



COMMUNITY SAFETY STRATEGIC ASSESSMENT:

2018/19 END OF YEAR REVIEW
CAMBRIDGE CITY

VERSION 1.0: FINAL

JUNE 2019

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EXECUTIVE SUMMARY

SUMMARY

Statutory agencies that form the Cambridge City Community Safety Partnership (CCCSP) have worked over the past decade to embed a variety of work into a 'business as usual' approach. This includes partnership working, joint problem solving, shared action plans for complex cases and awareness raising. In light of the reducing budgets and in recognition that for residents' joint working often produces the most effective outcomes.

The root causes of crime are complex and take long term solutions that require a multi-agency approach. The impacts of the cuts to the public sector are a factor and the Partnership is in the difficult position of being asked to do more with less within an arena of complexity.

In more recent years, the Partnership has moved to prioritising those things that cause the most harm, have impacted the most vulnerable or pose the highest risk. These complex issues have required some investigation in order to further understand the complex issues, some exploration of options within new legal powers and for creating opportunity for innovative practice. The next steps from this are the learning from what has or hasn't worked, the sharing more widely of this learning and integrating ways of working across the wider community safety agenda.

For this strategic assessment the Research Group has attempted to collate and review the impact and outcomes of the partnership work under each priority. What has become clear is the Partnership has not set clear strategic aims and measurable goals. In part that was acknowledged at the time in order to create space to investigate issues. Whilst gathering the data and feedback from lead officers it has been hard to demonstrate measurable impact and added value from the activity undertaken on behalf of the CSP. There are a number of county wide delivery groups by thematic area, which flow both to the Countywide Community Safety Strategic Board and to the CSPs. Now would be an appropriate opportunity for a fuller review of strategic direction of the CSP.

It is recommended that the Partnership sets clear strategic aims and objectives. That the priorities agreed are those where the Partnership can 'add value' rather than areas of work which are already underway.

Having already reviewed the Partnership structure, a new structure was agreed in February 2019. This has included a review of the task groups (as shown in Appendix D). These are focused on the following topics;

- City Centre issues
- Case management of complex cases including ASB through the Problem Solving Group
- Street Community

These groups will be reporting back to the Multi-Agency Steering Group quarterly in order for the CSP to monitor progress.

It is recommended that the Partnership take this opportunity to review the current priorities and the timeline through which it meets and delivers its action plan. In particular;

- The timing of meetings
- The timing for receiving the strategic assessment and what other evidence is required by the CSP
- Additional data and information needed in order to greater understand the issues
- The impact of current activity
- The way in which learning can be drawn from the partnerships experience and expertise more effectively.

KEY FINDINGS

All crime

With the caveats to the police recorded crime data outlined later in this document, overall volume of crime in Cambridge City has increased to a lesser extent in the past year.

County lines

County lines issues are high on the agenda locally and active police operations are looking to tackle aspects of this. In terms of evidence base beyond crime statistics, there is some variation in the level of persistent absenteeism across Cambridge City schools. This data could be used alongside referrals to identify potential areas for additional support.

Modern slavery

Increased awareness and activity around Modern Slavery nationally have been reflected to a limited extent in reports of Labour exploitation in Cambridge City. Targeted force wide operations have also identified sexual exploitation in the context of organised crime occurring in and beyond Cambridge City.

Risk of victimisation violence

Small increase in assault with injury has been reflected in police recorded crime data for Cambridge City. The Emergency Department of Addenbrooke's hospital has seen a rise in assault related arrivals, with a noted rise in assaults involving sharp weapons/ knives. Ambulance Callouts for assault otherwise appears to be in decline for Cambridge City. It appears that the nature rather than the volume of violence is seeing changes. Overall the risk of being the victim of violence remains small.

Vulnerable people

Due to the high risk of harm, exploitation of adults, particularly those that are more vulnerable remains a key area of business for the public sector. The Partnership continues to consider these issues as part of its action planning. Whilst for some aspects of exploitation the number of crimes reported remains low the seriousness and harm is substantial.

City Centre issues

City centre issues such as shop theft, daytime ASB continue to be the focus of the relevant working group. The partnership should note that preliminary analysis shows the profile of known offenders in Cambridge City is biased towards those with increased need and increased risk of reoffending.

Vulnerable locations

Drug misuse data may be particularly relevant to taking a refreshed perspective on vulnerable locations in Cambridge City. Broadly speaking there is an increasing trend in needle finds reported; the cause of this would need further investigation. National changes to the types of drugs being misused and the associated increased harm also warrant further investigation due to similar anecdotal changes locally.

Domestic Abuse

Domestic abuse continues to be a countywide priority. The development of the Safe and Healthy Schools programme is likely to lead to some prevention work being co-ordinated at a Cambridgeshire and Peterborough level rather than a district level. Overall levels of incidents reported to the police remain similar to previous years.

RECOMMENDATIONS

The following section summarises the recommendations for the CSP, these will be discussed in full at the July 2019 meeting. The recommendations broadly cover two areas; how the partnership responds to the changes already taking place and recommendations regarding existing priorities.

The following recommendations are made in relation to the Partnership structures and delivery;

- Review the timetable of the Partnership.
- The Partnership can set its own timetable. Given the changes to funding and planning cycles the Partnership could start their action plan following the development day. This would enable the outcomes from the workshop and July 2019 meeting to form part of the action plan.
- For the previous year the final strategic assessment was presented in July as there was no April meeting. Any changes in the timetable will have a knock on effect to the timing of delivering the strategic assessment. There should be clear alignment between the delivery of the strategic assessment and the priority setting of the Partnership.
- Further as part of the agreement of priority setting, the Partnership needs a clear strategic aim and agreed measures of success.

The following recommendations are made in relation to the priorities;

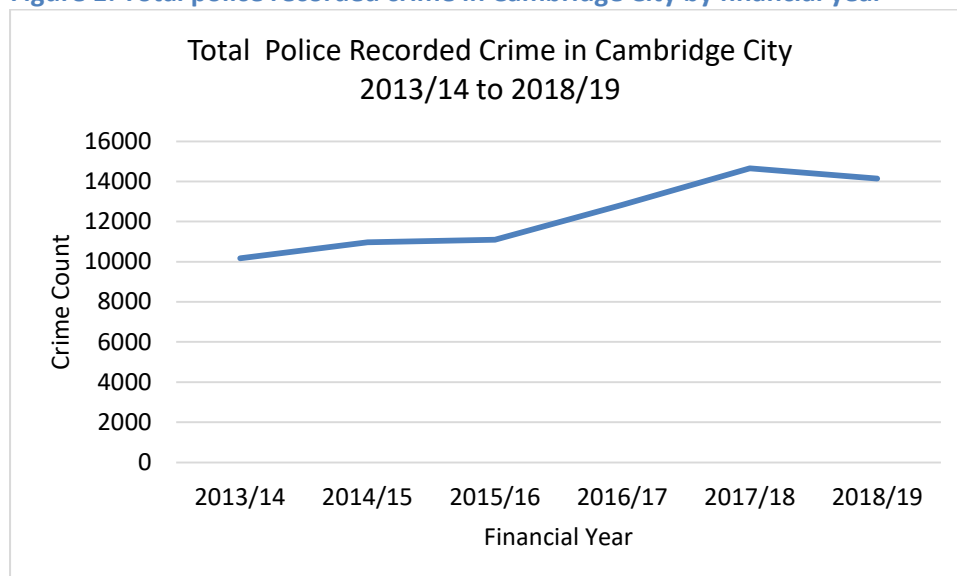
- It is recommended that the Partnership discharge the domestic abuse priority. The officers will continue to work closely with the countywide groups and support the countywide action plan. This work is now business as usual.
- It is recommended that in light of the Partnership taking on a transformation topic that heavily overlaps with the first priority 'Safeguarding people against violence and exploitation' that this priority be reviewed and defined more clearly.
- It is recommended that there are agreed measures of success agreed for Priority 2 'Identifying and responding to vulnerable locations' in order to assess the effectiveness of the activity and overall impact of the Partnership work.
- It is recommended that the Partnership seeks further feedback on interventions and the impact and outcomes of Partnership work.

BACKGROUND

OVERVIEW OF CRIME AND DISORDER

Overall totalled police recorded crime in Cambridge City for 2018/19 was higher than the five year average but down slightly on the previous year. The Partnership has not had regular access to the police data during the year due to the introduction of Athena. Further it should be noted that the data supplied within this report is still subject to possible alterations as auditing continues of the data by the Corporate Performance Team at Cambridgeshire Constabulary.

Figure 1: Total police recorded crime in Cambridge City by financial year



Total violence against the person is slightly up, this was expected based on monitoring trends during the year including data from Addenbrooke's Emergency Department. Although the increase in violence with injury is very small compared to the previous year. This is discussed in more detail later in the document.

Acquisitive crime has a mixed picture. Dwelling burglary reduced year on year (down 17%), although total vehicle crime had a slight increase over the same period (up 1%). Overall these crime types which are not increasing in volume are not causing the same level of concern due to the lower risk they pose to residents.

CHANGES SINCE THE PREVIOUS STRATEGIC ASSESSMENT

The last full year review for Cambridge City was published in December 2017 in order for the Partnership to review progress against the priorities and set strategic direction for 2018/19. This document will help the Partnership understand the current position in order to embed the new model of working.

During 2018/19 the board approved the aligning of meetings with South Cambridgeshire Crime and Disorder Reduction Partnership (CDRP) in order to tie with the local health groups (which covers both local authority areas). For 2018/19 it trialled two joint meetings with the CDRP. The Partnership should review the outcomes from these joint meetings to see if there are any further development that would create improved outcomes.

UNDERSTANDING THE WIDER CONTEXT – COUNTYWIDE VIEW

The table below shows the four main organisations current priorities, to enable the CSP to place their own work within the wider context of public sector. The clear overlaps focusing on vulnerable people and place based delivery support which is the direction the CSP has taken in recent years.

Table 1: Overlap between priorities across police, fire, county council and OPCC

	Office of the Police & Crime Commissioner	Police	Cambridgeshire County Council	Cambridge City Council
People	Safeguarding the vulnerable Attacking criminality	Child Abuse Child Exploitation Modern Slavery Domestic Abuse Mental Health (cross-cutting theme) Improve quality of investigations Serious sexual offences Dwelling burglary	A good quality of life for everyone The best start for Cambridgeshire's children	One Cambridge – Fair for All A great place to live, learn and work
Places	Preventing crime & reassuring the public	Counter-terrorism Tackle root causes of offending Maximise partnership community safety responses Enhanced problem solving approach	Thriving places for people to live	Caring for the planet
Organisational focus	Transformation	Force collaboration e.g. BCH, national specialists Develop agile working, force estates strategy		

UNDERSTANDING IMPACT

Where possible throughout this document the Research Group has collated activity undertaken to tackle the priority areas and where known and provided the outcome of this activity. However, it should be noted that this is an area of weakness of this strategic assessment. It is recommended that the partnership receive more frequent feedback from lead officers detailing the outcomes and impact of the work carried out.

PRIORITY REVIEWS

PRIORITY 1: SAFEGUARDING PEOPLE AGAINST VIOLENCE AND EXPLOITATION

The Cambridge City CSP outlined two strands of work in respect of this priority for the 2018/19 Community Safety Plan;

- 1) Children, with a focus on young people at risk to County Lines activity
- 2) Adults most at risk of harm

While County Lines activity may have particular pertinence to the exploitation of young people, all of the issues covered below including county lines may involve both vulnerable children and adults.

COUNTY LINES

The proliferation of the drug lines throughout the UK has caused a variety of safeguarding issues, particularly as vulnerable people are targeted in this form of crime. Beyond the community implications of drugs being supplied to an area, violent assault is also strongly associated with this type of crime. Indeed while drugs are acknowledge as a key driver of increased violence, there is evidence that County Lines dealers are more violent than the local user/dealers who have previously ran markets.¹ County lines was addressed directly in the government's national Serious Violence Strategy in April 2018, which included a county lines action plan. This had an emphasis upon awareness raising across frontline practitioners in key sectors including health, housing, education, social care and youth offending. A National Crime Agency briefing on the threat update for County Lines² (published November 2018), was included in this action plan. This briefing was based on returns from Police forces across England and Wales as well as the British Transport Police³. Some key characteristics of County Lines activity highlighted by this briefing are summarised below.

Figure 2: Common and emerging characteristics of County Lines activity

- **High levels of violence associated with County Lines knife carrying**
"The widespread and frequent use of violence and carrying of weapons is noted in 2017 returns."
- **Carrying weapons widely occurring in County Lines activity**
"Virtually all forces that reported county lines activity also referenced that the individuals responsible were involved with carrying weapons. Knives were mentioned by 85% of forces (35) and firearms were mentioned by 74% of forces (32)."
- Cuckooing practiced, but also targeting other accommodation types more recently (for example caravan parks)
- **Children most frequently encountered victims of County Lines exploitation**
- **Emerging issue of companies being complicit e.g. taxis, fast food outlets and car hire firms**
"18% of force returns reference potentially complicit companies providing services to county lines groups, including taxis, fast food outlets and car hire firms. Most concern suspicions of complicity rather than confirmed reports. Such facilitators would generally be used to distance the group from criminality i.e. to hide travel patterns, methods and the identity of county line nominals."

Source: National Crime Agency Briefing (Nov 2018)

¹ "Good evidence suggests this would drive up violence: County Lines dealers are more violent than the local user/dealers who previously ran markets; and crack-cocaine is the drug most linked to violence." Home Office <https://www.local.gov.uk/sites/default/files/documents/Violence%20Strategy%20and%20County%20Lines%20Action%20Plan%20-%20Nick%20Hunt.pdf>

² <http://www.nationalcrimeagency.gov.uk/publications/832-county-lines-violence-exploitation-and-drug-supply-2017/file>

³ <http://www.nationalcrimeagency.gov.uk/publications/832-county-lines-violence-exploitation-and-drug-supply-2017/file>

The statistics for those already identified as involved in County Lines nationally is available from the National Crime Agency. In cases of potential exploitation, services may refer individuals to the National Referral Mechanism for assessment and support. Referral statistics are collated and reported by the National Crime Agency. The most recently published national reports highlight that the key component of referrals for minors was potential labour exploitation, encompassing county lines drug supply⁴.

In terms of young people at risk of involvement in County Lines activity, school absence and exclusion is a potential flag. The Department for Education (DFE) collated attendance data is shown below for Secondary Schools serving Cambridge City. The proportion of sessions missed due to Exclusion (without alternative provision) as reported by the DFE is also shown below. The latter has been highlighted as an important area of risk for county lines activities as young people excluded from school are known to be targeted for exploitation⁵. Secondary schools in Cambridge City have variable trends in Overall Absence rates since 2014/15 as shown below, most notably in terms of persistent absenteeism.

Table 2: Overall Absence Rate (% of possible sessions) for Secondary Schools serving Cambridge City 14/15 to 17/18 Academic years.

Establishment Name	Overall % Absence Rate (Sessions) 14/15	Overall % Absence Rate (Sessions) 15/16	Overall % Absence Rate (Sessions) 16/17	Overall % Absence Rate (Sessions) 17/18
Coleridge Community College	6.90	7.50	8.10	8.15
The Netherhall School	-	8.50	6.70	6.81
Trumpington Community College	-	6.40	7.90	6.65
Cambridge Academy for Science and Technology	8.20	8.20	5.90	5.36
Parkside Community College	5.10	4.90	5.00	5.24
North Cambridge Academy	6.60	7.10	6.70	4.77
Chesterton Community College	4.00	3.70	3.80	4.57
St Bede's Inter-Church School	4.80	4.30	4.80	4.30

Source: Department for Education

⁴ <https://www.nationalcrimeagency.gov.uk/who-we-are/publications/282-national-referral-mechanism-statistics-end-of-year-summary-2018/file>

⁵ <https://www.local.gov.uk/sites/default/files/documents/County%20Lines%20National%20Summary%20-%20Simon%20Ford%20WEB.pdf>

Table 3: Overall Exclusion Rate (% of possible sessions) for Secondary Schools serving Cambridge City 14/15 to 17/18 Academic years.

Establishment Name	% Sessions Excluded 14/15	% Sessions Excluded 15/16	% Sessions Excluded 16/17	% Sessions Excluded 17/18
Coleridge Community College	0.11	0.25	0.46	0.39
North Cambridge Academy	0.18	0.23	0.29	0.22
The Netherhall School	-	0.13	0.07	0.16
Trumpington Community College	-	0.11	0.27	0.12
Parkside Community College	0.04	0.04	0.04	0.06
Cambridge Academy for Science and Technology	0.03	0.13	0.10	0.04
Chesterton Community College	0.04	0.03	0.03	0.04
St Bede's Inter-Church School	0.02	0.04	0.02	0.01

Source: Department for Education

Table 4: Percentage of enrolments (i.e. pupils) classed as persistent absentees (missing 10 per cent or more of their own possible sessions) in Secondary Schools Serving Cambridge City 2017/18 academic year

Establishment Name	% Pupils classed as persistently absentees in 2017/18 academic year
Trumpington Community College	19.6
Coleridge Community College	18
The Netherhall School	16.1
Cambridge Academy for Science and Technology	14
North Cambridge Academy	12.1
Parkside Community College	11.9
Chesterton Community College	8.6
St Bede's Inter-Church School	6.9

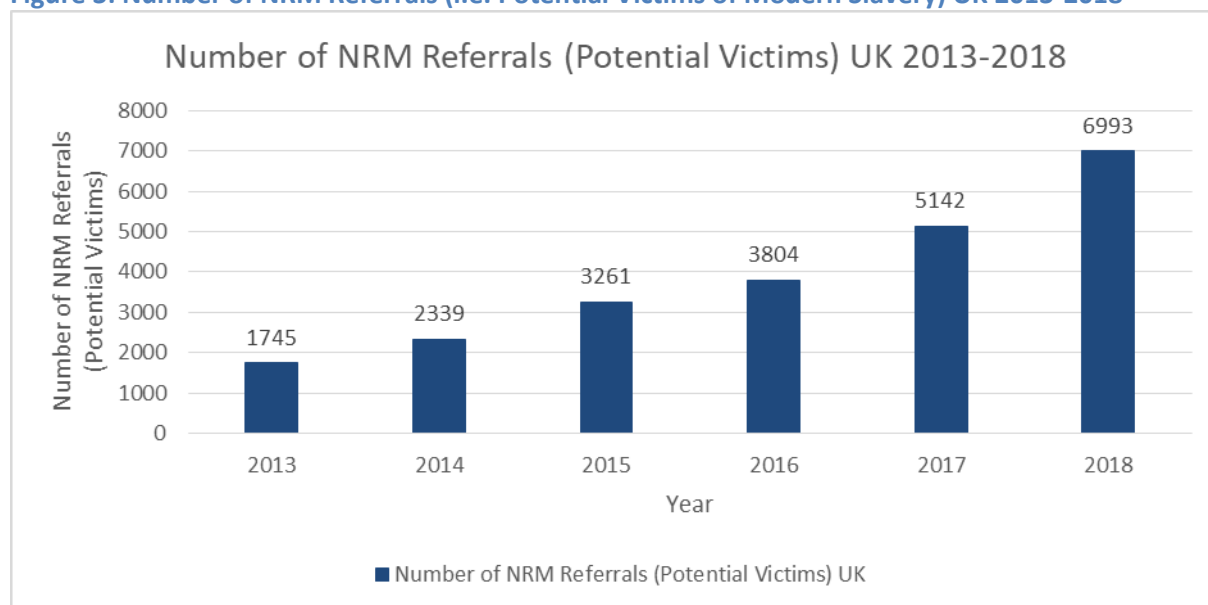
Source: Department for Education

MODERN SLAVERY

This section provides a brief update on the knowns. It should be remembered that this is a much hidden crime. Modern slavery remains a Cambridgeshire Constabulary force priority. Potential modern slavery activity can be highlighted by referral of possible victims to the National Referral Mechanism (NRM)⁶, statistics for which are shown below (referring agencies encompass police, local government, governmental agencies and voluntary sector).

⁶ <https://www.nationalcrimeagency.gov.uk/who-we-are/publications/282-national-referral-mechanism-statistics-end-of-year-summary-2018/file>

Figure 3: Number of NRM Referrals (i.e. Potential Victims of Modern Slavery) UK 2013-2018



Source: National Crime Agency 2019

The NRM statistics provide some annual referring agency summaries for local analysis, including that for the 18 potential victims referred by Cambridgeshire Constabulary in 2018 as shown in Table 5 below.

Table 5: Proportions of potential Victims referred via the NRM with Cambridgeshire Constabulary as referring agency in 2018, by claimed exploitation type and nationality (Adults and Minors)

		Albania	Czech Republic	Romania	Slovakia	Syria	United Kingdom	Vietnam	Total
Claimed Exploitation Type	Labour Exploitation	22%	6%	11%	6%	6%	39%	6%	94%
	Sexual Exploitation	0%	0%	6%	0%	0%	0%	0%	0%
	Unknown Exploitation	0%	0%	0%	0%	0%	0%	0%	0%
	Total	22%	6%	17%	6%	6%	39%	6%	100%

Source: NCA 2019

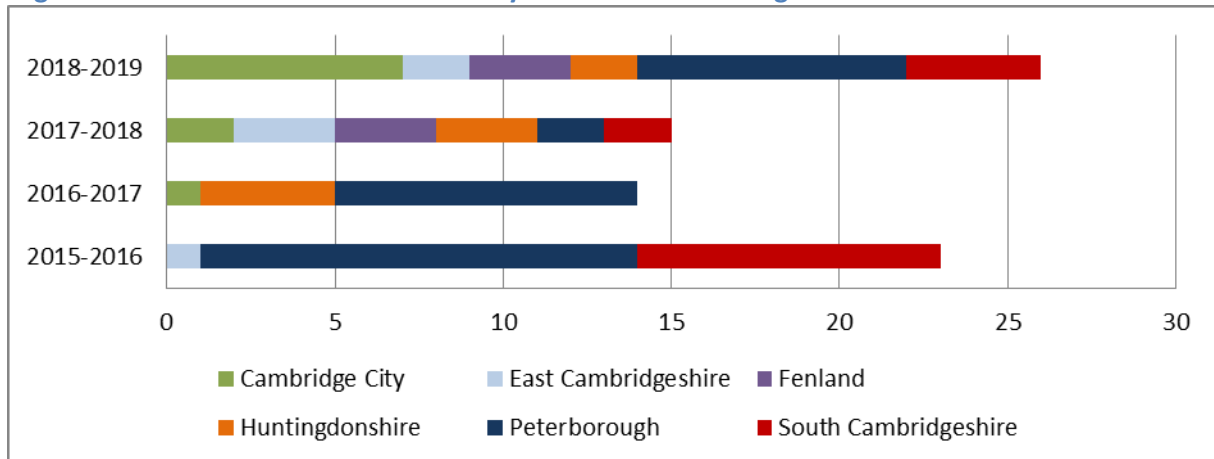
Whereas the above statistics may be indicative of potential MS activity, confirmed cases of MS is quantified by police recorded crime. The Modern Slavery Police Transformation Programme (MSPTP) annual report⁷ describes a national database of modern slavery operations to April 2019. At the time of report publication, there were 1370 live modern slavery operations occurring nationally. This marks a steep rise in the number of live investigations since April 2016. While investigations often identify more than one type of exploitation occurring, sexual exploitation, labour exploitation and criminal exploitation are the key types encountered. It should be noted that the criminal activity taking place within county lines activity is increasingly recognised under the heading of modern slavery and as such live modern slavery operations involving children as potential victims have increased nationally.

⁷ https://www.policingslavery.co.uk/media/2506/ms_annual_report_master_2019_lr_17-05.pdf

The Office for National Statistics (ONS) indicates that from 2017 to 2018 there was a 46% increase in modern slavery crimes recorded across England and Wales⁸.

In the Cambridgeshire Constabulary area the number of Modern Slavery Offences recorded has risen and the districts in which they have been recorded has broadened as shown in the figure below.

Figure 4: Police Recorded Modern Slavery Offences in Cambridgeshire



Source: Cambridgeshire Constabulary/CADET April 2019 edition: Modern Slavery Offences recorded

In Cambridge City, Cambridgeshire Constabulary have dealt with limited reports of Labour exploitation. This has encompassed domestic servitude. Issues have also been identified and investigated at car washes around the city as well.

RISK OF VICTIMISATION OF VIOLENT CRIME

The Crime Survey for England and Wales (CSEW)⁹ has estimated that 1.7% of adults aged over 16 had been the victim of a violent crime in the year to March 2018. The data shows how small a proportion of the population are at risk of becoming a victim of violence. Nationally there has been an overall decrease in total violence with injury over the long term as shown by the Crime Survey for England and Wales¹⁰ and the latest report of NHS emergency facilities participating in the National Violence Surveillance Network (NVSN)¹¹. However, a key change has been highlighted in police recorded crime data. The most recent statistics show that police recorded offences involving knives or sharp instruments are the highest in volume across England and Wales since recording began in 2011¹². Within this category, the subset of 'Assault with injury and assault with intent to cause serious harm' has seen a long term 44% increase since 2011 and in the year to March 2018 there

⁸

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwales/appendixtables> (See Table A4)

⁹<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/thenatureofviolentcrimeinenglandandwales/yearendingmarch2018#main-points>

¹⁰<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingdecember2018#offences-involving-knives-or-sharp-instruments-are-still-rising-while-firearms-offences-decrease>

¹¹https://www.cardiff.ac.uk/_data/assets/pdf_file/0011/1477055/Trends-in-violence-in-England-and-Wales-NVSN-REPORT-2019.pdf

¹²<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingdecember2018#offences-involving-knives-or-sharp-instruments-are-still-rising-while-firearms-offences-decrease>

was also a 15% rise in admissions to hospital in England for assaults involving a sharp instrument¹³. While police recorded crime may be impacted by changes in policing and recording practices, it is evident the severity of assault is of increasing concern.

Figure 5: Violent Crime in England and Wales

The police recorded approximately 1.4 million (1,395,877) violence against the person offences in the year ending March 2018. This was an increase of 19% compared with the year ending March 2017 (1,170,390 offences).

Of these:

- “violence without injury” accounted for 42% (586,098 offences)
- “violence with injury” accounted for 37% (512,631 offences)
- “stalking and harassment” accounted for 21% (295,696 offences)
- “death or serious injury – unlawful driving” accounted for 0.05% (726 offences)
- “homicide” accounted for 0.05% (726 offences)

Source: ONS - The nature of violent crime in England and Wales: year ending March 2018

Local police recorded crime data for Cambridge City show the overall trend has changed little, with a small increase in violence with injury. A larger increase has been recorded in stalking and harassment. The latter is likely to be due to changes in recording and recent efforts to prioritise consideration of stalking and harassment when any forms of harassment are reported. For example the police force training to front line officers in recent months.

Table 6: Cambridge City police recorded crime - Violence

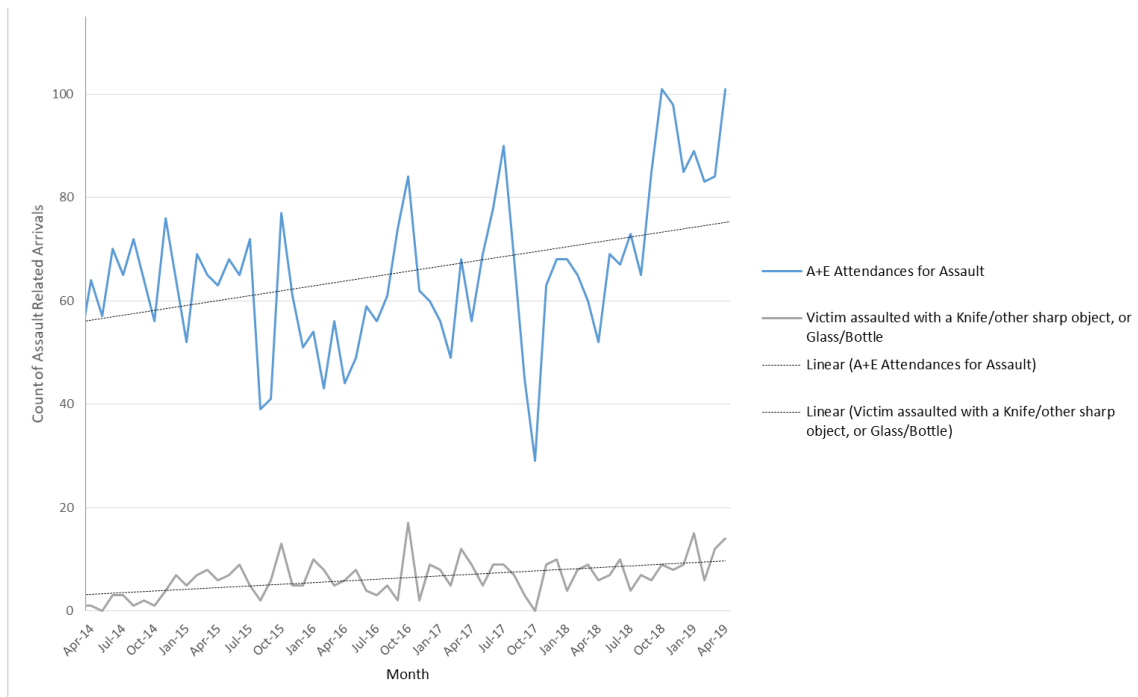
Crime Type	2017/18	2018/19	Numeric change	Percentage change
All Violence Against The Person	2995	3038	43	1%
Homicides	4	3	-1	No calc
Death or serious injury - unlawful driving	0	2	2	No calc
Violence with injury	814	828	14	2%
Violence without injury	1773	1693	-80	-5%
Stalking and harassment	404	512	108	27%

Source: Data provided by Cambridgeshire Constabulary Performance Team - CADET

Assault related arrivals at Addenbrooke’s hospital Emergency Department, serving Cambridge City as well as the wider area, has seen a sustained trend of increase as shown below. This increase also encompasses a rise in the volume of assaults where the victim is reported as being assaulted with a knife/ sharp object. This data set does not provide enough information to accurately state the proportion of assault incidents taking place within Cambridge City alone at present.

¹³<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingseptember2018#whats-happened-to-the-volume-of-crime-recorded-by-the-police>

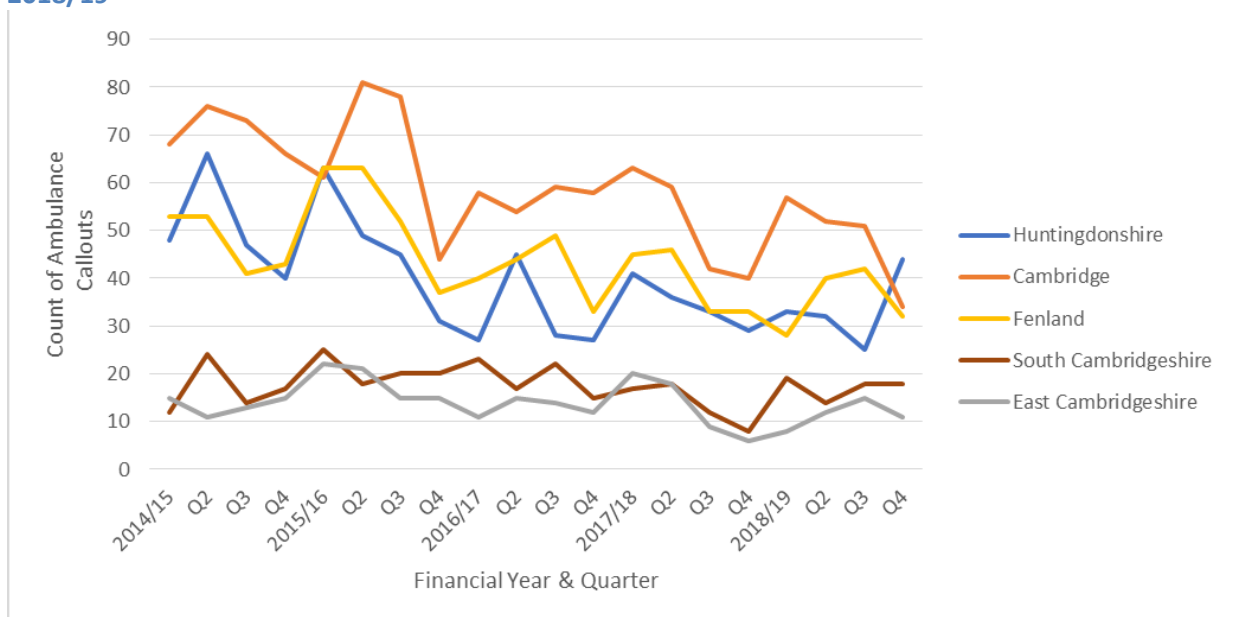
Figure 6: Trend in all assault related arrivals at Addenbrooke’s ED and assault related arrivals where victim reported assault with a knife/ other sharp object, glass/ bottle April 2014 to April 2019



Source: Addenbrooke’s Emergency Department

Ambulance callouts for assault in Cambridge City have seen an overall decrease since 2014/15, as shown in the figure below.

Figure 7: Assault related ambulance callouts per quarter by Cambridgeshire District 2014/15 to 2018/19



Source: East of England Ambulance Trust

INTERVENTIONS

Interventions regarding County Lines specific to Cambridge City include Operation Carmel, which commenced in March 2019. Operation Carmel is a Police led focus on street based drug dealing in Cambridge City. It aims to take visible action against drug dealers operating in residential areas and public spaces, increase community confidence and intelligence gathering opportunities and work with partners to target harden communities. An update regarding outcomes of Operation Carmel has not been made available to the research group to date.

Cambridgeshire Constabulary continue to lead on interventions regarding Modern Slavery, including the force wide Operation Mantus around the sexual exploitation side of slavery. This has uncovered in Cambridge a large Organised Crime Network (OCN) covering the UK as well as finding slaves in other locations then entered into the NRM. They continue an approach of targeting those likely to be exploited and seeking to find the exploiters who are behind them. This approach has also been picked up nationally and many other forces are following suit.

Some work has taken place across partner organisations to tackle exploitation of adults, following concerns around cuckooing activity in the city. A Task and Finish Group was set up to look at this issue and from that it was agreed that a regular exploited adults working group (EAWG) was needed to look at individuals involved and the nature of the issue in detail. Whilst the original aim of the task and finish group was to create a tool box that would enable practitioners to protect vulnerable adults and tackle ‘perpetrators’ the group found in reality that each case needed to be problem solved on a case by case basis. The range of factors for both perpetrators and victims (such as mental health, substance misuse, disabilities and isolation) that may be present in cases and the extent of need was highly variable. The figure below summarises this work. The learning from this exercise needs to be shared widely and in greater detail than the scope of this document allows.

Figure 8: Key points from experience of the Exploited Adults Working Group

Characteristics of Exploitation of Adults in Cambridge City

- Much exploitation detected in Cambridge City seems to be based on “friendship” and the perpetrators exploiting the adults do so for a place to stay or money.
- Exploitation detected in Cambridge City does not always involve drug misuse.
- More typical cuckooing where vulnerable tenants properties are taken over by individuals involved in serious drug related crime was also identified.
- A common feature was the refusal of victims to admit or acknowledge any exploitation was occurring, instead referring to the perpetrators as ‘helpful friends’.
- Victims often would not report to the Police for fear of reprisals.
- Even if willing to report, in many cases the victim did not have a phone or it is taken from them, rendering them unable to contact Police if the perpetrator is in the property.

Examples of changes made via the working group

- Injunctions served.
- Tenant signed an undertaking not to cause nuisance or have visitors; this indicated to the perpetrator that the property was being monitored and had some deterrent effect.

Source: Cambridge City Exploited Adults Working Group

PRIORITY 2: IDENTIFYING AND RESPONDING TO VULNERABLE LOCATIONS

The Partnership received a strategic assessment on 'Identifying and Responding to Vulnerable Locations' in July 2018. This provided an information pack of available data on crimes and anti-social behaviour taking place in Cambridge, including when, where and what crimes etc. are most prevalent, in order for appropriate task groups to identify need. The detailed data pack was additionally provided to the City Centre Working Group (CCCWG) which is focusing on two main issues;

- 1) Retail issues (shop theft, daytime ASB including begging)
- 2) Night-time economy issues (vulnerable people, licencing issues, and violence)

For the full report please visit the Cambridgeshire Insight website <https://www.cambridge.gov.uk/media/5474/community-safety-strategic-assessment-vulnerable-locations-2018-07.pdf>.

The review of the Partnership and the working groups has resulted in agreement that the CCCWG will continue. The work of the group is 'business as usual' but the group will report into the Multi-Agency Steering Group, which will monitor its effectiveness.

RETAIL ISSUES (SHOP THEFT, DAYTIME ASB INCLUDING BEGGING)

The established Cambridge City Centre Working Group holds meetings every couple of months with a range of partner agencies, such as the Police, City Council, University College staff, and security from the shopping centres. The aim of the meetings are to discuss the vulnerable people and places across the city and find solutions to issues arising. A number of solutions can be found by sharing good practice and conversations between the agencies that work to prevent community safety issues in the city centre.

As the need to profile repeat offenders was highlighted in the vulnerable locations strategic assessment, some broader data regarding offenders from Cambridge City as a whole is outlined for information below. It should be noted that this information is a starting point and that for work to be successfully targeted further analysis is required. The following figures are sourced from BeNCH (Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire) CRC caseload data (to May 2018) and are relative to the other districts in Cambridgeshire and Peterborough.

- From February 2017 to May 2018 the number of offenders from Cambridge City has remained relatively stable.
- Acquisitive crime remains the main Offence Category for Cambridge City Probation Clients.
- Cambridge City has the highest level of offenders with a disability at 40%, the highest with a mental illness at 33% and the highest level of offenders with an accommodation need.
- Other areas of need may appear low or in line with the average across other districts but there are a significant percentage of offenders in Cambridge City who are affected. For example, 36% of offenders have experience of domestic abuse (both perpetrating and receiving).
- Cambridge City also has the highest percentage of managed offenders deemed at high risk of re-offending with 15% and conversely the lowest percentage of offenders deemed at low risk of re-offending in future.

VIOLENCE ASSOCIATED WITH THE NIGHT-TIME ECONOMY

In order to gain a greater understanding of the more serious violence, not associated with domestic abuse, the Research Group investigated the national data and theories and local data. Information Sharing to Tackle Violence (ISTV) continues to support monitoring of trends in violence locally by capturing attendance of Addenbrooke's hospital Emergency Department (ED) due to assault. There has been an increase in assault related arrivals in recent years, the proportion of which result in a hospital admission increasing over the monitoring period. Without further investigation it is hard to infer too much from this trend. However, nationally research has previously indicated that injury resulting in admission could be used as a proxy for severity of the assault. There has also been a marked increase in Addenbrookes ED attendance due to stabbing, as described earlier in this document.

Ambulance callouts for assault data that includes specific location information was highlighted as a means of understanding vulnerable locations further. Currently the data sharing only provides geographic information at lower super output area, therefore it is not possible to integrate it into the Cardiff model but can be used for trend analysis. An example of the data is available in Appendix B.

VULNERABLE LOCATIONS: DRUG MISUSE

Cambridge City Council Environmental Services has provided data from the needle finds reported and removed from public domain by their team. This includes the instances as well as the total volume of needles in each instance, summarised for the past 3 financial years below. It should be noted that there has been a marked reduction in the volume of needles found in the most recent year.

Table 7: Volume and Instances of Needle finds in Cambridge City 2016/17 to 2018/19

	2016/17	2017/18	2018/19
Instances of Needle Finds (All Cambridge City)	172	304	328
Volume of Needles Found (All Cambridge City)	6842	10324	3579

Source: Cambridge City Council Environmental Services

From 2016/17 to 2018/19 (April-March), the wards where the highest annual average instances of needle finds occurred were Market, Petersfield, Castle and Romsey.

The data above will include house clearances and those 'batches' of needles found where not all needles will have been used and then discarded. Further analysis could prove beneficial in understanding the increasing trend.

Locally anecdotal evidence indicates an increase in crack cocaine use in line with the national picture. This comes with the potential harm, street dealing and commonly associated crime and disorder (including needle finds).

INTERVENTIONS

In The Cardiff model¹⁴ is being used by Cambridgeshire Constabulary licensing department to monitor a number of licensed premises within the city centre. It looks at the number of violent incidents attributed to these premises in the city, with scores being attributed according to the number of incidents over a 6 month rolling period. There continues to be concern from front-line

¹⁴ <https://www.cardiff.ac.uk/crime-security-research-institute/publications/research-briefings/the-cardiff-model>

staff about vulnerable people within the night-time economy. This is being raised and tackled through the Cambridge City Centre Working Group.

Figure 9: Case Study of Cardiff Model applied to Licenced Premises in Cambridge City

Problem

- Rise in number of violent incidents attributed to the licensed premises.
- Concerns around poor customer welfare procedures.
- Cardiff Model score increased from being a low banded premises, to verging on a high band over a 3 month period.

Intervention

- Early intervention meeting with a member of the police licensing team, the local police neighborhood manager, a licensing enforcement officer from the district licensing authority, senior management of the company and licensing solicitor.
- Introduced requirement for a stipulated number of continuous recording body cameras with audio capacity to be in operation.
- ID scanning device to be used.
- A dedicated welfare officer to be on duty during specific times and welfare/first aid area to be introduced.
- Stated minimum numbers of SIA staff within the premises.

Outcomes

- Decrease in number of violent incidents attributed to the premises over 6 months.
- Cardiff Score for the premises reduced back down to a low banding.
- Body cameras have provided police with vital evidence in criminal investigations.

Source: Cambridgeshire Constabulary Licensing Team

The Cambridge City Centre Working Group (CCWG) aims to deliver a multi-agency approach to problem solving in Cambridge City Centre¹⁵ ranging from relevant City Council teams to representatives from Cambridge University, the city's Market traders and the management of the major shopping centres. Membership of the working group is constantly being reviewed as the issues encountered in the area can be dynamic. The CCWG are currently working on highlighted issues around a number of different locations in the city, this includes developing working practices to promptly deal with abandoned property within the city and is looking to address issues that are affecting the people who are using the city centre. As well as locations the group also deals with highlighted problematic individuals. The wide range of members of the CCWG means that they are able to discuss and problem solve the issues promptly and efficiently.

Other interventions relevant to the night time economy include the Cambridge City Community Safety Partnership funded Nightlite safe space and Taxi Marshalls scheme. The safe space has been open on 95% of Saturday nights in a 12 month period, during which time 535 people have used the safe space. A total of 269 interventions were recorded in this period. The Taxi Marshalls scheme (at St Andrews Street taxi rank) has had a change in provider so at the time of writing figures for the number of vulnerable people given priority and put safely into taxis is not available.

¹⁵ See Appendix C for map specifying the area covered by this group.

PRIORITY 3: DOMESTIC ABUSE

BRIEF OVERVIEW OF DOMESTIC ABUSE

The Partnership recently received a full report on Domestic Abuse, therefore this section will summarise and provide an overview. For the full report please visit the Cambridgeshire Insight website¹⁶. National data suggests there has been little change over recent years in the prevalence of domestic abuse, primarily through the CSEW. Currently estimated at 21% of all people will have experienced domestic abuse since the age of 16 years. Which breaks down as 16.4% experienced some sort of partner abuse and 8.4% experienced abuse by a family member.

Although police recording of domestic abuse incidents has increased that will in part reflect both changes in the definition of domestic abuse, public awareness of what constitutes it and police recording of it. At a national level, to the year ending June 2018, there was a 22% increase in the total number of domestic abuse-related offences recorded by the police.

The table below presents the data as recorded by Cambridgeshire Constabulary for Cambridge City. It shows a relatively stable trend in the number and rate of recorded incidents. The changes in the recording of crimes, as mentioned above, account for a large proportion of the increase in the police recorded crimes. This has been detailed in previous reports¹⁷. Further changes in the offences and the definition in domestic abuse creates a situation where over the years the numbers are in fact reflecting slightly different things.

Table 8: Cambridge City police recorded domestic abuse crime and incident data

Year (April-March)	Total number of incidents	Rate of incidents per 1,000 population	Total number of crimes	Total number of crimes per 1,000 population
2010/11	1914	15.5	503	4.1
2011/12	1609	13.0	384	3.1
2012/13	1558	12.5	474	3.8
2013/14	1606	12.8	561	4.5
2014/15	1744	13.7	690	5.4
2015/16	1725	13.2	785	6.0
2016/17	1968	14.9	1,059	8.0
2017/18	1895	14.1	1,134	8.5
2018/19	1987	14.8	1,198	8.9

Source: Cambridgeshire Constabulary

NB: figures may differ from previous publications where data has been updated and population estimates/forecasts have been re-calculated.

INTERVENTIONS

Cambridge City Council were successfully re-accredited by the White Ribbon Campaign in February 2019. Activities, supported by the eight city ambassadors, included a community DASV Forum and a Domestic Abuse Conference to mark White Ribbon Day and the United Nations International Day of Elimination Violence Against Women on 25 November. Cambridge City Community Safety Partnership has continued to raise awareness of domestic abuse services and has been actively

¹⁶ https://cambridgeshireinsight.org.uk/wp-content/uploads/2019/02/CambridgeCityStragicAssesment201819_DomesticAbuse_final.pdf

¹⁷ <https://cambridgeshireinsight.org.uk/communitysafety/topics/domestic-abuse/>

engaged in the action plans for the Cambridgeshire and Peterborough DASV Delivery and Operational Groups as well as the Countywide Domestic Homicide Review and Community Safety Partnerships Group.

During 2018/19, Cambridge City Community Safety Partnership has funded work for 12-15 year olds in the city schools to deliver healthy relationship workshops as well as to raise awareness about sexual exploitation and sexual consent. Workshops were delivered to 765 children aged 12-15 years old in 7 city schools.

Figure 10: Perceptions from attendees of the Healthy Relationships

'One thing I learnt about what makes a healthy relationship and friendship e.g. trust, respect, equality and loyalty'.

'I have learned that it is OK to say no and if it escalates to try and find support'.

'I have learned about different organisations in the area that could help me if I needed it or my friends'

Source: Cambridge City Council

Awareness of Child Sexual Exploitation (CSE) was raised via performances of the play 'Chelsea's Choice' in a Cambridge City School, including a actor-facilitated post-show talk with signposting and follow-up discussion by the schools and others. 1,000 young people attended a performance, which coincided with National Child Sexual Exploitation Day on 18 March 2019. The provider of the performance carried out evaluation which is included in Appendix E. and indicated improved awareness and understanding, although no further evaluation of this intervention has been undertaken.

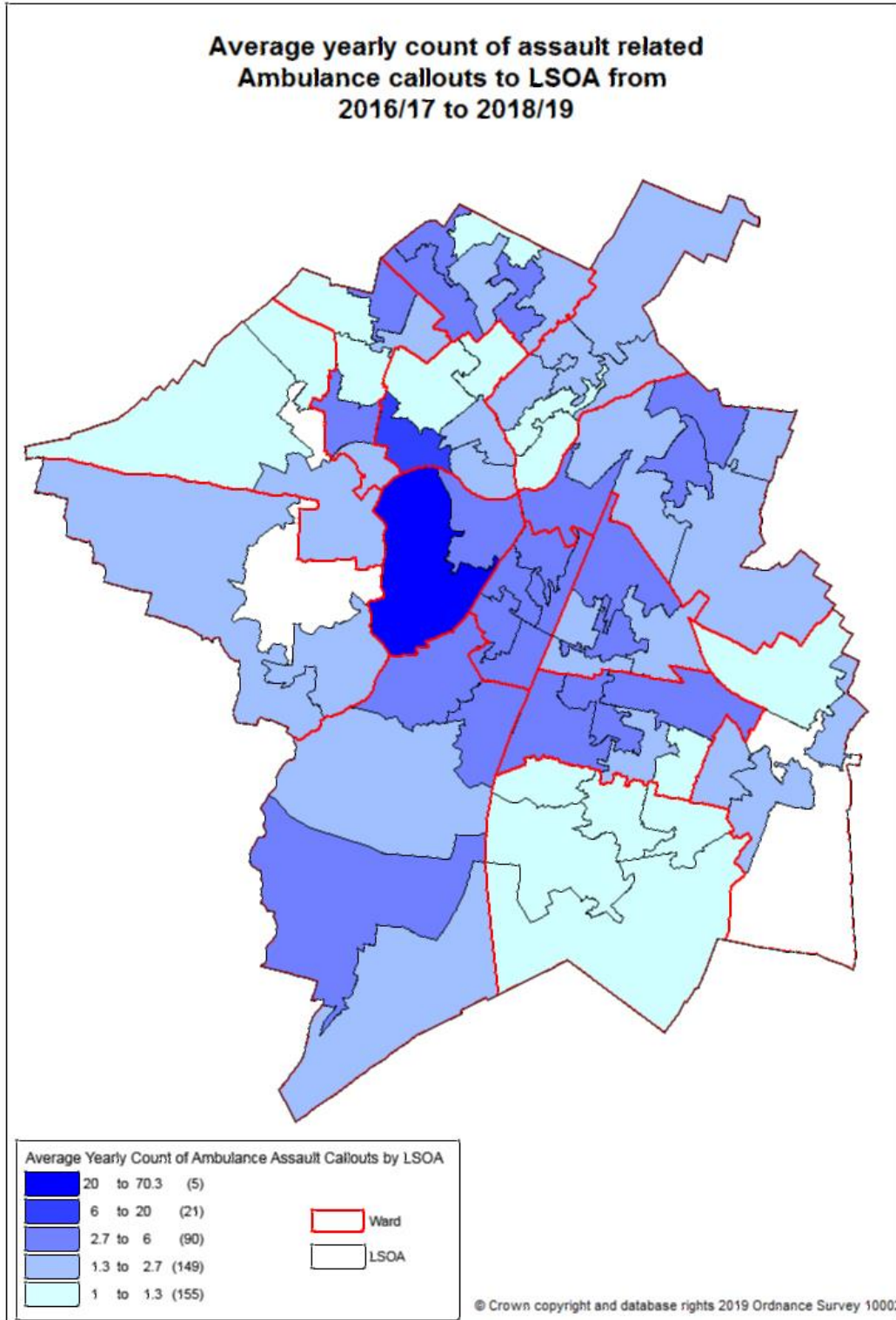
APPENDIX A: POLICE RECORDED CRIME IN CAMBRIDGE CITY BY CRIME TYPE AND FINANCIAL YEAR

Crime Type	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Yearly average 13-18	Number change 17/18-18/19	% change 17/18-18/19
All Crime	10179	10969	11096	12838	14660	14145	11948.4	-515	-4%
Burglary Dwelling	467	460	522	511	680	567	528.0	-113	-17%
Child Sexual Abuse*				23	76	67		-9	-12%
Child Sexual Exploitation*			10	34	27	15		-12	-44%
Domestic Abuse	561	690	785	1059	1134	1196	845.8	62	5%
Modern Slavery*				1	2	7		5	No Calc
Serious Sexual Offences	100	227	199	213	264	276	200.6	12	5%
Cyber Crime*		20	53	68	88	60	57.3	-28	-32%
All Violence Against The Person	1266	1820	2078	2670	2995	3038	2165.8	43	1%
Homicides	0	2	1	1	4	3	1.6	-1	-25%
Violence with injury	544	782	744	835	814	828	743.8	14	2%
Violence without injury	634	909	1133	1468	1773	1693	1183.4	-80	-5%
Stalking and harassment	87	125	200	365	404	512	236.2	108	27%
All Sexual Offences	124	285	251	275	340	338	255.0	-2	-1%
Serious Sexual Offences	100	227	199	213	264	276	200.6	12	5%
Robbery (Personal)	81	77	91	107	169	227	105.0	58	34%
Theft Offences	6478	6575	6457	7062	8258	7622	6966.0	-636	-8%
Shoplifting	1224	1102	1030	1040	1263	1061	1131.8	-202	-16%
Theft from the Person	371	313	320	395	438	317	367.4	-121	-28%
Theft of Pedal Cycles	1944	2329	2107	2351	2688	2760	2283.8	72	3%
Vehicle Crime	525	555	644	957	1155	1170	767.2	15	1%
All Criminal Damage	916	1030	1096	1134	1364	1256	1108.0	-108	-8%
All Drugs Offences	770	565	450	455	331	289	514.2	-42	-13%
Possession of Weapons Offences	43	36	68	100	98	119	69.0	21	21%
Public Order Offences	375	458	472	845	929	1042	615.8	113	12%
Hate Crime	107	160	141	272	251	258	186.2	7	3%

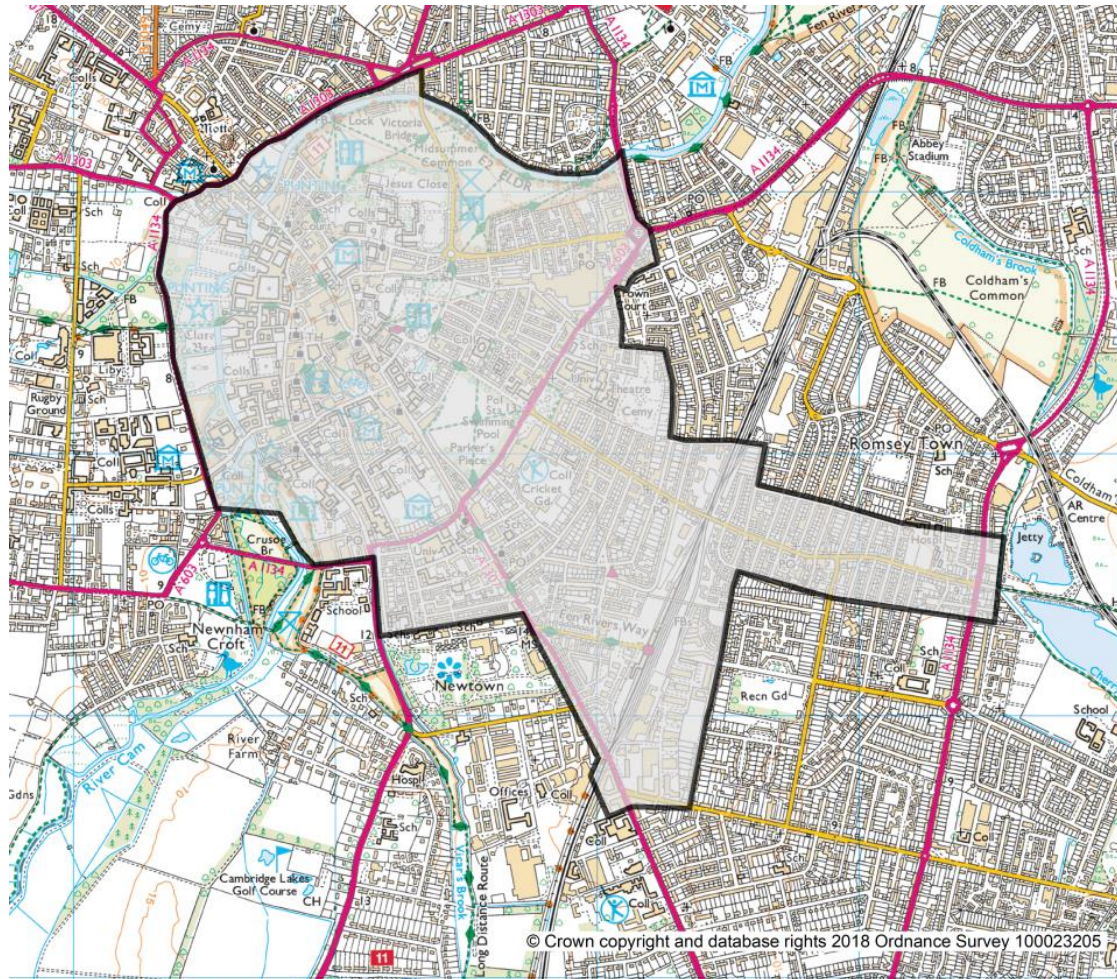
Source: Extract from CADET April 2019 – Cambridgeshire Constabulary Performance Department

*Where data is not shown data was not available in compatible format

**APPENDIX B: MAP OF AVERAGE ASSAULT RELATED AMBULANCE
CALLOUTS CAMBRIDGE CITY 2015/16 TO 2017/18**



APPENDIX C: MAP OF THE AREA COVERED BY THE CAMBRIDGE CITY CENTRE WORKING GROUP



Does Include:

Historic City Centre

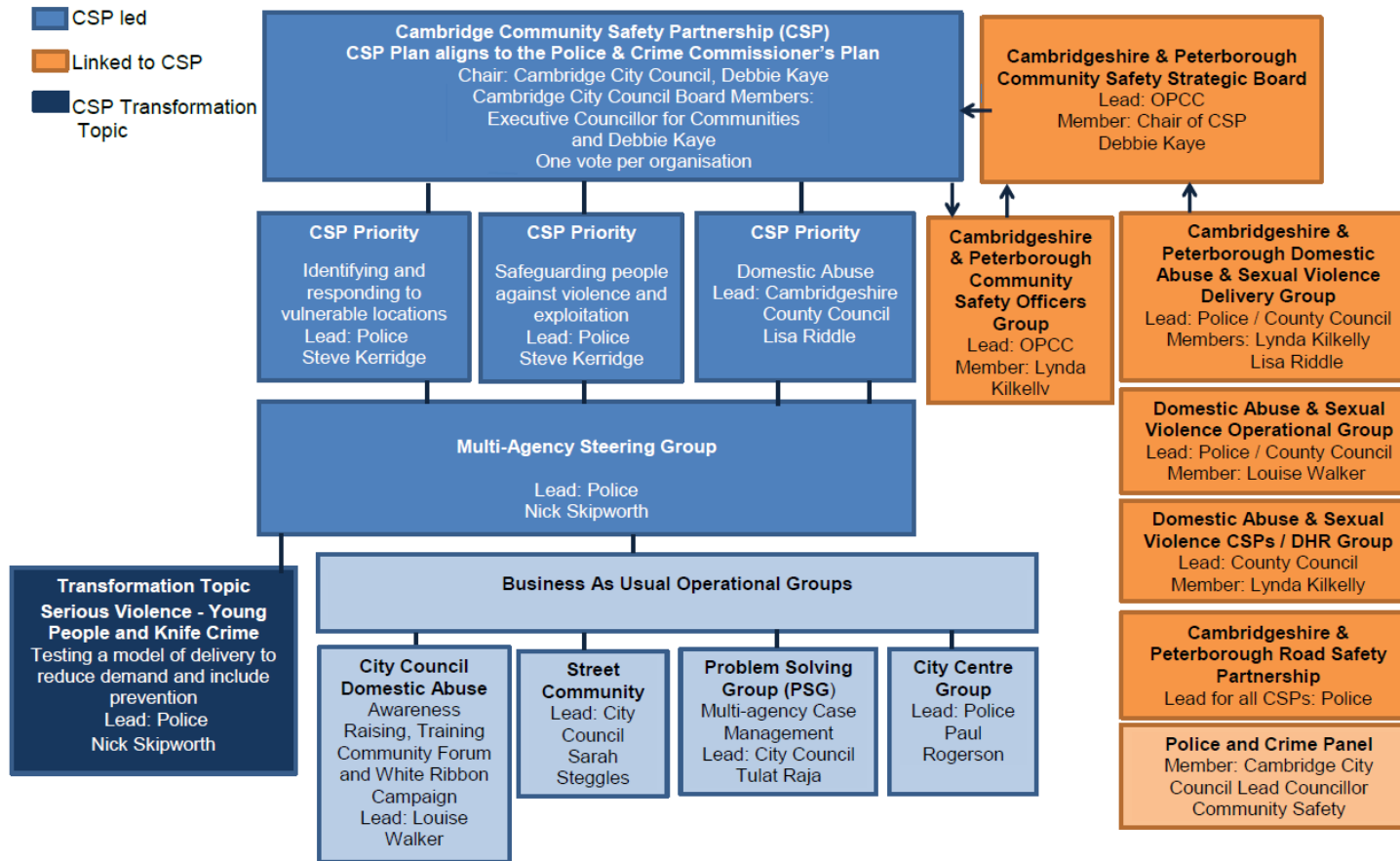
- Grafton Centre
- Mill Road
- Rail Station
- Leisure Park
- Jesus Green & Midsummer Common
- Kelsey Kerridge
- Anglia Ruskin University Campus

Does Not Include:

- Beehive Centre
- Cambridge Retail Park
- Botanic Gardens
- Sainsbury's – Brooks Road
- Mitcham's Corner
- Coleridge Recreation Ground

APPENDIX D: CAMBRIDGE COMMUNITY SAFETY STRUCTURE 2019/2020

Cambridge Community Safety Structure 2019-2020 as provided by Cambridge City Council Safer Communities



APPENDIX E: EVALUATION OF 'CHELSEA'S CHOICE' PERFORMANCE



The objectives were to:-

- Raise awareness amongst young people of the issues surrounding CSE
- Raise awareness and understanding of the varying forms that CSE can take
- Raise awareness and understanding of 'The Grooming Process' and the differing forms that it can take
- Promote an understanding of and a desire for Healthy Relationships
- Promote safe internet use
- Sign-post relevant advice and service providers

Project Outcomes

AlterEgo collected survey data from a selected number of audience members at various points throughout the run of the production. The data reflects the audience's responses to 7 different statements about their awareness of the issues - and the results are shown in the table below.

	Agree	Disagree
Number of young people who saw the play	1000	
Audience surveyed	100	
I now have a better understanding of the issues surrounding Child Sexual Exploitation and the different forms that it can take	100%	0%
I now have a better understanding of 'The Grooming Process' and how it is used to trick, trap and manipulate people into being sexually exploited.	98%	2%
I now have a better understanding of 'Safe Internet Use' and why I should keep myself and my personal information safe online.	96%	4%
I now have a better understanding of what makes a 'Healthy Relationship'.	99%	1%
I understand that 'Grooming' and 'Sexual Exploitation' can happen to young boys as well as girls.	97%	3%
I am aware that the process that Gary used on Chelsea is not the only way that 'Grooming' and 'Exploitation' can work. It can be done by men, women, boys and girls. It can be done by individuals as well as groups and gangs.	97%	3%
I would recommend watching 'Chelsea's Story' to other young people my age.	99%	1%

Source: Alter Ego Creative Solutions Ltd (provider of 'Chelsea's Choice productions)