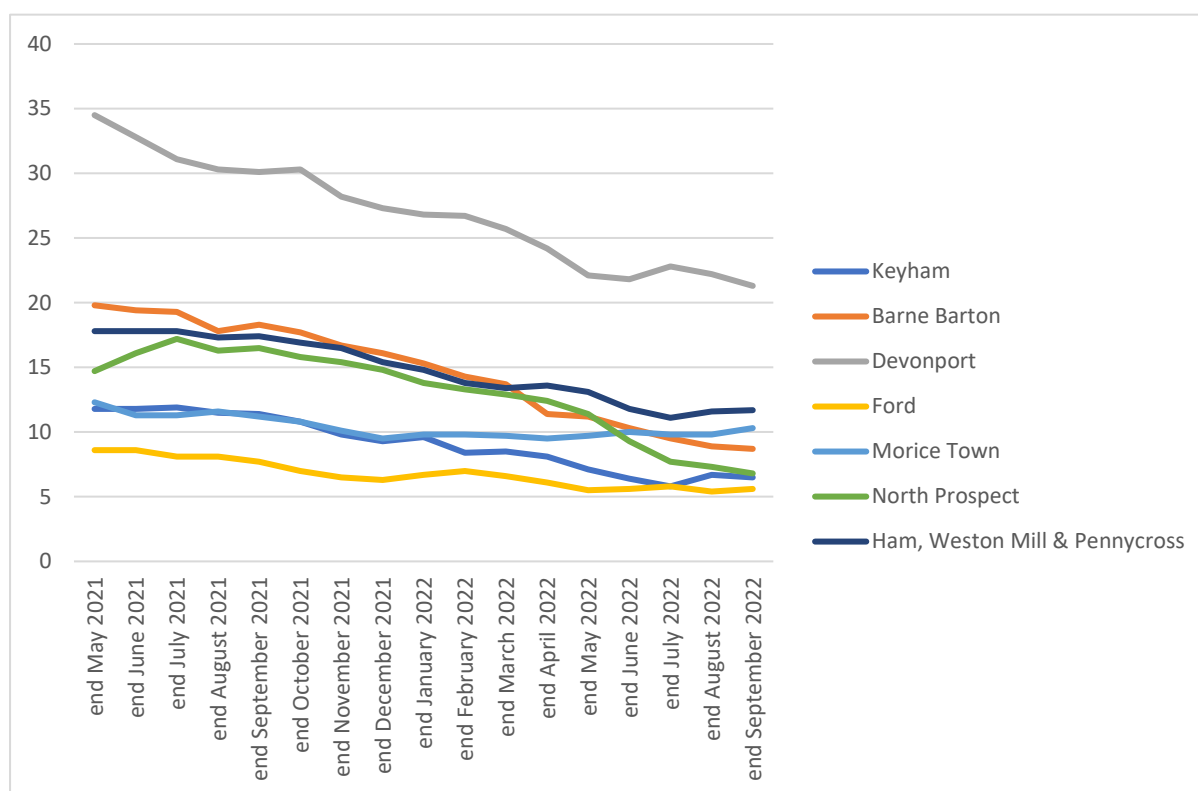


Figure 14: Monthly annual averages for anti-social behaviour incidents in Keyham and surrounding neighbourhoods, May 2021 to September 2022. Source: Devon & Cornwall Police.

Figure 14 compares the monthly annual averages for ASB incidents in the Keyham neighbourhood and its bordering neighbourhoods in the Plymouth West & Devonport sector, between May 2021 and September 2022. It shows a consistent trend of reductions in the moving average of ASB incidents for each neighbourhood across the period in question, with the sharpest drops in the Devonport, Barne Barton, and North Prospect neighbourhoods. From the beginning of the Safer Keyham recovery programme the annual rolling average for ASB incidents in Keyham dropped from 11.5 at the end of August 2021, to 6.5 at the end of September 2022.

5.2.8 Summary of the comparison of moving averages

Most of the neighbourhoods considered in this comparison are not high crime neighbourhoods, and therefore relatively small changes in the numbers of crimes committed can effect apparently significant changes in trends. This is important to bear in mind, especially when considering crime categories such as thefts, burglaries, and rape and sexual offences, where relatively few crimes are reported at the neighbourhood level. These points notwithstanding, and particularly when higher volume categories are taken into consideration, crime and ASB in Keyham have generally both fallen in the period since the introduction of the Safer Keyham recovery programme. Thus when judged by the criterion of police recorded crime and ASB incidents, Keyham may be considered to have become a safer place in the last year or so. Whilst the limitations of recorded crime as a valid indicator of 'true' crime levels should be acknowledged, not least because of the variability of public crime reporting behaviour, it is reasonable to speculate that the introduction of the well-resourced KCPT might have encouraged a higher rate of crime reporting, and indeed we found evidence of this with regard to some specific examples (see below). However, notwithstanding this, the fact that

overall recorded crime has not *increased* gives added confidence to the suggestion that Keyham is a safer place when judged in terms of recorded crime levels. At the same time, the comparison with bordering neighbourhoods does not provide any *prima facie* evidence of geographical displacement to neighbouring areas, although its possibility cannot be entirely discounted.

5.2.9 Changes in crime and anti-social behaviour in Keyham

If we focus solely upon recorded crime and ASB in the Keyham area, this general pattern of a drop in levels of crime is repeated.

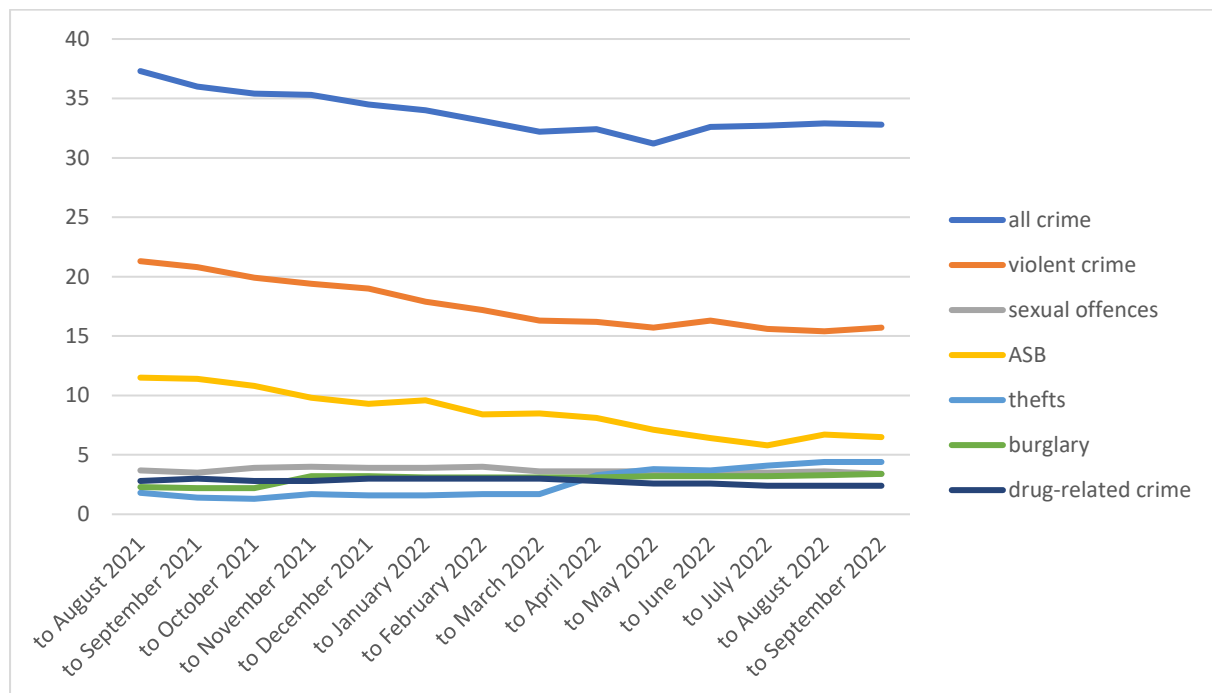


Figure 15: Monthly annual averages in crime and anti-social behaviour in the Keyham neighbourhood, from August 2021 to September 2022. Source: Devon & Cornwall Police.

Figure 15 evidences a general pattern of decline in crime and ASB that is most marked for the period between August 2021 and the spring of 2022 – thereafter there is some levelling off. For the crime categories where very few offences are recorded there is general stability across the period in question.

We can also look at recorded crime and ASB in Keyham in terms of the percentage change between the 12-month period before the beginning of the Safer Keyham recovery programme, and the 12-month period since its inception. This is represented in Figure 16 below, but it should be noted that for the ‘year before’ comparator we have used, because of the disruption to normal patterns of crime effected by the COVID-19 pandemic and its resultant lockdowns, the year from March 2019 to February 2020 inclusive, this being the last full month before the first COVID-19 lockdown.

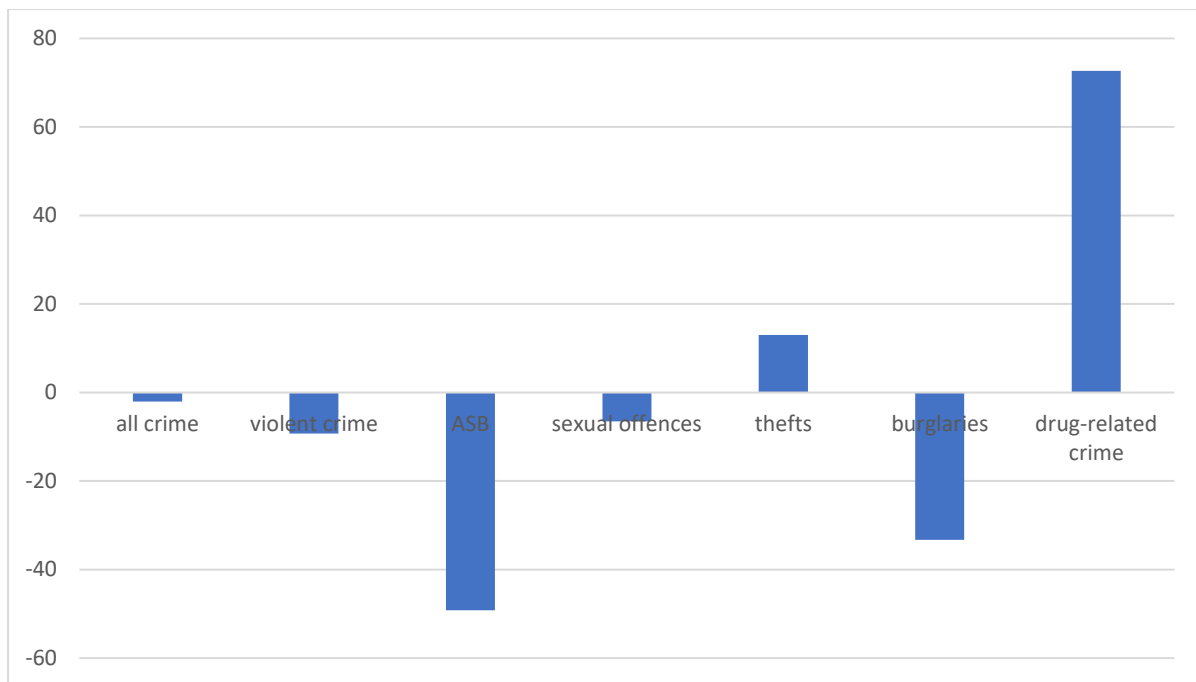


Figure 16: A comparison of crime and ASB changes in the Keyham neighbourhood between the years March 2019/February 2020 and September 2021/August 2022.

As can be seen in Figure 16, there is a general pattern of decline in crime and ASB that reflects the similar decline also found in Figure 15 above. The decline is most relevant for ASB incidents, and whilst this mirrors a similar decline found in other bordering neighbourhoods and the Plymouth West & Devonport sector (-34%) more generally, the decline in Keyham, at -49%, is second only to the decline in Ford, at -55% where the Safer Keyham programme also reached. There have been some increases in crime types – the increase in thefts is due entirely to an increase in vehicle offences, while the drug-related offences of both possession and trafficking have increased over the two time periods.

Regarding the vehicle offences, our analysis of regular KCPT activity reports shows that the team responded to an emergent series of thefts from motor vehicles in the spring of 2022, and that community intelligence-gathering led to the identification and arrest of a suspect. Whilst on bail the suspect continued with a pattern of repeat offending, leading to their subsequent re-arrest and, we understand, their eventual prosecution and sentencing. Reflecting upon the emergence of a series of these offences, the author of the KCPT July 2022 activity report wrote that ‘if the KCPT didn’t exist a number of these crimes would not be known to police and would be unrecorded’. With regard to drug-related offences, it is worth noting that in our interviews members of the KCPT specifically cited drug-related offences as the sorts of crimes that their local presence in Keyham, and the attendant community intelligence that was gathered, has made more visible.

6 Conclusion

This final report has presented the findings of the independent evaluation of the Home Office funded community policing and community safety activities and the Ministry of Justice funded victim support activities in Keyham and the surrounding areas following the critical incident of 12 August 2021. This report built on the interim findings report of November 2022, which included an analysis of secondary data gathered from partners in the Safer Keyham recovery programme and an analysis of crime and anti-social behaviour (ASB) data relating to Keyham and the surrounding neighbourhoods. This final report drew upon findings from a range of quantitative and qualitative evaluation instruments, including a community survey, interviews and focus groups with professionals and community members, and a workshop focus group with young people.

The evaluation sought to provide comprehensive answers to the following questions to evidence the impact of the Home Office and Ministry of Justice funded activities.

Has the neighbourhood policing approach in Keyham, including sustained community engagement and consultation, as a restorative and preventative measure taken following the incident helped to restore community trust and confidence?

Our research identified that the neighbourhood policing team in Keyham was well funded and well resourced, and that the team understood the principles of neighbourhood policing and its place within a process of recovery for the area. The KCPT team sustained effective engagement and consultation with the local community through application of a 'connectivity plan' and use of a 'tracker' system. The evaluation survey results evidenced positive perceptions of the KCPT by those who had had contact with officers, particularly when they were on patrol. Further, higher confidence scores for police treatment and community connectedness in the Keyham-specific results compared to the results from the wider area, suggest that the KCPT had a positive impact in that area. Further, only a few respondents stated that their confidence in the police in their local area had declined over the 12 months prior to taking the survey. However, it should be noted that the overall confidence score for the Keyham-specific results and those from the wider area did not exceed either the regional or national scores.

Have the funded community safety interventions (strengthening the local environment, targeted crime prevention, and assisting the community to reclaim community spaces) in Keyham had any statistically significant impact on crime/anti-social behaviour levels and community feelings of safety, resilience, and recovery?

Crime and ASB levels were low prior to the critical incident and have remained low. It is worth noting that crime rates in the specific Keyham area diminished in the year following the critical incident and thus the funded community safety interventions and KCPT may have prevented crime occurring. However, these results are not statistically significant and represent very small numbers of crime and anti-social behaviour. There is no evidence of displacement of crime and ASB to bordering neighbourhoods. The evaluation survey evidenced that the community and professionals valued the funded community safety interventions, though awareness and take up of them was relatively minimal. Best practice informed the delivery of interventions to facilitate community engagement and prevent crime. It is not possible to distinguish between value placed on interventions due to need resultant from the critical incident or pre-existing need in an area where resources have diminished over time. The evaluation survey found that the majority of community members reported feeling safe in their area. Generally people did not report feelings of unsafety as a consequence of the critical incident, although young people did. Community members did not use the language of 'resilience' or 'recovery'. It is evident from the literature review process for this evaluation and

from the empirical evidence gathered that measuring such is problematic in definition and time.

What impact has Victim Support's role and services had upon aiding individuals and the community in Keyham to recover from the trauma they have experienced?

As noted in this report, in accordance with this evaluation's trauma-informed approach it was decided that requesting direct contact with individuals who had received support from Victim Support would not be appropriate. Victim Support's role and services were delivered in the immediate aftermath of the critical incident and throughout the Safer Keyham evaluation period. Victim Support ensured that communities across Plymouth and the wider area were given the opportunity to engage with them to attain support that negated the bounded nature of other service delivery. The evaluation survey found that the community valued Victim Support though they did not broadly access their services. This can be explained in part by community members not perceiving themselves as legitimate 'victims'. A comprehensive outreach programme was delivered by Victim Support to ensure community members were aware of the accessibility of their service, its sustainability, and its wide geographical scope. Professionals noted the importance of Victim Support services in the ongoing trauma recovery process.

Which approaches or interventions have demonstrated the greatest evidence-based impact to aid the recovery of the community in Keyham and feelings of safety?

The evaluation survey results indicated that community policing and improvements to public spaces were viewed most positively by respondents in relation to the impact that they had on the community overall. It should be noted that more respondents were aware of these initiatives than of others, and that the changes implemented by them were perhaps the most visible elements of the Safer Keyham recovery programme. Most survey respondents felt that all the funded approaches and interventions were valuable for the area's recovery. Further, as evidenced by the survey results and qualitative interviews, initiatives that had lower levels of awareness and engagement among survey respondents were viewed positively by people who did engage with them, such as those who received home security improvements or personal security devices from the Feel Safe Scheme and those who engaged with Community Sparks Grant funded activities. The evaluation has evidenced how interventions that connected with existing infrastructure were most effective.

Which approaches or interventions (if any) have negatively impacted the recovery of the community in Keyham and feelings of safety?

The research overall found that no specific interventions negatively impacted the recovery of the community in Keyham and feelings of safety. This report has noted a few areas where caution may need to be exercised in the delivery of some activities. While the approach to support and build upon existing infrastructures to deliver interventions evidences good practice, it should be noted that reliance on volunteers can be burdensome for them and conflictual with organisational needs. Further, the reliance on pre-existing structures can serve to reinforce pre-existing inequalities or gaps in provision.

7 Initial recommendations

As noted in section 1 of this report, this report represents the outcome of the first year of a three-year research project, as additional funding was provided for a PhD student to continue research work for a further two years beyond the initial 12 months of the evaluation. The recommendations here are therefore preliminary:

- Funding awards should be long term, sustainable, and flexible in order to be responsive to community needs.
- Existing community infrastructures should be utilised and resourced to facilitate community engagement and consultation.
- Over-reliance on volunteers in the delivery of initiatives should be acknowledged alongside the recognition that they may not work within the same parameters as statutory agencies.
- Pre-existing need in areas impacted by a critical incident should be taken account of in delivering services to ameliorate rather than exacerbate community tensions.
- Proactive deployment of a dedicated community policing team provides a coherent distance between initial response and investigation teams and recovery work.
- Sustained engagement of community police officers in partnership with community organisations contributes to the building of trust and confidence in communities.
- Provision of effective long-term support to communities and professionals working in the area after a critical incident should take account of needs that arise from associated anniversaries and coronial inquests.
- A dedicated communications lead should oversee the production of publications and ensure consistency of language across print and digital media to negate use of language and terminology that may exacerbate trauma.
- The distribution of hard-copy information and support leaflets for residents in addition to social media posts ensures a broader reach across the community.
- The impact of critical incidents on young people should be a prominent focus of the recovery process, particularly given the potential for their exposure to disturbing narratives and images on social media.
- The provision of resources and interventions to specific pre-defined geographical areas risks excluding those impacted from equidistant, adjacent, and other areas.
- Support offers should extend beyond the immediate area of the critical incident and be made available to professionals and volunteers involved in the recovery process.

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Appendix 1: Community survey



UNIVERSITY OF
PLYMOUTH
School of Society & Culture

Southern Horizons (UK) LTD

Safer Keyham – Share your Views

Introduction

The Home Office has provided funding to Plymouth City Council, the Office of the Police and Crime Commissioner and Devon & Cornwall Police for a programme of community policing, community safety and victim support initiatives in Keyham and Ford which aim to reassure residents that their neighbourhoods are safe places to live, work and play following the incident on 12th August 2021.

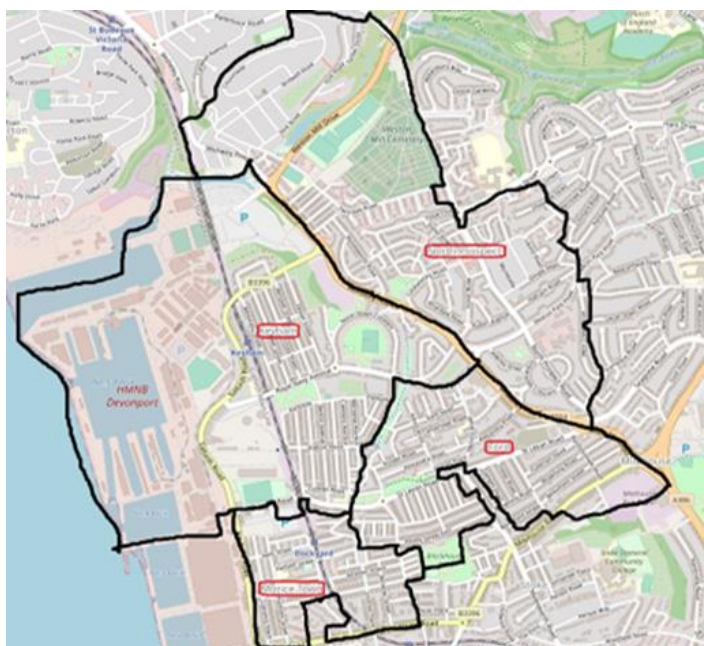
The University of Plymouth has been asked to carry out an independent evaluation of how the funding has been spent and what difference it has made for residents. This survey is part of the evaluation. It has been designed by the University of Plymouth and Southern Horizons (UK) Ltd to understand what residents think about the Safer Keyham recovery programme and how they feel about the area. Your feedback is really valuable whether you have heard of the programme before or not.

The survey is completely voluntary, should take no longer than ten minutes to complete and we do not collect any personal information.

If you would like to find out more about the Safer Keyham programme please visit the Plymouth Together website <https://plymouthtogether.co.uk/>. If you would like more information about the survey or would like to take part in an interview, please don't hesitate to contact us at keyhamevaluation@plymouth.ac.uk.

Thank you for taking part.

1. Please look at the following map (adapted from <https://www.openstreetmap.org>) which will also be provided on a laminated card and tell us which area you live in by selecting one of the following options.



- Keyham ☐
- Ford ☐
- North Prospect ☐
- Morice Town ☐
- Other (please specify in the box below) ☐

Safer Keyham Activities

The Safer Keyham programme involves a range of different activities within the community. The next questions are about your awareness, involvement and thoughts about them. Your views are really valuable even if you haven't heard of the programme before.

2. Please start by telling us whether you are aware of the following...

	Yes	No	Unsure
The Safer Keyham Programme	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The Plymouth Together Website	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The Plymouth Together Community Hub	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The Plymouth Together Community Hub Facebook Group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community Voices	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Community Policing

3. In September 2021 a dedicated Keyham Community Policing Team (KCPT) was formed covering Keyham and Ford.

	Yes	No	Unsure
Were you aware of this before taking the survey?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4. During the last 12 months have you had contact with police officers in Keyham or Ford through any of the following (please tick all that apply)?

An open public meeting (either face to face or online)	<input type="checkbox"/>
A Neighbourhood Watch meeting	<input type="checkbox"/>
A surgery or drop-in centre (e.g. at the CO-OP or LIDL)	<input type="checkbox"/>
Officers on patrol	<input type="checkbox"/>
None of the above	<input type="checkbox"/>
Other (please specify in the box below)	<input type="checkbox"/>

5. On a scale of 1-5 where 1 is extremely valuable and 5 is not at all valuable, how valuable do you think community policing is for the area's recovery?

1	2	3	4	5
Extremely valuable	Quite valuable	Undecided	Not very valuable	Not at all valuable
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Improvements to Public Spaces

6. The Safer Keyham grant paid for improvements to public spaces in the Keyham area, including new street lighting and CCTV as well as improvements to green spaces with a Green Space Plan.

	Yes	No	Unsure
Were you aware of this before taking the survey?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7. Have you noticed any of the following in Keyham and Ford over the last 12 months (please tick all that apply)?

Community consultation or workshops about public spaces	<input type="checkbox"/>
Improved street lighting	<input type="checkbox"/>
New CCTV cameras	<input type="checkbox"/>
Improvements to footways/pathways	<input type="checkbox"/>
Overgrown vegetation having been cut back	<input type="checkbox"/>
Green space improvements such as new trees	<input type="checkbox"/>
New natural play equipment	<input type="checkbox"/>
Removal of graffiti/street clean up	<input type="checkbox"/>
None of the above	<input type="checkbox"/>
Other (please specify in the box below)	<input type="checkbox"/>

8. On a scale of 1-5 where 1 is extremely valuable and 5 is not at all valuable, how valuable do you think making improvements to public spaces is for the area's recovery?

1	2	3	4	5
Extremely valuable	Quite valuable	Undecided	Not very valuable	Not at all valuable
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Feel Safe Scheme and Crime Prevention Outreach

9. The Safer Keyham grant paid for a Feel Safe Scheme delivered by Neighbourhood Watch and Crime Prevention Outreach, including the provision of free home security improvements and the delivery of crime prevention events and advice.

	Yes	No	Unsure
Were you aware of this before taking the survey?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

10. Over the last 12 months have you received any of the following (please tick all that apply)?

Free of charge home security improvements (e.g. new door/window locks, spy holes or window restrictions) ☐

Free of charge home fire safety check ☐

Free of charge personal safety device ☐

None of the above ☐

Other (please specify in the box below) ☐

11. On a scale of 1-5 where 1 is extremely valuable and 5 is not at all valuable, how valuable do you think Feel Safe Schemes and Crime Prevention Outreach are for the area's recovery?

1	2	3	4	5
Extremely valuable	Quite valuable	Undecided	Not very valuable	Not at all valuable
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Community Training

12. The Safer Keyham grant paid for free Community Training for residents and groups.

	Yes	No	Unsure
Were you aware of this before taking the survey?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

13. Have you attended free Community Training on any of the following topics over the last 12 months (please tick all that apply)?

Trauma awareness/trauma informed practice ☐

Bystander intervention ☐

- Crime prevention ☐
- Working with young people ☐
- Mental health ☐
- None of the above ☐
- Other (please specify in the box below) ☐

14. On a scale of 1-5 where 1 is extremely valuable and 5 is not at all valuable, how valuable do you think that Community Training is for the area's recovery?

- | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 1 | 2 | 3 | 4 | 5 |
| Extremely valuable | Quite valuable | Undecided | Not very valuable | Not at all valuable |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Community Sparks Grant Scheme

15. The Safer Keyham grant paid for a Community Grant Scheme.

- | | | | |
|---|--------------------------|--------------------------|--------------------------|
| | Yes | No | Unsure |
| Were you aware of this before taking the survey? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

16. Over the last 12 months have you done any of the following (please tick all that apply)?

- Applied for Sparks funding ☐
- Received Sparks funding ☐
- Voted for a project ☐
- None of the above ☐
- Other (please specify in the box below) ☐

17. On a scale of 1-5 where 1 is extremely valuable and 5 is not at all valuable, how valuable do you think that Community Grant Schemes are for the area's recovery?

- | | | | | |
|--------------------|----------------|-----------|-------------------|---------------------|
| 1 | 2 | 3 | 4 | 5 |
| Extremely valuable | Quite valuable | Undecided | Not very valuable | Not at all valuable |

☐☐☐☐☐

Victim Support

18. A Ministry of Justice grant paid for Victim Support to help the community's recovery.

Yes

No

Unsure

Were you aware of this before taking the survey?

☐☐☐

19. Have you made use of any of the following over the last 12 months (please tick all that apply)?

A Victim Support helpline

☐

Victim Support online chat

☐

Victim Support case workers in the community

☐

None of the above

☐

Other (please specify in the box below)

☐

20. On a scale of 1-5 where 1 is extremely valuable and 5 is not at all valuable, how valuable do you think that Victim Support is for the area's recovery?

1

Extremely valuable

☐

2

Quite valuable

☐

3

Undecided

☐

4

Not very valuable

☐

5

Not at all valuable

☐

Overall Impact

21. Please tell us what kind of impact each element of the Safer Keyham Programme has had on the community overall

A positive impact

A negative impact

No impact

Don't know

Community Policing

☐☐☐☐

Improvements to Public Spaces

☐☐☐☐

Feel Safe Scheme and Crime Prevention Outreach

☐☐☐☐

Community Training

☐☐☐☐

Community Sparks Grant Scheme	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Victim Support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Views about Living in the Area

The next questions are about your local area. By local area we mean within a 15 minute walk from your home.

22. Please say how much you agree or disagree with the following statements about your local area.

	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree
There is a strong sense of community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
We have good support networks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I am comfortable living there	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The area feels safe	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

23. Over the last 12 months have your views about your local area...

Improved	Got worse	Stayed the same
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please use this comment box to tell us about any changes in your views about your local area (and why)

24. Over the last 12 months would you say that in your day to day behaviour you have become more or less conscious about your personal security when you are out and about or has there been no real change?

I have become more security conscious	I have become less security conscious	It's about the same/no real change
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Views about the Police in your Local Area

The next questions are about your views on the police in your local area. By local area we mean within a 15 minute walk from your home.

25. Please say how much you agree or disagree with the following statements about the police in your local area.

	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree
The police in this area can be relied on to be there when you need them	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The police in this area would treat you with respect if you had contact with them for any reason	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The police in this area treat everyone fairly regardless of who they are	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The police in this area understand the issues that affect this community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The police in this area are dealing with the things that matter to the people in this community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The police in this area can be trusted	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Taking everything into account I have confidence in the police in this area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

26. Over the last 12 months has your confidence in the police in your local area...

Improved	Got worse	Stayed the same
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please use this comment box to tell us about any changes in your views about the police in your local area (and why)

Concluding Comments

These last questions provide an opportunity for you to add any comments.

27. What (if anything) more could the police and other local agencies be doing to support the area's recovery?

28. Please tell us whether you are...

Male

☐

Female

☐

Prefer not to say

☐

29. And which age bracket are you currently in?

Under 18

☐

18-24

☐

25-34

☐

35-44

☐

45-54

☐

55-64

☐

65+

☐

Prefer not
to say

☐

30. Thank you for taking the time to complete this survey. If you have any support needs please contact Victim Support on 0808 1689 111.

If you would like to take part in an interview for this evaluation please email:

keyhamevaluation@plymouth.ac.uk

Please feel free to use the comment box below if you would like to leave any additional feedback.

Appendix 2: Research participant consent form



Safer Keyham Evaluation

ETHICAL CONSENT FORM

I, the undersigned, declare that I agree to taking part voluntarily and anonymously in the research '**Safer Keyham Evaluation**', conducted by Caroline Watson, Professor Zoë James, Dr Katie McBride and Dr Daniel Gilling of the School of Society and Culture at the University of Plymouth.

I declare that I understand the contents of the participant information sheet and the type of participation that is requested of me. In relation to this, I agree to participate voluntarily and for my contribution to be recorded and transcribed.

I also declare that I have been informed that I can refuse to participate or stop participating at any time without giving explanations or receiving any sanction.

I declare that I know and the information I provide will be confidential and anonymous.

This document is signed in two copies, one being in the possession of each of the parties.

Participant Name

Researcher Name

Signature

Signature

Date:

Date:

Any questions you wish to ask during the research process may be sent to the Principal Researcher: Professor Zoë James, University of Plymouth, Drake Circus, Plymouth, Devon. PL4 8AA. Email: z.james@plymouth.ac.uk

If you feel that your rights have not been upheld by this study, please contact the administrator for the Ethics Committee in the Faculty of Arts, Humanities and Business, University of Plymouth: Claire Butcher. Email: FoAHBEthics@plymouth.ac.uk