

# COMMUNITY SAFETY STRATEGIC ASSESSMENT: CAMBRIDGE CITY 2020/21

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For more information about the team phone 01223 715300

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## INTRODUCTION

### CHANGES SINCE THE PREVIOUS STRATEGIC ASSESSMENT

The last full year review for Cambridge City Community Safety Partnership (CSP) was published in June 2019 in order for the Partnership to review progress against the priorities and set strategic direction for 2019/20-2020/21. This document will help the Partnership understand the current position since then and take into account the changes brought upon by the measures to tackle the COVID-19 pandemic.

During 2019/20 the Board reviewed the structures supporting the Board and meeting schedule, following the trial of shared meetings with South Cambridgeshire Community Safety Partnership. It was agreed by the Board that the City CSP timeline would run from February each year. The strategic assessment will be delivered in December in order to inform the coming year on progress against priorities and crime trends and emerging issues.

### UNDERSTANDING THE WIDER CONTEXT – COUNTYWIDE VIEW

The Cambridge CSP is one of six within the police force area alongside county thematic groups that makes up the County Community Safety Board. This Countywide approach initially created to manage the community safety agenda within a two-tier area, now encompasses the unitary authority of Peterborough City Council and enables a much more developed joined-up approach to community safety, particularly around thematic areas such as safeguarding, domestic abuse, substance misuse and offending. The complexity of the overall community safety agenda is best tackled in a matrix management approach (see Appendix B for the countywide matrix) allowing for agencies to lead or support where appropriate. This allows the Cambridge CSP to be heavily involved in delivery and strategies whilst freeing up the CSP itself to tackle local issues.

This year in particular Cambridgeshire & Peterborough are adopting a countywide approach to Domestic Homicide Reviews (DHR). Whilst this is still to be fully realised there have already been benefits locally.

### COVID-19

The impact of COVID-19 and the measures to tackle it on individuals and communities is yet to be fully understood. The routine data sources used for the purposes of CSPs have already started to provide insight into the short term impacts but the longer term impacts are not yet clear. National data released by the Office for National Statistics (ONS) on crime up to June 2020 show how variable the impact of the measures have been. For example, violence against the person, as measured by recorded crime, showed little change compared to robbery and theft offences which were dramatically down on the previous year's volume (see Figure 3).

Further, public sector services have had to alter their delivery mechanisms and continue to have to operate in 'crisis' mode at the time of writing although there are multi-agency recovery plans currently being developed.

## EXEC SUMMARY

### Personal Safety

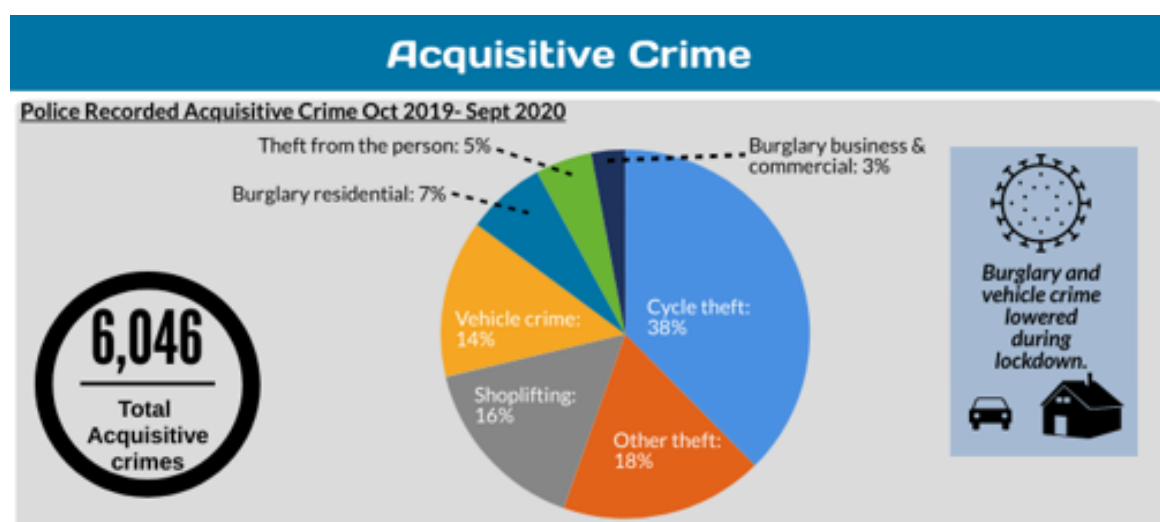
Overall high harm crimes against the person are well monitored and the countywide groups have responded robustly during the pandemic. A range of measures, either temporary or ongoing, have been put into place to prevent further harm. Whilst concerns were raised initially with regard to specific crime types such as domestic abuse and exploitation, the services have fed back that management of these issues remains strong.

The trends in police recorded crime have been significantly affected by the measures introduced to tackle the COVID-19 pandemic in 2020 and therefore they are not useful in terms of predicting actual future levels of crime. They are useful in understanding what is currently happening in a variety of crime types. There has been variation in if and how acquisitive crimes have been affected, with some crimes recording very low levels during restrictions and some returning to more routine levels but not all. The likelihood of being a victim of crime may have been dramatically lower in 2020 but that may not remain the case in the coming years.

The Partnership's focus on priority 1 'Protecting young people from violence and exploitation' remains important. It continues the focus on high harm personal crime within this range of offences. Data shows young people are more likely to be victims of violence and sexual offences compared to adults.

Partnership activity has continued under this priority albeit with some changes in delivery methods to account for the pandemic measures. Progress during the year includes:

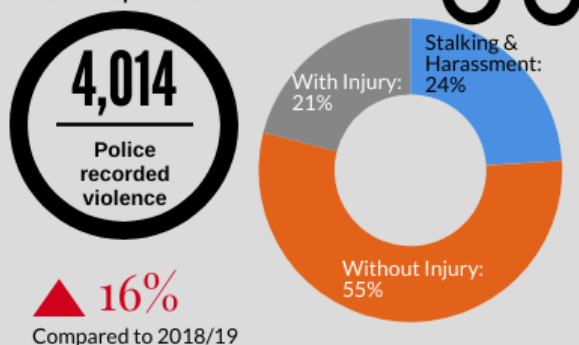
- Provision of devices to young people through the Youth Consultation panel
- The completion of two 'Transforming Lives' cohorts
- Monthly running of the Organised Crime Group Partners (OCGP) meeting aimed to disrupt youth recruitment into organised crime.
- The engagement phase of the transformation topic was delayed but the survey is now complete and the responses being analysed.



## Violence

### Violent Crime

Police Recorded Violence Against the Person  
Oct 2019- Sept 2020



### Violence-related health data



Top Wards for assault related ambulance call outs:

- Market (30.5%)
- Arbury (11.6%)
- King's Hedges (9.7%)

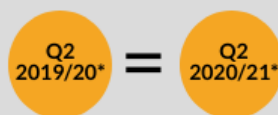


Average monthly assault related arrivals at Addenbrookes ED:

▼ **44%**  
Compared to 2018/19

## Domestic Abuse

### Police recorded Domestic abuse incidents



11% police recorded victims of crime in Cambridge City had experienced at least one domestic abuse-related offence in the year 2019.



### IDVAs

Cambridge City IDVA referrals



**Data Notes:**  
Police Data for 12 months ending Sept 2020; Police Victims data for 2019.  
Assault Related Ambulance Callout data for 12 months ending Sept 2020 (East of England Ambulance Trust)  
Assault Related Arrivals at Emergency Department (Addenbrookes Hospital).  
\*Incident data reported to financial year April-March.

## Community Harm

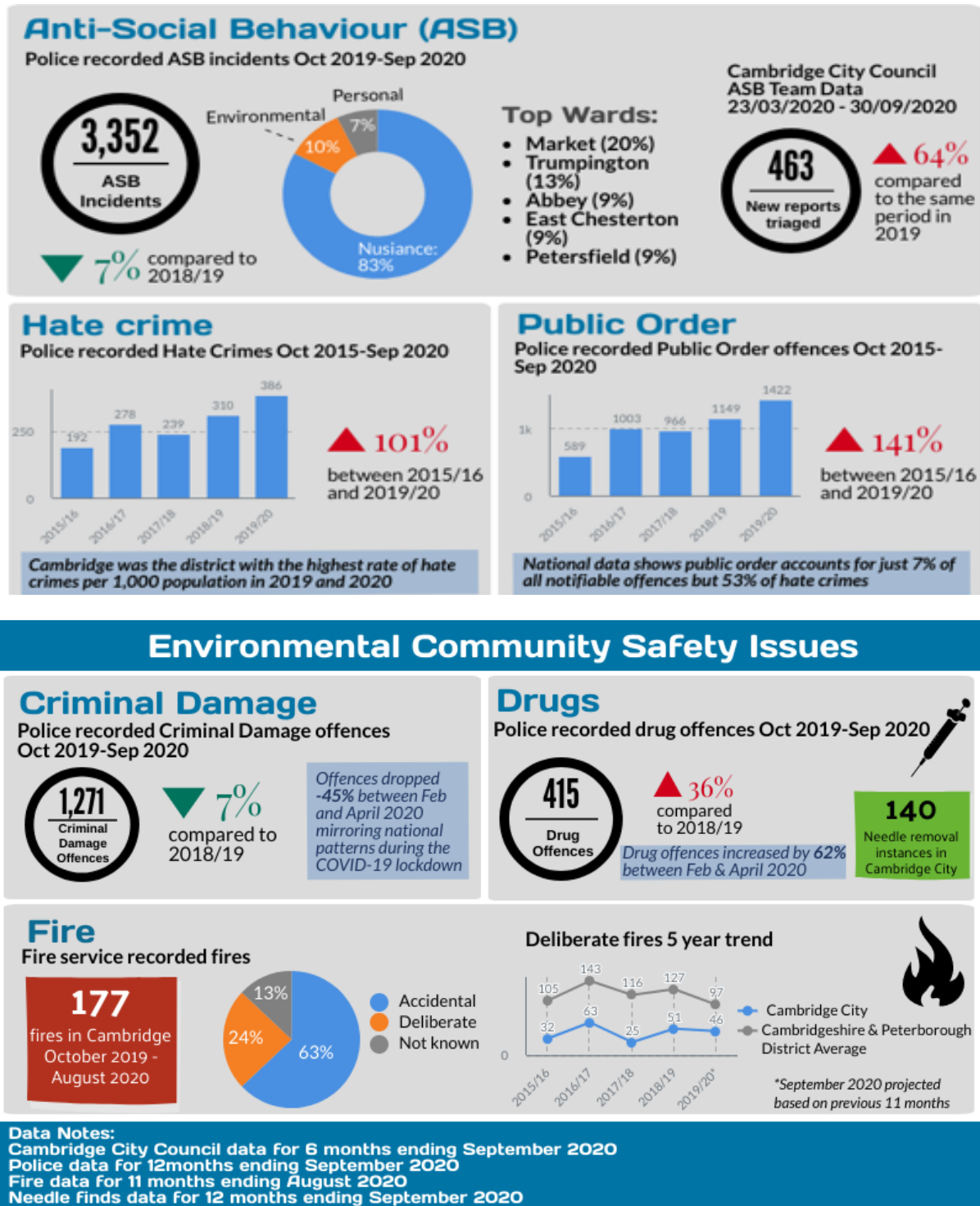
The aspects and issues discussed in the community harm section most closely fit with the current second priority of the Partnership 'Listening to community needs and responding together to reduce harm'. It is a useful point in the year to review a wide range of data in order to establish whether there are emerging issues that could be tackled under this priority. However, the way this priority will be most effective is through a highly localised approach, akin to the Think Communities approach rather than a strategic one. The findings highlighted will provide useful baseline information and a 'jumping off point' for the local work with residents. It should help inform action planning and help generate further questions.

Not all communities will be affected by the same issues or with the same impact. This report brings together the required strategic data but in order to establish the detail of the approach within Op Carmel, feedback must be sought from residents and stakeholders. Key findings from the data can be grouped into three main themes;

- Complexity of need – e.g. multiple needs, mental health and the availability of housing
- Geographic hotspots – there remains clear clustering such as within the city centre.
- High impact issues – e.g. drug misuse and hate crime

In order to understand the impact of the work of the CSP though there needs to be clear recording of the communities engaged, the issues they raise and the outcomes that result from activity. This sort of monitoring has yet to be agreed.

The voluntary sector and local residents have stepped up to the challenge of COVID-19, in order to support those most vulnerable or in hardship. There is an opportunity to capitalise on this going forward particularly within the second priority.



## **RECOMMENDATIONS**

It is recommended that the CSP;

1. Retains both current priorities, as when they were adopted they were considered longer term priorities and the impact the COVID-19 pandemic is likely to interrupt or slow delivery of activities. The wording of the priorities allows the CSP to react to emerging needs during the forthcoming year.
2. Agree what good looks like for responding to communities in order to judge the impact of the activity.
3. Should look to gather lessons learnt from the response to the COVID-19 pandemic locally and integrate them into the activity to support priority 2.
4. Continues with the activity already in place and continues the strong relationship with the countywide delivery group and work. Further, the Partnership should adopt a listening and waiting stage at this time to the outcome of the Domestic Abuse Bill 2020 in order to learn what, if any, additional action is required.



## PERSONAL SAFETY

### Summary

Acquisitive crime levels have been impacted by the measures to tackle COVID-19. These crimes, such as burglary, however, often are associated with higher levels of fear of crime even when the frequency of occurrence is low. Continued messaging to the public could reduce some fear of crime. Cycle theft continues to account for over a third of total theft. This crime type as with other theft have started to return to the pre-lockdown 1 levels. Dwelling burglary and vehicle crime have not yet returned to their pre-lockdown 1 levels.

Domestic abuse remains relatively stable for Cambridge City in terms of demand for services and reporting. These may change over the coming months, so monitoring in line with the countywide partnership (see Appendix B) is recommended. The countywide partnership is closely following the introduction of the Domestic Abuse Bill 2020 and will guide the agencies through any necessary changes.

Modern slavery remains a significant risk in Cambridge, more cases have been recorded in the most recent 12 months than in either of the previous two years. National data highlights the increase in males under 18 being exploited.

The actual level of violence experienced by the population remains slightly unclear due to under-reporting, the different definitions used across data sets, and improvements in police recording. However, it can be said that most data indicate that violence as a whole is relatively stable. Other key issues are;

- Police recorded harassment and stalking continues to increase
- Police recorded serious violence remains relatively stable
- Whilst knife crime was recording increases, the first national lockdown of 2020 resulted in a low volume of offences. It is not clear if this trend will reverse in the future.

Analysis of 2019 victim data showed variation in the crime types experience by age:

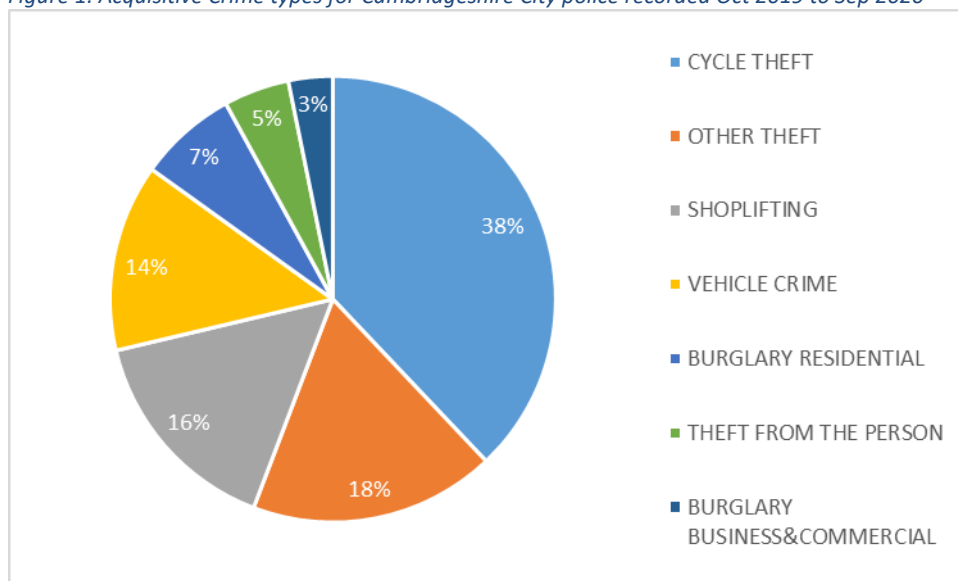
- Violence accounted for the majority (67%) of offences experienced by children aged 0-11, with sexual offences accounting for the next highest proportion (13%).
- For older children aged 12-17, violence accounted for 40% of offences experienced, whilst theft accounted for a third (33%) and sexual offences accounted for 12%.

## ACQUISITIVE CRIME

Acquisitive crime in itself has not been a CSP priority for some time, as the Partnership has shifted its focus to causes and prevention of crime. The types of crime that fall within the acquisitive group are often viewed through the lens of risk and harm, and where they overlap with priority areas they are picked up. This section provides an overview of acquisitive crime and picks out where the measures to tackle COVID-19 have impacted on the trend.

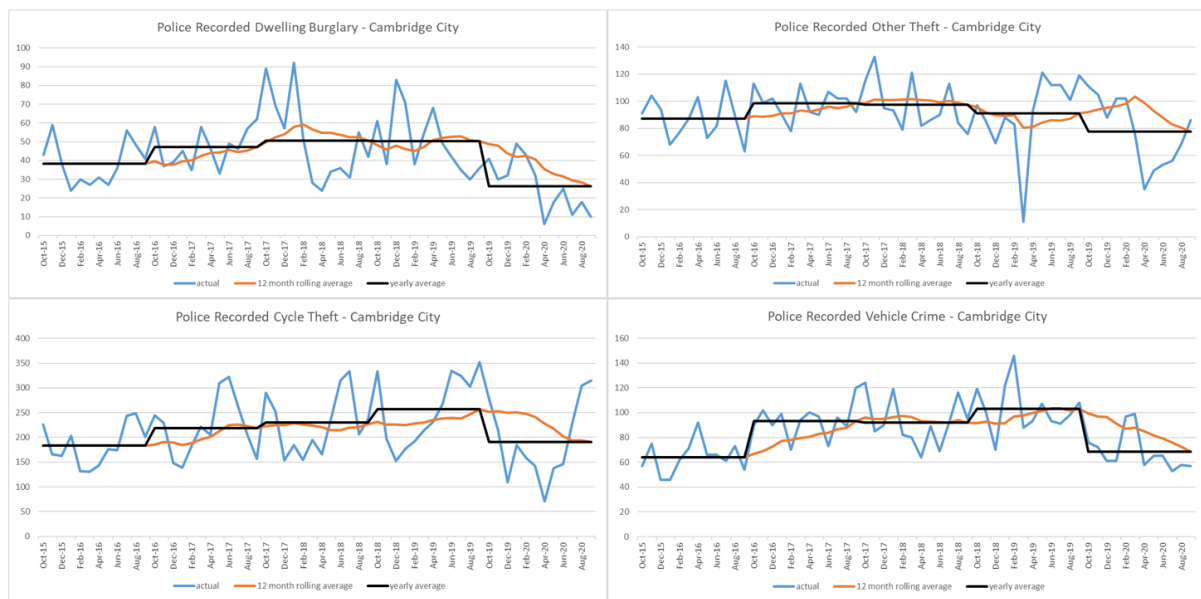
The figure overleaf provides a breakdown of the crime types within this category. Analysis revealed that over the last few years there has been little change in these percentages. Cycle theft continues to account for the largest proportion of acquisitive crime:

*Figure 1: Acquisitive Crime types for Cambridgeshire City police recorded Oct 2019 to Sep 2020*



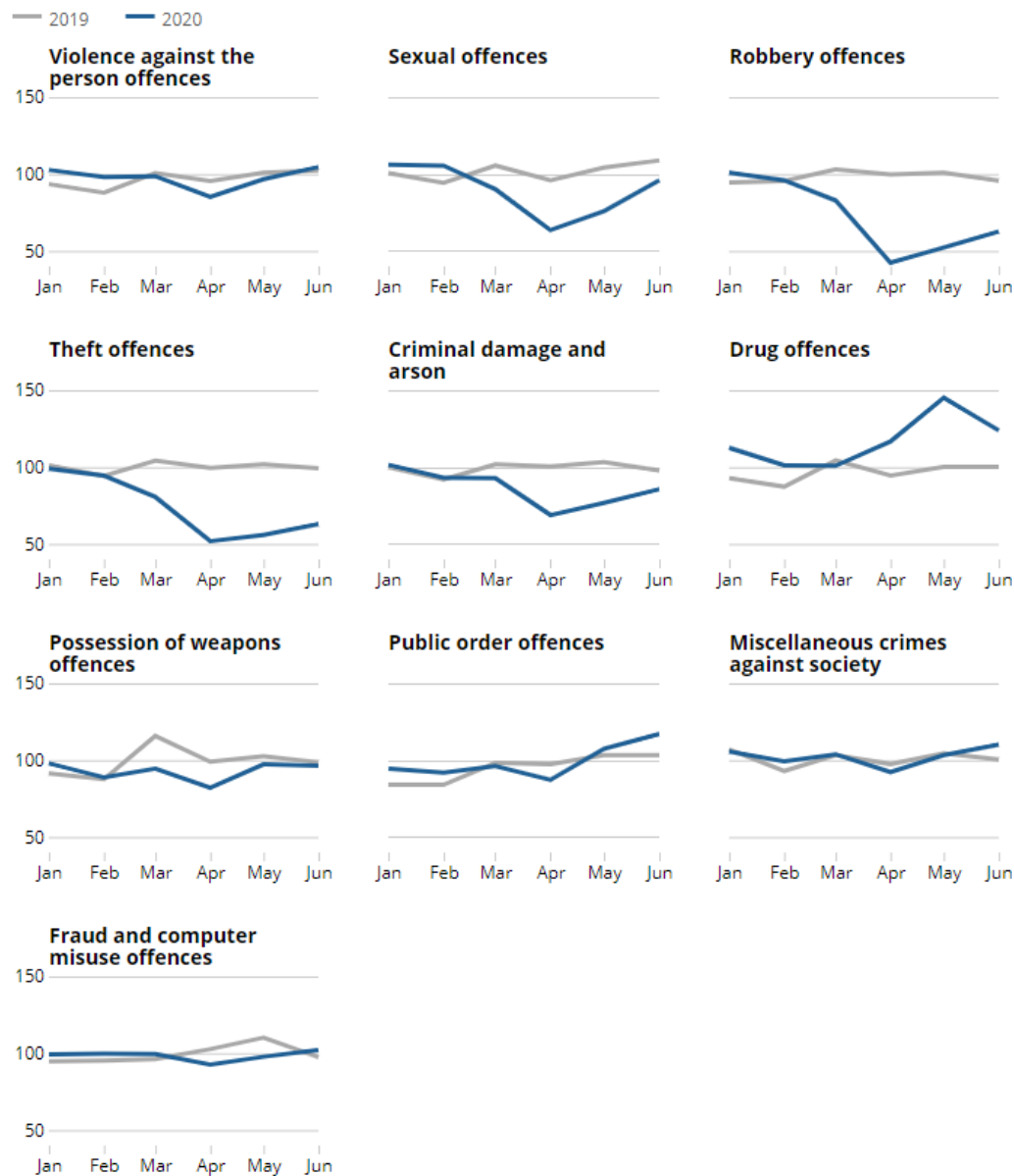
Unsurprisingly since April 2020 dwelling burglary and vehicle crime are the categories showing the biggest decline. It is likely that the move to home working for a large proportion of the working age population has provided a 'suitable guardian' for dwellings reducing opportunity for offences, likewise with vehicle crime. It is unknown what other long term changes there will be to working practices. It is feasible that there will be a shift to increased home working in the future which may impact the volume of these types of offences. Personal theft and other acquisitive crimes, such as online fraud and scams may not be impacted in the same way. Four crime types are highlighted below, showing the monthly police recorded crime and the impacts of lockdown 1.

Figure 2: Monthly breakdown of four acquisitive crime types



National data available to June 2020 shows how certain acquisitive crimes were dramatically impacted by the first national lockdown. Certainly the country remaining in a variety of restrictions during this financial year will impact opportunities for crime.

Figure 3: Falls in police recorded theft offences and rises in drug offences during 2020 compared with 2019 average, England and Wales, January to June 2019 and January to June 2020<sup>1</sup>



1

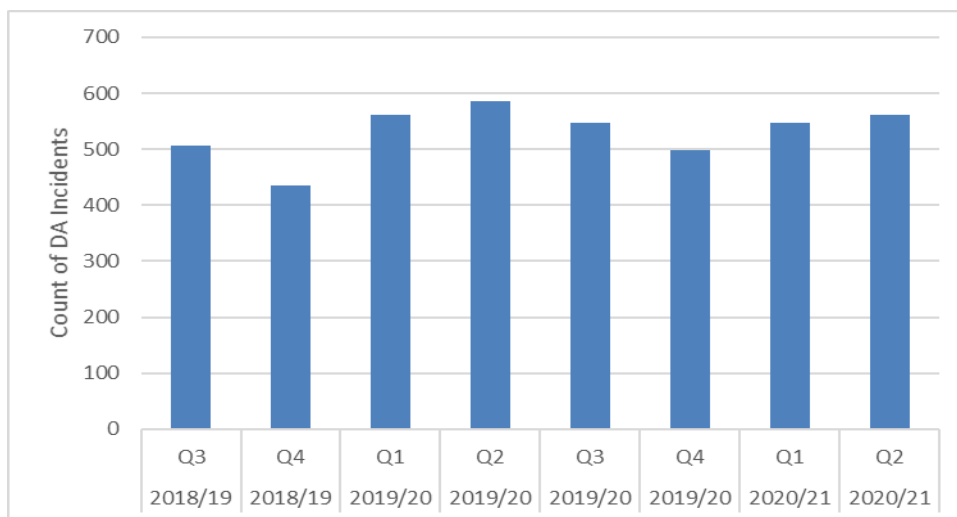
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingjune2020>

## DOMESTIC ABUSE

The Crime Survey for England and Wales (CSEW) found that in the year ending March 2020 there was a slight decrease in the number of adults who had experienced domestic abuse compared to the previous year, whilst conversely the number of police-recorded domestic abuse offences had increased<sup>2</sup>. This pattern is consistent with recent years and is likely linked to increases in reporting of offences and improved recording.

National data for the time period around the first national lockdown shows that police recorded offences which were linked to domestic abuse increased by 7% between March and June 2020. The Office for National Statistics (ONS) cautions, however, that due to ongoing steady increases in recent years it is not possible to directly link this increase to the COVID-19 pandemic. Local data on police recorded domestic abuse incidents is presented below and shows that whilst there have been some fluctuation over the last two years, there was no significant difference between police recorded domestic abuse incidents in quarter 2 2020/21 & the same period last year.

*Figure 4: Police recorded incidents in Cambridge City by quarter*

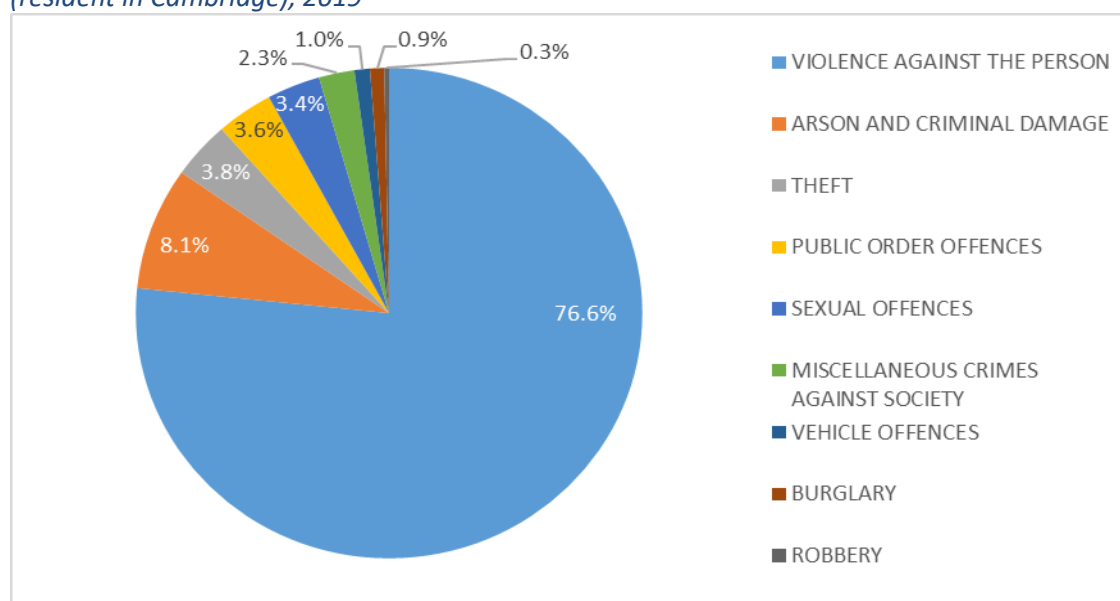


Police recorded victim data for 2019 showed that 11% of Cambridge City victims of crime had experienced at least one domestic abuse-related offence in the year. The chart below shows the crime type breakdown for all domestic abuse-related offences experienced by Cambridge City victims resident in 2019. Violence Against the Person accounted for the majority of offences (76.6%), with Arson and Criminal Damage being the next most common crime type experienced (8.1%). The remaining 15% of domestic abuse related offences were spread across a wide range of crime types.

<sup>2</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwalesoverview/november2020>

Figure 5: Breakdown in crime type for domestic abuse-related offences experienced by victims (resident in Cambridge), 2019



### Changes since April 2020

Understandable concern has been voiced in the media about the impact of lockdowns, as used as a measure to tackle the spread of COVID-19, and the scale and seriousness of domestic abuse. Nationally, an increase in demand has been observed for domestic abuse support services. The National Domestic Abuse Helpline saw a 65% increase in calls/contacts and a 700% increase in website visits in April-June, compared to January-March 2020<sup>3</sup>. It is not yet clear whether these increases represent simply a higher number of victims or whether they are attributed to lockdown impacting on the severity of abuse experienced and/or the coping mechanisms available to victims.

Locally the Domestic Abuse and Sexual Violence Partnership (DASV) have monitored levels of reporting and access to services throughout this year. Through this monitoring it has been found that whilst there was a small initial decrease during the first lockdown and subsequent rise as those measures were relaxed, the overall level of high-risk referrals to the Independent Domestic Violence Advisers (IDVAs) which support high risk cases, has now returned to a stable level for Cambridgeshire. Cambridge City specific data (see table below) shows a lower level than the same period in the previous year. Services have adapted to the current requirements and there is now a blended approach to delivery allowing for online where possible.

Table 1: Cambridge City IDVA referrals

Quarter	2019/20 Financial Year	2020/21 Financial Year
1	67	50
2	61	55
3	50	
4	43	

<sup>3</sup><https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwalesoverview/november2020>

## New Domestic Abuse Bill 2020

The Domestic Abuse Bill has now passed from the House of Commons and is under consideration in the House of Lords. If successful, it is expected to become law in April 2021. The Bill places a statutory duty on local authorities regarding the provision of safe accommodation for victims of Domestic Violence.

Four duties are proposed:

1. Tier 1 local authorities will be required to convene a multi-agency Local Partnership Board (LPB) to support them in performing certain specified functions.
2. A duty on Ministry of Housing, Communities and Local Government (MHCLG) to produce the Statutory Guidance;
3. A duty for Local Authorities to have regard to Statutory Guidance in exercising the above functions; and,
4. A duty on Tier 2 district, borough and city councils and London Boroughs to co-operate with Tier 1 authorities.

## ACTIVITIES

The following activity has taken place since the last strategic assessment in Cambridge City in relation to DA;

- **Domestic Abuse Housing Alliance Accreditation (DAHA) – Cambridge City Council received accreditation in December 2019**

Cambridge City Council became only the fifth local authority in the UK to be awarded the Domestic Abuse Housing Alliance (DAHA) accreditation in December 2019. The DAHA accreditation is the national benchmark for how housing providers should respond to domestic abuse, recognising that housing providers are in a unique position to identify abuse, prevent it and provide help for people suffering its effects. To achieve its accreditation, the council has had to demonstrate how it is improving the quality of service given to those seeking housing advice, and supporting tenants, residents and council staff who may be experiencing domestic abuse.

The assessors praised the council's work. This included development of a policy for Supporting Customers Affected by Domestic Abuse, and practical guidance on managing increased risks and barriers to disclosing domestic abuse faced by many who share characteristics protected by the Equality Act – particularly those with multiple disadvantages, or who are pregnant. In addition, the council's Personal Housing Plans, which are designed to support a person to avoid being homeless or find housing if they already are homeless, have been adapted specifically for the needs of people disclosing domestic abuse. This approach was praised as being innovative and will be incorporated in the best practice documents available to housing providers on the DAHA website.

Following DAHA accreditation, the Cambridge City Council DAHA Steering Group has become a DAHA Quality Assurance Group with external representatives such as Cambridge Women's Aid, which is vital to continued effective partnership working - central to the Whole Housing Approach.

DAHA Whole Housing Approach Year 1 report has recently been published with Cambridge City Council's success on page 36<sup>4</sup>.

From 2020, Cambridge City Council is delivering training with DAHA to private rented sector landlords, which includes the impact of COVID19 on domestic abuse survivors, tips on supporting tenants affected by domestic abuse, where to get help and advice if you suspect domestic abuse, myth-busting some common misconceptions on domestic abuse, evictions and domestic abuse.

- **White Ribbon Status**

Since February 2015, Cambridge City Council has been awarded White Ribbon status as part of an international campaign to end male violence against women and girls. Accreditation needs to be applied for every two years with successes in 2017 and 2019. The White Ribbon Campaign works to engage men in speaking out about violence against women and girls, to challenge gender stereotypes underpinning such violence and to challenge cultures that lead to harassment, abuse and violence against women. The award requires clear demonstration of Management and Leadership, Domestic Abuse Strategy, Ambassadors and Advocates, Communication Strategy and Community Engagement. There are several Cambridge City Council White Ribbon Ambassadors working in their different communities across the city to raise awareness such as in business, sport and education.

Since 2016 in its role as a licensing authority, Cambridge City Council provides safeguarding, equality and protection training for all licensed taxi drivers, to allow them to identify and respond to concerns about the safety of their passengers, including those who may be at risk of sexual violence.

- **Annual Conference**

Since February 2015, Cambridge City Council has organised events where survivors can provide feedback to service providers. These events are productive because survivors can reflect on their experience in a neutral setting, as opposed to providing feedback at the point of crisis. In addition, there have been free conferences for the public to mark 25 November - United Nations International Day for the Elimination of Violence Against Women, and the beginning of 16 days of Activism Against Gender-Based Violence to 10 December – Human Rights Day with White Ribbon Day also on 25 November. The Council also leads a Cambridge Community Forum on Domestic and Sexual Violence/Abuse.

In all this work, Cambridge City Council endeavours to influence, share learning and offer support to other districts as well as nationally such as with accreditation by DAHA and the White Ribbon Campaign.

In response to COVID-19 measures Cambridge City Council developed an action plan to assure those at risk and the wider public had access to the available domestic abuse services as well as to identify emerging gaps.

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<sup>4</sup> <https://www.dahalliance.org.uk/media/10886/whole-housing-approach-y1-report.pdf>



The action plan was developed on 2 April 2020 by an Officers Working Group representing Community Safety, City Homes, Housing Advice and Housing Tenancy Sustainment. The action plan followed guidance from the LGiU and the Domestic Abuse Housing Alliance (DAHA).

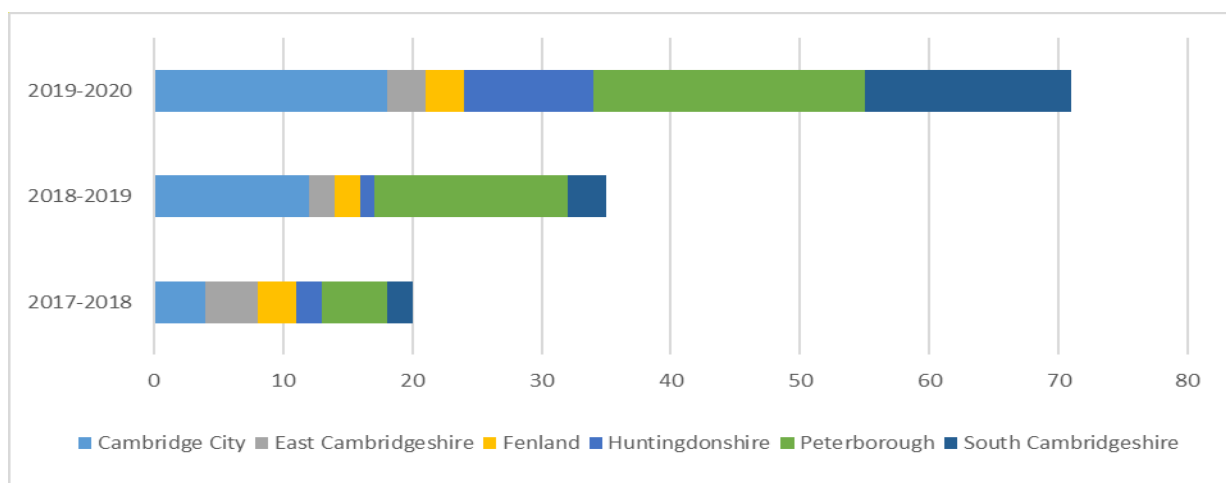
The action plan had three themes; communication, co-ordinating local services and continuation of services:

- **Communication**, examples include a news release for external awareness raising, message on Council Domestic Abuse webpage that services are running, a helpline sheet for council tenants circulated by Housing Services.
- **Co-ordinating local services**, examples include regular contact with the local services; Police, IDVA Service, understanding the current process for the court system during COVID-19, contact with voluntary, community and support groups
- **Continuation of services**, examples include ongoing training and to continue to identify those at risk and proactively advise them of relevant support.

## MODERN SLAVERY

Confirmed cases of Modern Slavery are quantified by police recorded crime at a local level. A quarter of modern slavery offences in Cambridgeshire and Peterborough were attributed to Cambridge City in 2019/20 (Oct-Sept). This is in the context of an overall increase in recorded offences, which are often driven by police activity, as shown in the figure overleaf.

*Figure 6: Police recorded Modern Slavery offences (data from Oct-Sept) (Source: CADET)*



Reporting in August 2020, Cambridgeshire Constabulary confirmed that the volume of investigations regarding Modern Slavery was relatively stable, with an impact of COVID-19 not seen on this issue to date.

Referrals of potential victims to the National Referral Mechanism (NRM), are also a valuable indicator<sup>5</sup>. While local level statistics for this are not currently available, key demographics are provided in national analysis of NRM referrals. Referrals involving County Lines exploitation are increasingly involving males under 18 as shown in the figure below.

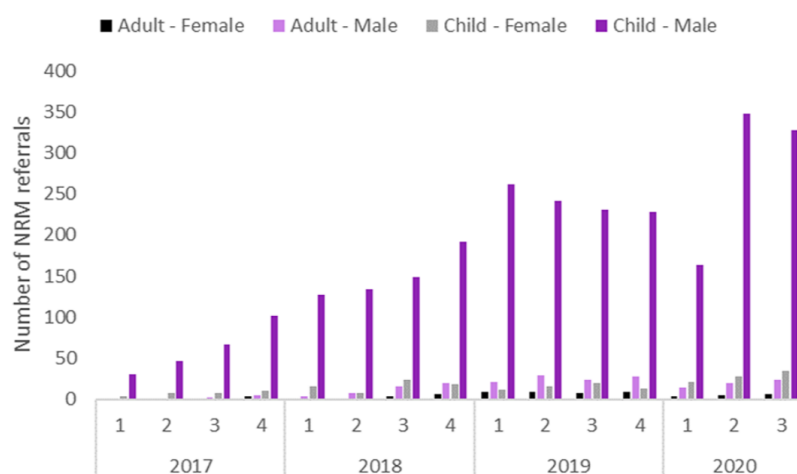


Figure 7: Number of NRM referrals flagged as county lines, by age group at exploitation and gender (Source: Home Office)

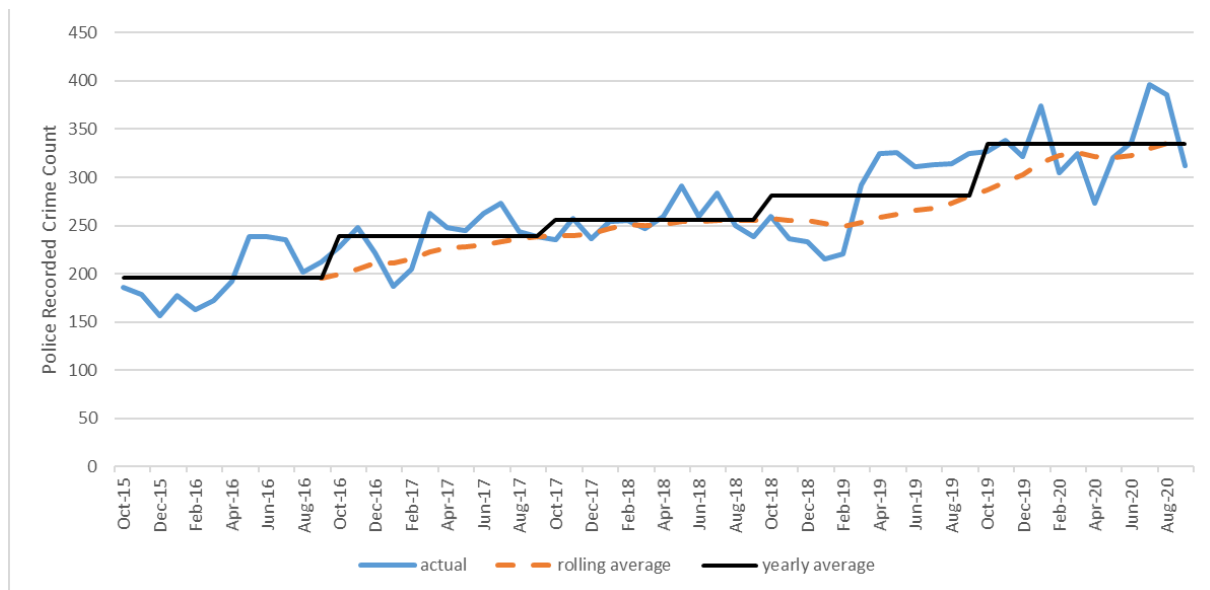
## VIOLENCE

In the most recent national statistical release (year ending June 2020), police recorded crime data showed a 3% increase in Violence Against the Person<sup>6</sup>, this is a more modest increase compared to previous years. The Crime Survey for England and Wales indicated a relatively stable level of violent crime during the most recent year. The last 3 years has seen a continued increase in total police recorded VAP for Cambridge City as shown in Figure 8 below, this category does include harassment and stalking.

<sup>5</sup> <https://www.gov.uk/government/publications/modern-slavery-national-referral-mechanism-and-duty-to-notify-statistics-uk-quarter-3-2020-july-to-september/modern-slavery-national-referral-mechanism-and-duty-to-notify-statistics-uk-quarter-3-2020-july-to-september>

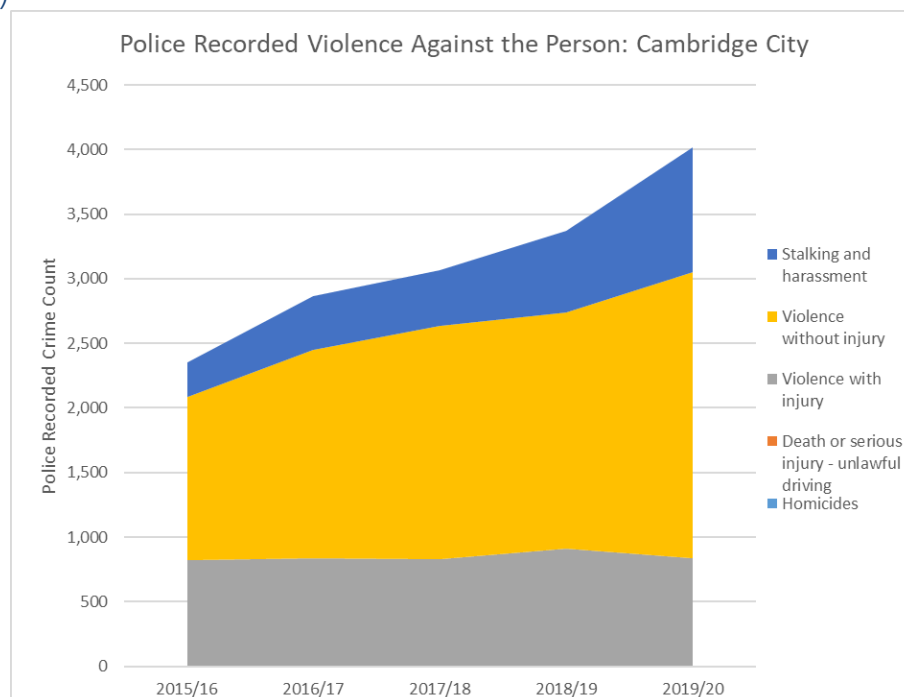
<sup>6</sup> <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingjune2020#main-points>.

Figure 8: Monthly breakdown of police recorded total Violence Against the Person Cambridge City



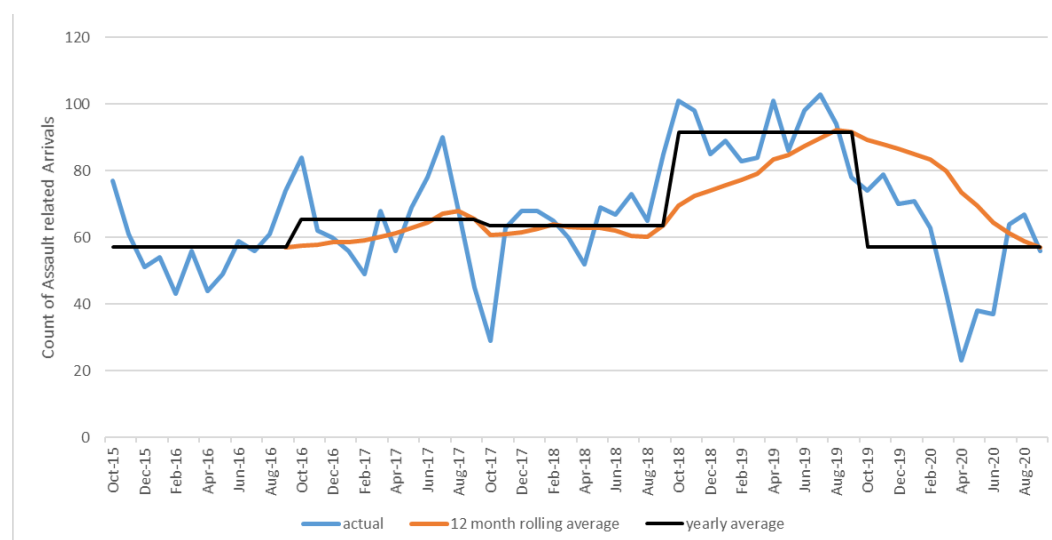
For the year to September 2020, 55% (2213) of police recorded VAP offences in Cambridge City were from the Violence Without Injury subgroup. The next major proportion of VAP offences was Stalking and Harassment (24% or 961 of VAP for the same period). Police recorded crime figures for Cambridge City indicates that the increased overall volume in Violence Against the Person offences is driven largely by the Stalking and Harassment subgroup of offences. The breakdown is shown in Figure 9 overleaf.

Figure 9: Police recorded Violence Against the Person in Cambridge City by type (Source: CADET/ Cambridgeshire Constabulary 2020)



Health service data is important in understanding patterns of violence with injury as not all violent incidents are reported to police. Alongside police recorded crime Addenbrooke's Emergency Department has been collecting and sharing data about the number and location of assaults for a number of years. Below the trend is outlined, showing the impact of the COVID-19 restrictions and the overall increases seen in the previous year.

*Figure 10: Monthly attendances for assault seen at Addenbrooke's Emergency Department*



The East of England Ambulance Trust is now working with Cambridgeshire Research Group to provide anonymised ambulance callout data relating to assaults at a more local level. Geographical analysis has been conducted on this data. Summarised as a ward breakdown, callouts to locations in Market (30.5%), Arbury (11.6%) and King's Hedges (9.7%) account for 51.9% of assault related ambulance callouts in Cambridge City for the year ending September 2020.

In terms of the demographic breakdown of this data it should be noted that it is based on a single year of data (year ending September 2020) and caution should be taken in to widely interpreting the findings;

- 63.5% of all assault related ambulance callouts in Cambridge City were for male victims.
- Almost a third (28.6%) of the assault related callouts related to individuals aged 20-29 years.
- Those aged 40-44 years accounted for a further 9.7% of all injury victims.

Ambulance data broadly reflects key demographic points from national analysis of assault related demands on health services<sup>7</sup>. This highlighted that in the year ending December 2019 males accounted for nearly 7 in 10 violence-related ED attendances and the age group 18-30 years as having the highest injury rate, followed by 11-17 years. (For Cambridge city 37% of the assault related callouts were for those age 18-30).

**Knife crime** has been largely reported as increasing nationally for several years. However ONS has reported a national 1% decrease in offences involving knives or sharp instruments recorded by the police in the year ending June 2020. This has been attributed to the impact of the first national

<sup>7</sup> services (sample of 111 NHS , EDs, MIUs and Walk-in Centres in England and Wales data from EDs and walk in centres across England and Wales)

lockdown in 2020. National analysis of health data reflects how those needing treatment following assault with a knife or sharp object (from 2015/16 to 2018/19) increased in volume and severity of injury but decreased in average age. A shift towards more girls being injured was also observed through this data<sup>8</sup>.

## PRIORITY 1 UPDATE: PROTECTING YOUNG PEOPLE FROM VIOLENCE AND EXPLOITATION

### Summary of trends/ issues

Under 18s reported missing from home can be indicative of risk to harm or exploitation. Cambridgeshire Constabulary analysis of the impacts of COVID-19 (completed in August 2020) showed that children Missing from Home incidents (reported to police) had declined in overall volume for 2020, however the geographic pattern had been maintained since 2019 with Cambridge having higher volumes and rates than the other districts barring Fenland and Peterborough.

Analysis of police recorded crime victims' data for Cambridge shows that victims who experienced violence were more likely to be children. 7% of all Cambridge resident victims of crime in 2019 were aged under 16, however, when looking just at victims of Violence Against the Person this rises to 12% being aged under 16.

Figure 11: Breakdown in age group for victims (resident in Cambridge City) of offences in 2019

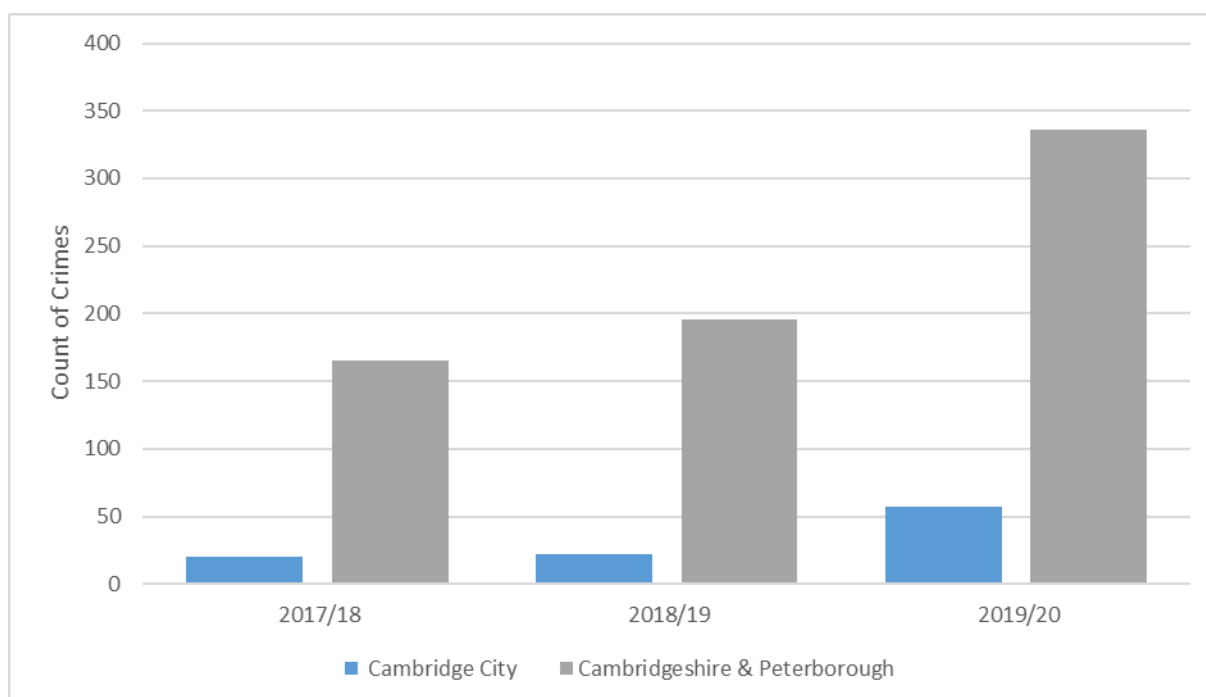


Analysis of the Cambridge City victims' data showed that 16 victims had experienced an offence with a marker for Child Sexual Exploitation (CSE) in 2019. These victims were predominantly female and their ages ranged from 7 to 18 years old.

Constabulary-wide analysis of the impacts of COVID-19 showed a marked reduction in Child Sexual Exploitation crimes recorded during the first national lockdown, however figures outside of the lockdown period indicate a general rise overall; shown in the figure below.

<sup>8</sup> [https://www.cardiff.ac.uk/\\_data/assets/pdf\\_file/0009/2288520/Violence-in-England-and-Wales-2019\\_NVSN-Annual-Report.pdf](https://www.cardiff.ac.uk/_data/assets/pdf_file/0009/2288520/Violence-in-England-and-Wales-2019_NVSN-Annual-Report.pdf)

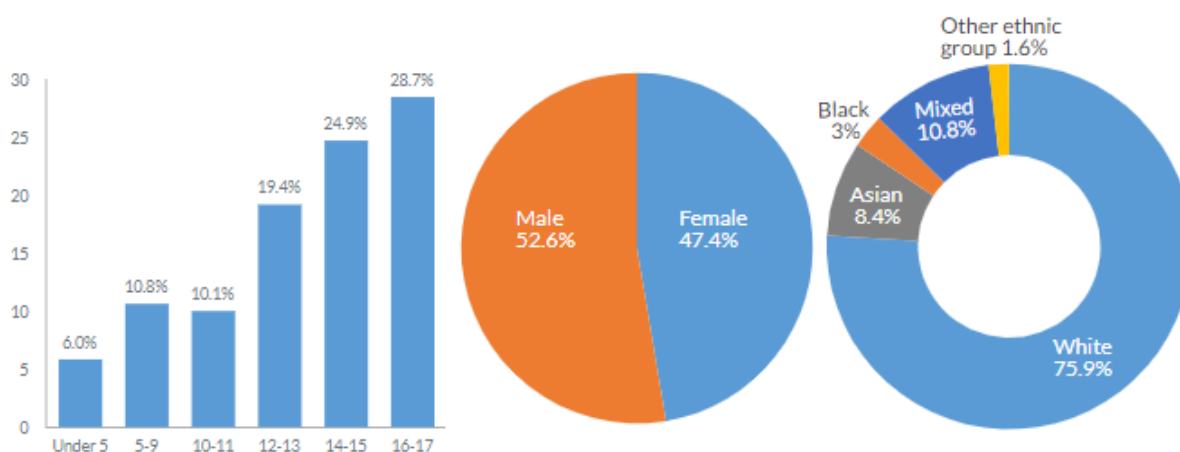
Figure 12: Police recorded child exploitation crimes, Oct-Sept data (Source: CADET Sept 2020)



### Victim profile of under 18s Cambridgeshire Constabulary 2019:

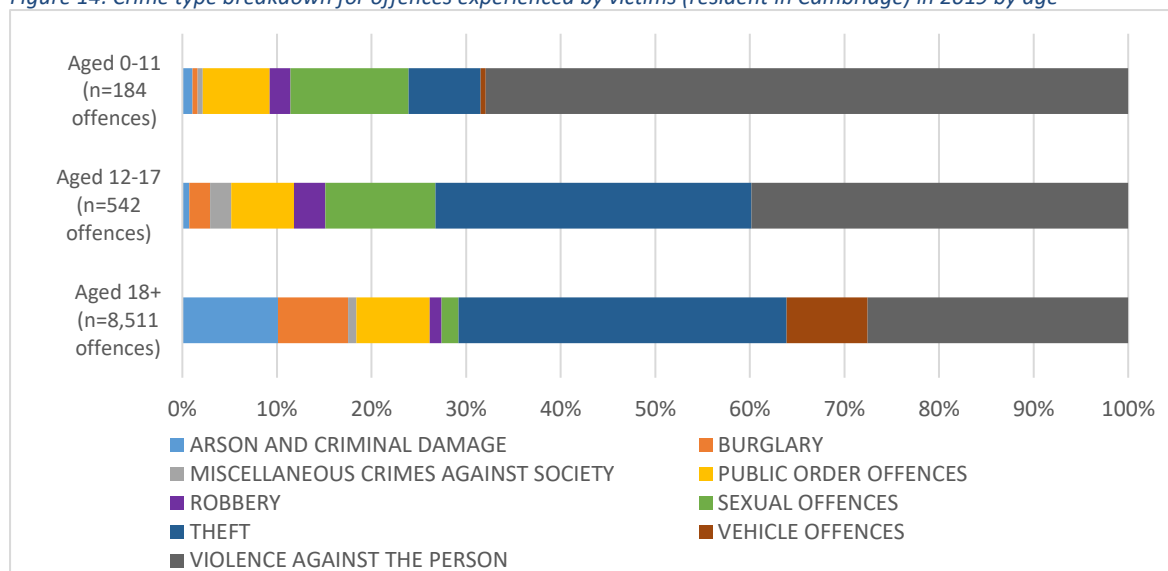
It should be noted that there were some gaps in demographics within the victims' data. For Cambridge City victims the following data gaps were present: ethnicity (34%), sex (4%) and age (3%). The figure below displays the demographics (where known) for children and young people (aged under 18), resident in Cambridge City, who experienced an offence in 2019. The majority of young victims (73%) were adolescents aged between 12 and 17. Compared to the adult victim cohort, white victims accounted for a slightly lower proportion among children and young people at 76% compared to 83% of victims aged over 18.

Figure 13: Demographic breakdown (where known) for victims (resident in Cambridge) aged under 18 who experienced an offence in 2019



The figure below displays the crime type breakdown of offences experienced in 2019 by Cambridge City resident victims of different age groups. There is some notable variation by age, with children under 12 in particular experiencing a high proportion of violence against the person. Sexual offences account for a higher proportion of offences experienced in both of the children's age groups when compared the adult victim cohort.

Figure 14: Crime type breakdown for offences experienced by victims (resident in Cambridge) in 2019 by age



## Summary of progress on activity – April to October 2020

### Youth Consultation Panel

The Youth Consultation Panel, of which Inspector Rogerson is a trustee, is an independent group which can be used to understand issues. The long-term aim is for the creation of a permanent multi-school/city-wide youth consultation group that can work with the CSP too.

**Progress:** 700 (countywide) devices provided to young people since lockdown, working closely with business RaspberryPI.

**Impact:** Inspector Rogerson to commission the panel to carry out an engagement exercise that will gain feedback on the impact of the devices in the lives of a sample of participants.

### Transforming Lives

This is a group intervention to help young people transform their own lives with the right support. It has two underlying principles. First to put professional judgement as key referral pathway and second to free up time of Young Person's Worker by using district trained staff Teaching Assistants, PCSO, ASB team workers, fire fighters etc to deliver at the 'low' end of risk.

**Progress:** Transforming Lives completed (1 face to face, 1 online). A lot of learning has taken place. A third City Cohort is due to be run Jan/Feb 2021.

**Impact:** Assessment framework is under development, with young people's workers leading.

More broadly the programme is now running countywide with a new governance framework whereby reporting will be to the countywide groups Early Help and Youth Justice Boards.

#### **Organised Crime Group Partners Meeting (OCGP)**

Working in partnership, this aims to seek to disrupt organised crime from youth recruitment. The reconvening of this meeting and attendance by partners will be a performance measure in itself.

**Progress:** Operation Sherpa developed in response to changing tactics by organised crime groups. It is Cambridge City specific and targets supply to local dealers and to tackle immediate risks.

Meeting running monthly, Chaired by Insp McNeil. The OCGP meeting works to co-ordinate partnership activities between Problem solving group (PSG), MAPPA, CIN and other partnership groups to ensure disruptions opportunities are released.

Op Sherpa is a new framework for delivering against OCG disruption, targeting support and disruption where younger people are involved, in this case disrupting the supply of “foot soldiers”. This same process is used to ensure young people are appropriately disrupted, diverted and supported.

**Impact:** There has been an uplift in intelligence and OCG disruptions as a result of this model.

#### **Transformation Topic - County Lines and Young People**

On behalf of the Cambridge Community Safety Partnership, Cambridge City Council Community Safety Team has been leading a Transformation project; Serious Violence – Young People and County Lines, funded by the Cambridgeshire and Peterborough Acting Police and Crime Commissioner. The project will be achieved in three phases as follows:

**Phase 1 - Create task and finish group.** Over the summer 2020, an interim project manager was appointed to drive forward the project and recruit a project officer. A multi-agency group planned and carried out an engagement process through two online surveys. One for adults including parents and carers across Cambridge and Peterborough and another for children and young people. Initially the project was to have included focus groups as well but due to the impact of COVID-19 they were cancelled. The process included a range of methodologies to ensure comprehensive inclusion of all communities. Due to COVID-19, the outreach to different groups such as schools and community centres, which were closed, had to be adapted and therefore the survey deadline was extended to 31 October to maximise engagement. The analysis of the survey will fall into two categories;

- What people know and feel about County Lines
- What the perceived or actual gaps are

Any needs identified will be informed by the outcomes of the consultation process and the findings already available from previous consultation carried out by the Local Safeguarding Board (LSB) and others.



**Phase 2 – The appointment of a project co-ordinator.** The coordinator, appointed in October, has responsibility for developing the project in accordance with the findings from the consultation carried out by the task and finish group and the findings already available elsewhere such as with LSB.

The project coordinator working with partners already involved in this area of work, will develop a local communications campaign using social media, outreach work, webpage with links to all available resources on the topic including those recently released resources by the LSB and the work of Fearless.org and information and evidence developed and collated by the County Pathfinder Co-ordinator.

**Phase 3 – Expansion and delivery of the project.** The communications plan will continue and expand based on evaluation of the impact of the activity. In addition, it is envisaged to have a ‘You said – We did’ approach to promote the development of the programme of activity in relation to both communications and actions. It is proposed that the coordinator post would do outreach work with communities helping them to establish links with businesses, voluntary sector and community services to build on resilience in their local area to address the impact of County Lines.

*Figure 15: Proposed timeline for the transformation topic*

	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21
<b>Phase 1</b>												
Tast & Finish Group			Created and running throughout project to steer it									
Adult survey						Survey live online	Analysis	Report to CSP				
Children/ Young people survey						Survey live online	Analysis	Report to CSP				
<b>Phase 2</b>												
Appoint Project Co-ordinator			Interim project manager appointed				Appointed	Started				
Project Co-ordinator develop response to survey												
Project Co-ordinator deliver response												
<b>Phase 3</b>												
Communications plan												
Project Co-ordinator - outreach work												

## COMMUNITY HARM

### Summary

The section covers a wide range of behaviours and issues raised by agencies and residents. The Research Group reviewed and analysed a variety of data sets, and feedback from professionals. The key findings were;

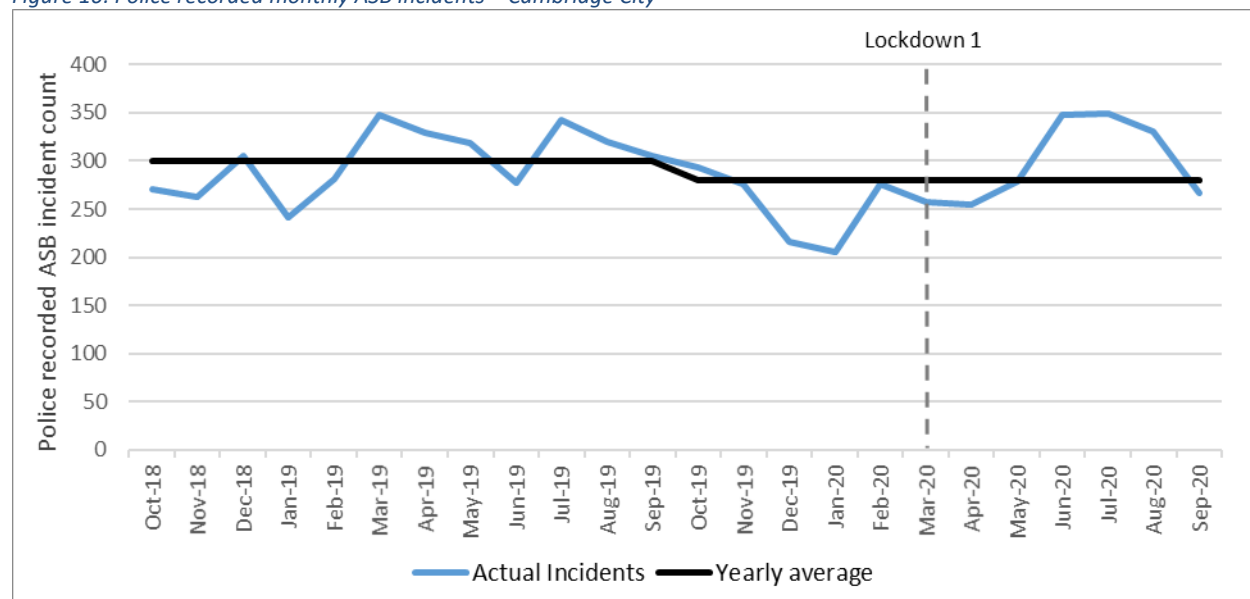
- Some key features of ASB remain the same despite the pandemic. Key findings of the police recorded incidents for the last 12-months include;
  - Market Ward (the City Centre) accounting for a fifth of police recorded ASB.
  - January 2020 was the month with the lowest volume of incidents.
  - Environmental ASB accounted for a higher proportion of the total police recorded ASB in 2019/20 compared to the previous year.
  - Criminal damage was down as compared to the previous year, but only slightly.
- ASB cases as managed by the City Council team are increasingly complex, often with no quick solutions.
- Recorded hate crime continues to increase, this is both locally and nationally. The Crime Survey for England and Wales (CSEW) indicates little change between 2015/16 to 2017/18 and 2017/18 to 2019/20.
- National analysis of police recorded crime showed that 53% of public order offences were hate crimes, the rise in recording of hate crime is therefore likely to correlate with a rise in recording of public order offences.
- Drug misuse continues to remain an issue; both in terms of the impact to those individuals using and the wider community.

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### ANTI-SOCIAL BEHAVIOUR

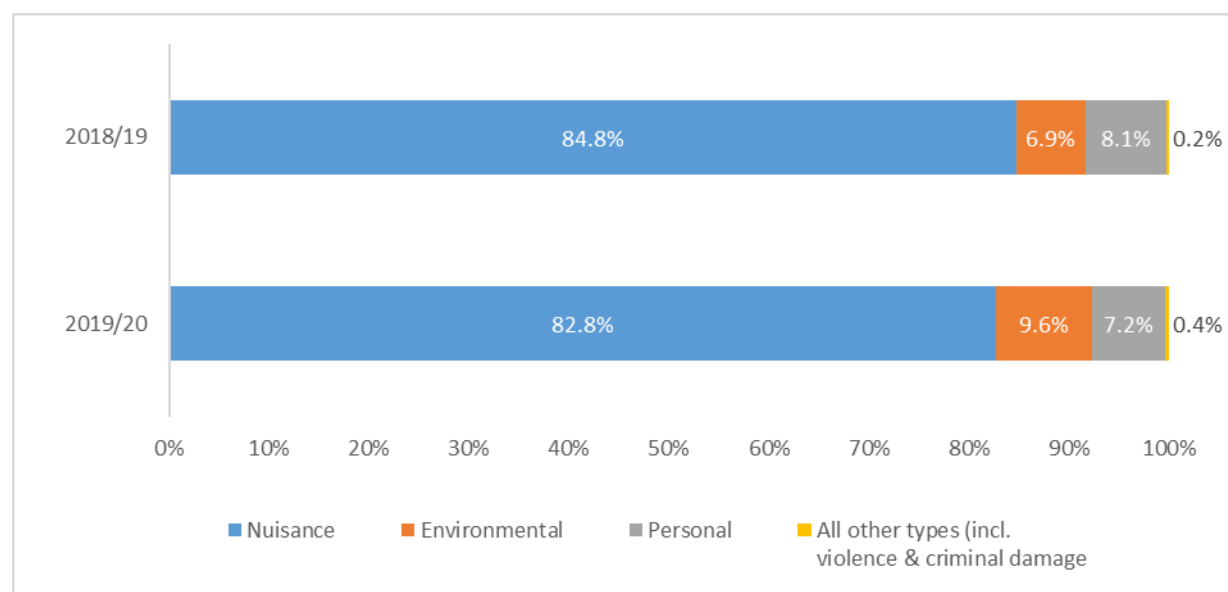
Trend data for the past two years of police recorded ASB incidents shows that despite some notable monthly fluctuations the longer term trend is stable with just a slight reduction the yearly average number of incidents in 2019/20. In the initial months of the national COVID-19 lockdown ASB incidents in Cambridge City remained fairly stable before a marked increase in June 2020, with incidents up over a third (35%) compared to March 2020.

Figure 16: Police recorded monthly ASB incidents – Cambridge City



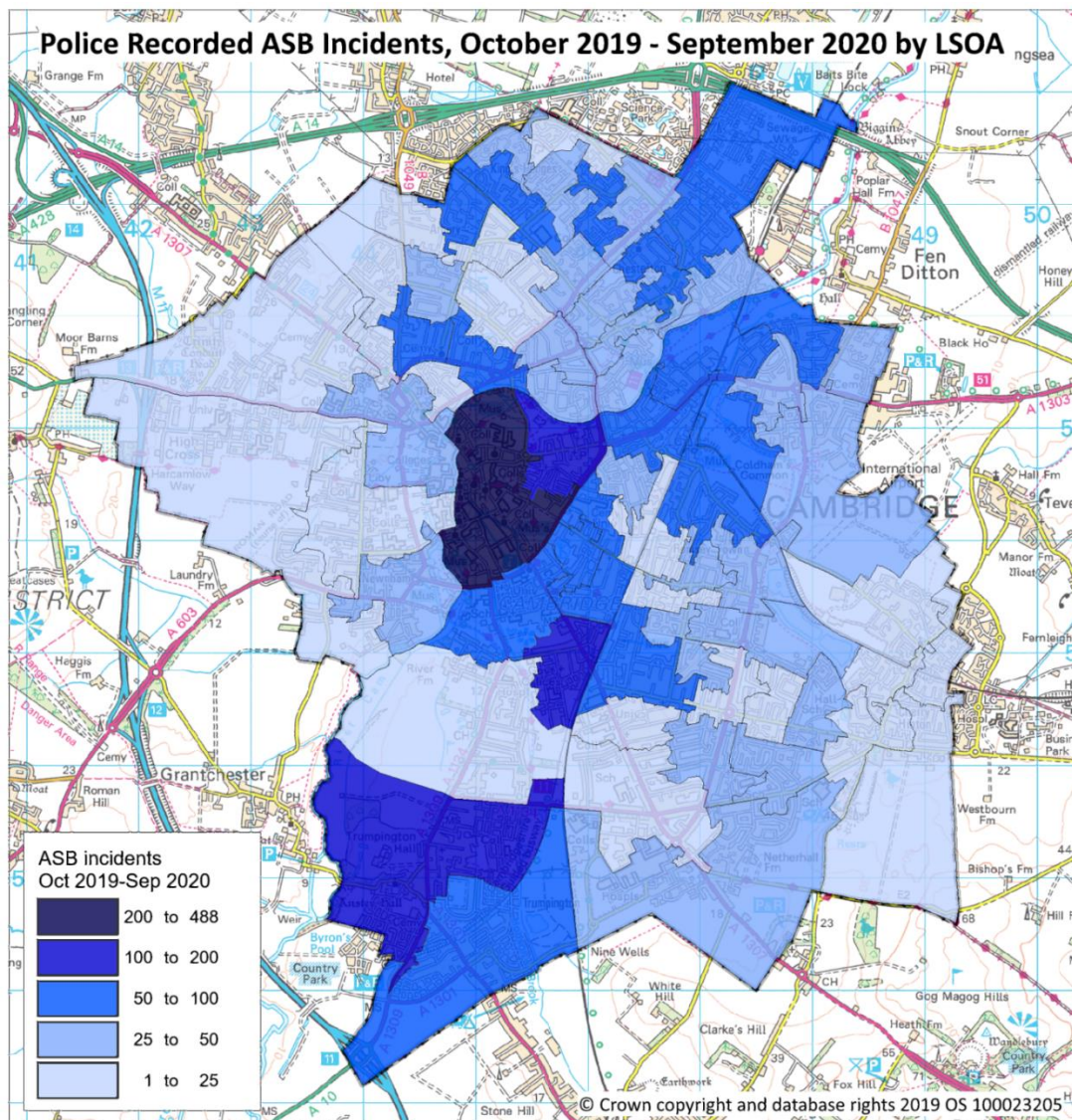
Analysis of the classification types of incidents in 2019/20 shows that 'nuisance' accounts for the vast majority of ASB at 83%. Compared to 2018/19 there has been a slight increase in the proportion of environmental incidents as illustrated in the figure below.

Figure 17: ASB breakdown in categories 2018/19-2019/20



Ward level analysis shows that Market ward had the highest level of ASB accounting for a fifth (20%) of all incidents between October 2019 and September 2020, followed by Trumpington (13%) and Abbey (9%).

The thematic map below shows more local level detail by displaying the count of ASB incidents by LSOA. This map shows that in addition to LSOA Cambridge 007G, which covers the city centre, high levels of ASB (over 100 incidents) were also recorded in LSOA's Cambridge 007C (Grafton Centre, Maids Causeway/Newmarket Road), 012A (Trumpington) and 012F (train station).



Data reviewed by the ASB Team in Cambridge City Council indicates a substantial increase in demand since the initial lockdown period. Between 23/03/2020 and 30/09/2020 (approximately 6 months) a total of 463 new reports were triaged through the City Council's Anti-Social Behaviour Team. This compares to 383 during the same period in 2019 an increase of 64%. Unfortunately, at the time of writing the data was not available to determine if the increase was a direct result of COVID-19 or the measures to tackle it.

The team report that anecdotally the 'reports now seem to be, from the outset, more complex in their nature' often involving, mental health issues. The courts require robust evidence that support services have been involved in the efforts to find solutions to ASB issues and that vulnerable perpetrators have been offered appropriate support. In cases where such evidence has been presented but perpetrators have not engaged, the courts have in many cases granted a legal solution. However, below are two example case studies which describe the complexity of the cases where resorting to legal remedies are not entirely appropriate.

#### ASB CASE STUDY 1:

A resident with a long term mental health diagnosis who is supported by a community psychiatric nurse (CPN) lives in general stock Cambridge City Council housing. The property looks out onto a car park, and is the main thoroughfare to get to other neighbours' properties. The ASB team have received complaints of noise nuisance: loud music being played, the sound of banging and aggressive shouting. The tenant also approaches people visiting the area and wants to know who they are. Environmental Health have served a Noise Abatement Notice and prosecuted the tenant for breaching it. A Notice of Seeking Possession (NoSP) has been served, but the City Council think that the tenant should be in more suitable accommodation, i.e. somewhere that is more out of the way that is not in a thoroughfare / does not have sight of the car park. However, the tenant does not want to move and the CPN has not been promoting this. When the tenant is engaging with the CPN and treatment, things quieten down. This did happen for the duration of the NoSP. However, complaints of noise nuisance have started again, which may be related to the tenant's mental health declining. We continue to work with the CPN to try and move the tenant into more suitable accommodation.

#### ASB CASE STUDY 2:

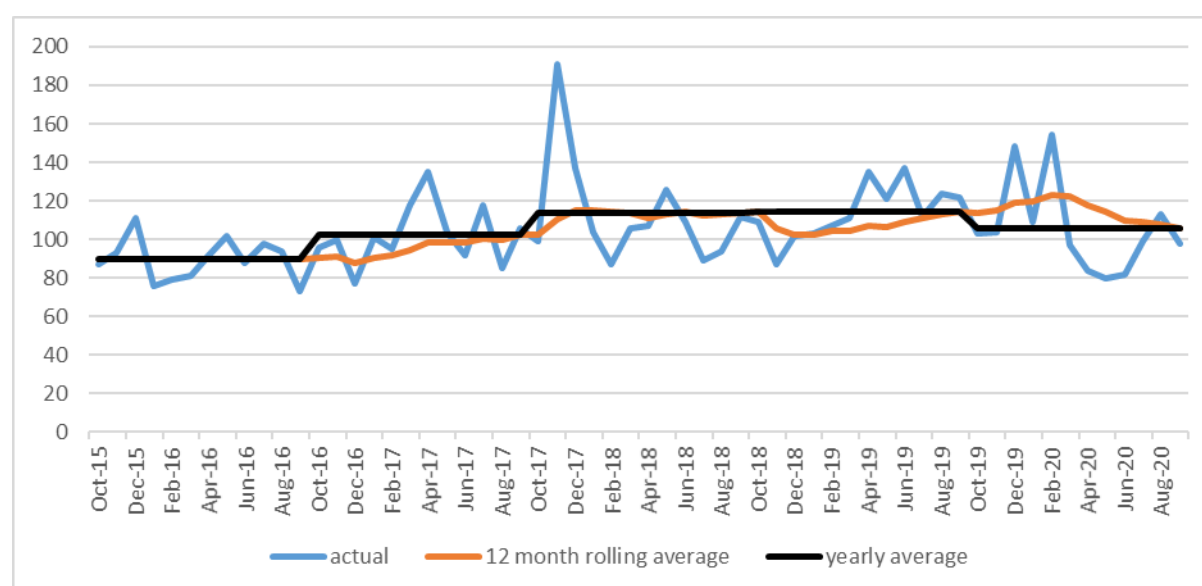
A family with young children, living in a council property between two owner occupiers. Neighbours have reported serious noise nuisance and constant disturbances caused by the family which is having a significant impact on their own well-being. It has been particularly difficult for the tenant and the complainants during lockdown, with schools closed and a stay on possession proceedings. The tenant has support needs and the family are subject to social care intervention and have additional support in place. The ASB Team are limited with what information can be shared between the parties and therefore the complainants are very frustrated with the time taken to deal with the issues. All options are being explored in order to resolve this as quickly as possible, including possession proceedings which would not be a quick option. However, consideration of the tenant's children needs and the ongoing work of social care to support them is important. An additional concern for owner occupiers is that reports of ASB or nuisance have to be disclosed to potential buyers.

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#### CRIMINAL DAMAGE

The long term trend in criminal damage offences has remained stable in the past five years as illustrated by the figure below. There had been some slight year-on-year increases between 2014/15 and 2018/19, however, a reduction has been recorded in 2019/20, likely linked to a drop off in offences during the lockdown period which is in line with patterns seen nationally in 2020 (see Figure 3).

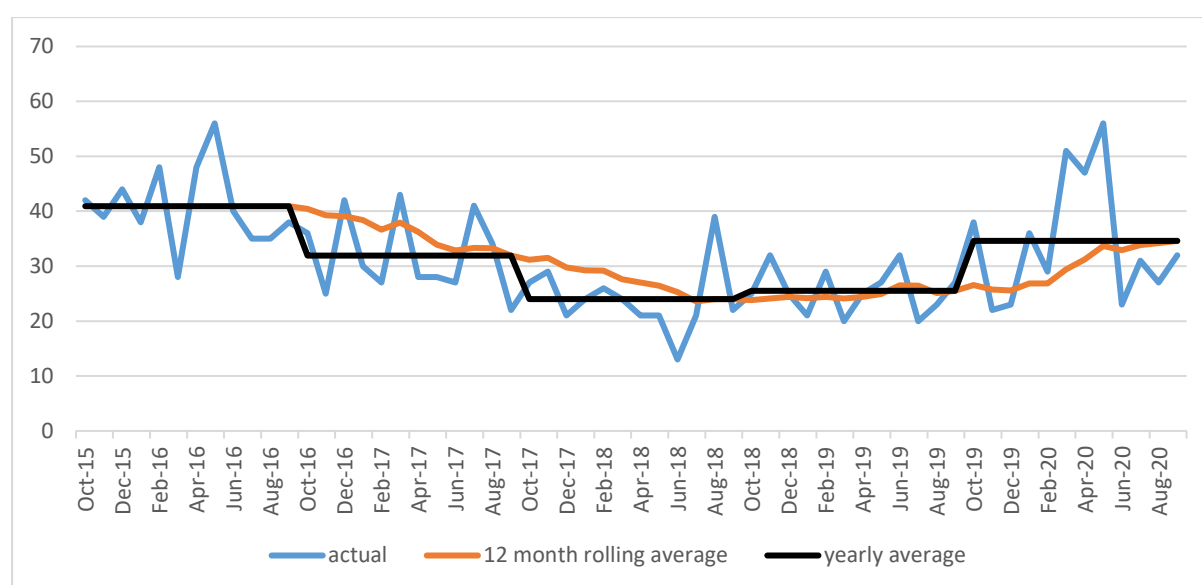
Figure 18: Monthly breakdown in Criminal Damage offences, Cambridge City (Source: CADET)



## DRUG MISUSE

Police recorded crime data shows that there has been a pattern of decreasing levels of drugs offences in recent years (2015/16 to 2017/18). In 2019/20 this pattern has reversed with an increase which was driven by a spike in drugs offences during the first COVID-19 lockdown (March – May), consistent with patterns seen nationwide (see figure 3). Changes in police recorded drug offences is heavily driven by police activity rather than a reflection on the amount of drug use occurring.

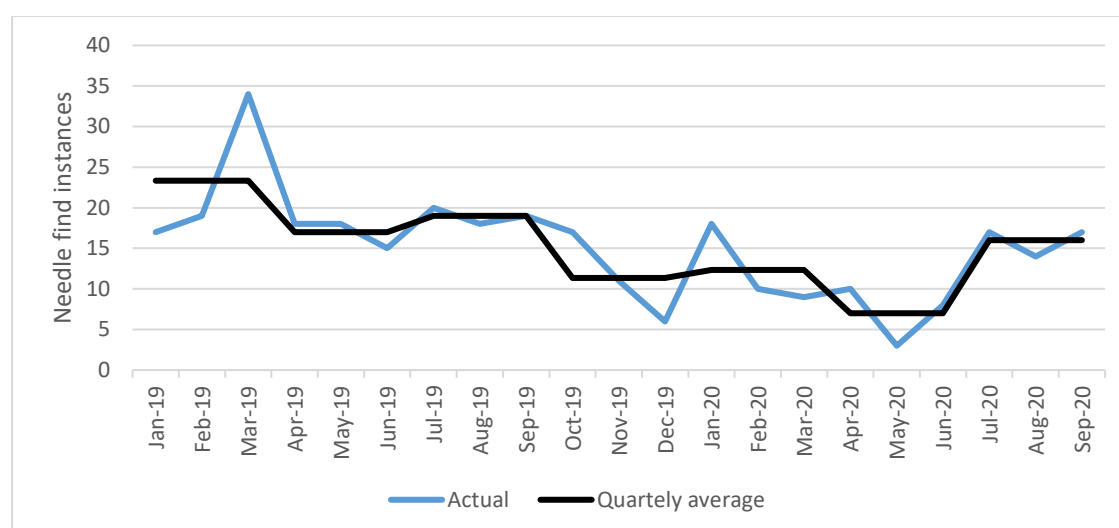
Figure 19: Monthly breakdown in drug offences, Cambridge City (Source: CADET)



Data from Cambridge City Council on needle finds has been analysed to provide additional insight into drug-related issues in the City. Between January 2019 and September 2020 there were 318 instances of needles being removed in Cambridge City with a total of 2,457 individual needles found and removed from the public domain. The chart below displays the monthly count of needle find instances as well as the quarterly average and shows decreasing levels up until the most recent quarter where needle finds have increased.



Figure 20: Needle removal instances, Cambridge City (Source: Cambridge City Council)



Over half of all needle find instances were located within the three wards of Market (27%), Petersfield (16%), and Romsey (12%).

For the year ending September 2020, the local drug and alcohol misuse / support services provider Change Grow Live (CGL) reported that a majority of Cambridge City resident clients were in treatment relating to opiate misuse, as shown in the table below.

Table 2: Clients resident in Cambridge City and in treatment or successfully completed treatment in the year ending September 2020. This does not reflect the location of treatment service necessarily. (Source: CGL)

		Cambridge
Total number in treatment		1099
Number in treatment by substance	Opiate	520
	Non-opiate only	103
	Alcohol only	332
	Non-opiate and alcohol	144
Successful completions		225

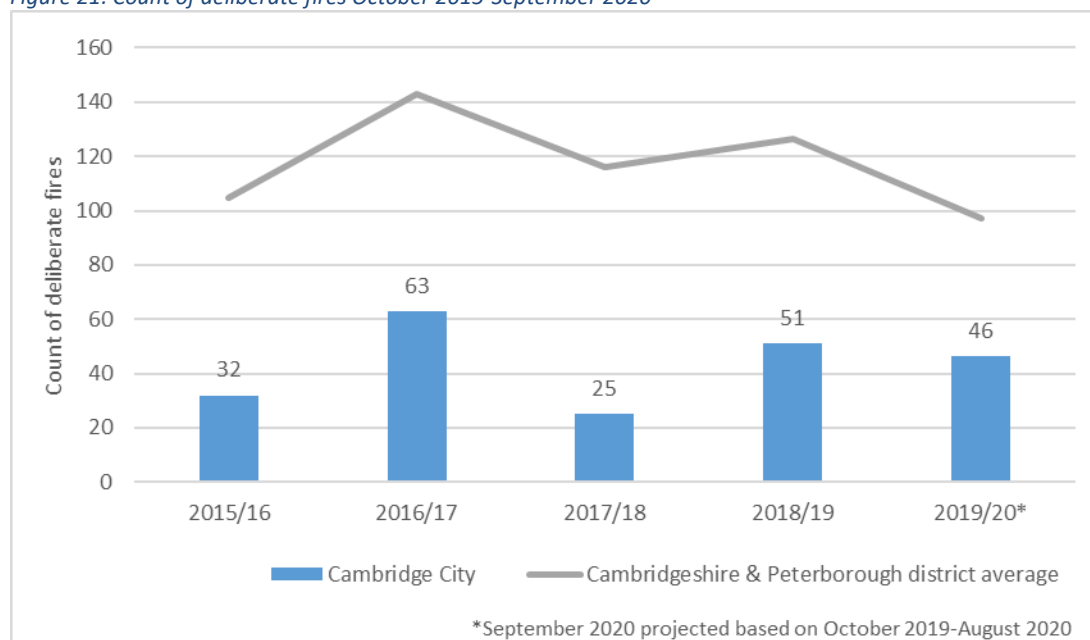
In relation to cuckooing the following key issues were found;

- Police activity identifying this more effectively such that the volume of cuckooing recorded by police has risen overall in the last couple of years, however it remains geographically focused in Cambridge City.
- Police analysis to August 2020 noted 73% of all cases in 2019 and 2020 combined were in Cambridge City; 78% of 2020 cases (to August 2020) in Cambridge City.
- In 2020, King's Hedges, Cherry Hinton and Arbury were the wards most affected by cuckooing (Abbey Ward was most affected in 2019).
- Key common vulnerability of cuckooing victims is drug use; majority are female. Key age range seen between 30 and 50 years of age.
- A shift in drug dealing away from street dealing and into residential locations was observed in the months of the first national lockdown and could be likely again in the subsequent lockdown. This could have an associated increased risk of cuckooing taking place too.

The fire service recorded 177 fires in Cambridge City between October 2019 and August 2020. Projecting the number for September 2020 based on the average of the previous 12 months would indicate a total of 193 fires for the full year. Of the 177 fires recorded up to August, just under a quarter (24%) were deliberate, with 63% accidental and 13% where the cause was not known.

The figure below charts the count of deliberate fires recorded in the past 5 years (September 2020 projected) for Cambridge City as well as the Cambridgeshire and Peterborough district average. This shows that Cambridge has been consistently below the average number of deliberate fires seen across the Cambridgeshire and Peterborough districts. Year-on-year the numbers have varied markedly, for example, dropping by 60% in 2017/18 before doubling again in 2018/19. The number of deliberate fires is down slightly for 2019/20 but this decrease is not as great as that seen across the county as a whole.

Figure 21: Count of deliberate fires October 2015-September 2020



Monthly analysis shows that, aside from a notable spike of 13 deliberate fires in October 2019, numbers have remained consistently low with monthly counts of 6 or below since October 2018.



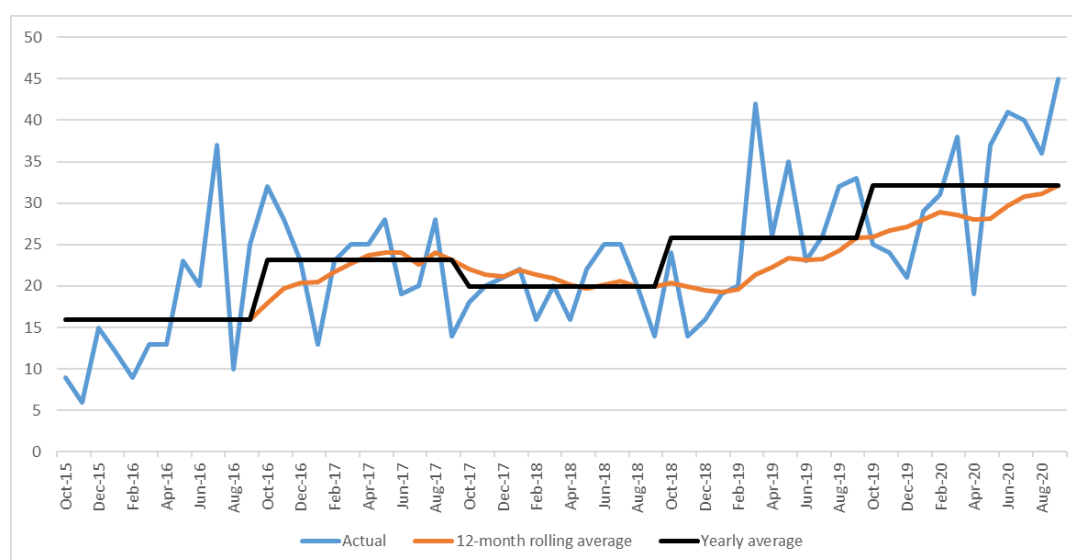
Police recorded hate crime continues to increase, this is both locally and nationally. To get a better idea of the level actually experienced by people the Crime Survey for England & Wales (CSEW) is used. However, there is a lag on that data being released, so recent changes will not show. The CSEW combined 2017/18 to 2019/20 surveys estimated there were an average of 190,000 incidents of hate crime a year during this period. This was similar to the previous estimate of 184,000 incidents (combined 2015/16 to 2017/18 CSEW<sup>9</sup>).

Analysis by Cambridgeshire Constabulary in September 2020 and shared with the Research Group in order to understand the impact of the COVID-19 measures provided the following key findings regarding police recorded hate crime;

- The occurrence of hate crime was 46 % lower in 2020 (Jan-Aug), relative to the same period in 2019 (951 and 1753 crimes and incidents, respectively). Most likely this is due to limits on freedom of movement and less interactions in public places.
- As lockdown 1 eased, the occurrence of hate rose, and by the post-lockdown period was generally higher than the same period in 2019. Only about 4% (20 of 479 hate crimes and incidents after 15 March 2020) can be directly attributed to the pandemic and pandemic response.
- Cambridge had the highest rate of hate crimes per 1,000 residents in both 2019 and 2020, whilst Peterborough had the most in absolute terms.

The more recent analysis by the Research Group examining the data for the last five years shows the steady rise in reported hate crime.

Figure 22: Monthly police recorded hate crime, Cambridge City



Cambridge City Council Community Safety Team receives hate crime reports directly. Anecdotal evidence includes examples of reports received by Chinese people, who are either residents or visitors, being verbally abused in Cambridge due to the perception that COVID-19 started in China.

#### HATE CRIME CASE STUDY 1:

A woman and her daughter were at a bus stop in Cambridge when they witnessed a cyclist hit by the bus as he rode passed. The cyclist fell off his bike and seemed hurt, the mother and daughter asked if he was ok and if he needed any help. The cyclist became abusive and started to swear and shout at the mother and daughter. Both were very shocked at the cyclist's response and decided to walk off back to the house they had been visiting. The cyclist followed them and continued to abuse them. The mother and daughter's English was limited but they did understand that the cyclist was having a go at them for being Muslim and wearing the Hijab. They also understood that the cyclist was telling them to 'go back to where they came from'.

The mother and daughter were terrified because of the incident. This incident was reported to the Police but the perpetrator was not identified.

#### HATE CRIME CASE STUDY 2:

A Chinese lady was visiting the town centre when she was approached by a couple of young men. The men were abusive to the lady accusing her of the spread of the COVID-19 virus they also laughed at her before walking off. The Chinese lady felt very intimidated and frightened at the time. This was reported to the Police but no one was identified for the abuse.

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## IMPACT OF HOMELESSNESS

As part of the immediate emergency measures to manage the coronavirus pandemic, the Government required every housing authority to arrange emergency accommodation for all homeless people, known as "everyone in". This focused especially on those on the street, providing safe accommodation preferably self-contained and with facilities to isolate wherever possible. This also required suitable support including advice on COVID-19 and access to key services including prescriptions, meals and security. In Cambridge City this meant that a peak figure of 115 people were in emergency accommodation in Cambridge City during May 2020, ultimately reducing to 63 people at the beginning of October 2020<sup>10</sup>.

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<sup>10</sup> <https://cambridgeshireinsight.org.uk/housing/local-housing-knowledge/our-housing-network/housingboard/>

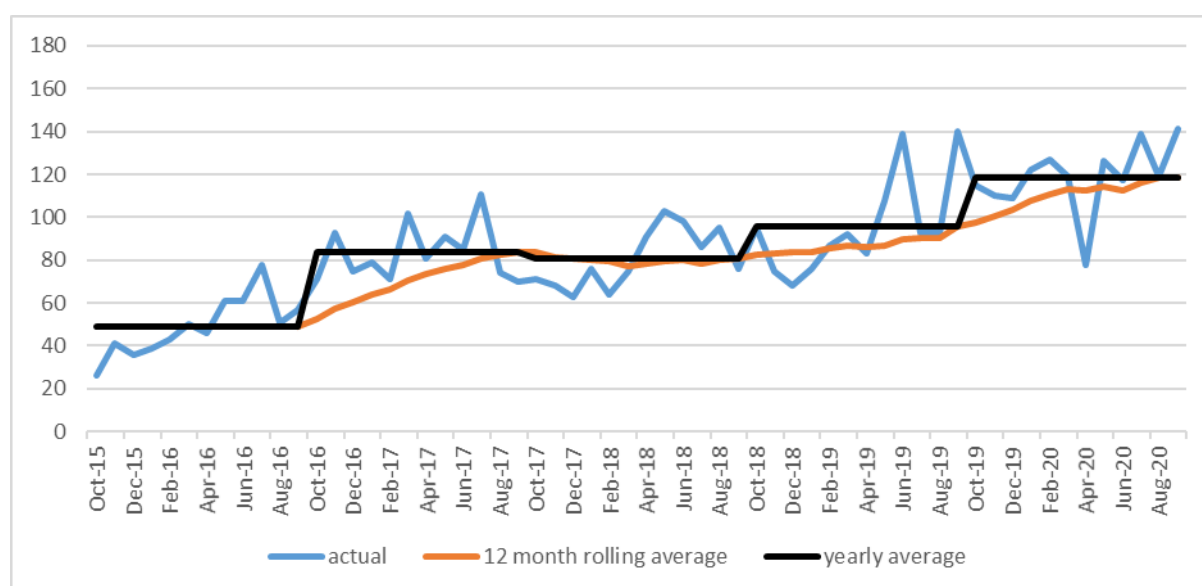
As the first national lockdown ended, those that were in temporary accommodation were now required to be rehoused in other properties. The CSP needs to understand the associated support needs for those in new tenancy agreements.

Other aspects of legislation relating to coronavirus have likely impacts on the issue of homelessness in the longer term. A stay on evictions took place from the first national lockdown until September 2020. Further still a longer notice period requirement was established for private and council or social housing tenants (where notice was given from 29<sup>th</sup> August 2020 onwards) meaning that in most circumstances 6 months' notice will be given<sup>11</sup>. There could potentially be a shift in demand for homelessness prevention and homelessness support from Spring 2021 as a result.

## PUBLIC ORDER

Levels of police recorded public order offences have increased in Cambridge City over time from an average of 49 crimes in 2014/15 to an average of 119 crimes in 2019/20. A pattern of year-on-year increases has remained in 2019/20 despite a sharp drop in public order offences in April 2020 during the initial stages of the national lockdown. The constabulary have created a marker for calls relating to COVID-19 however at the time of writing the Research Group did not have access to this data. How much the impact of the COVID-19 restrictions has had on the increases seen in the latter half of the most recent year cannot be determined at this time.

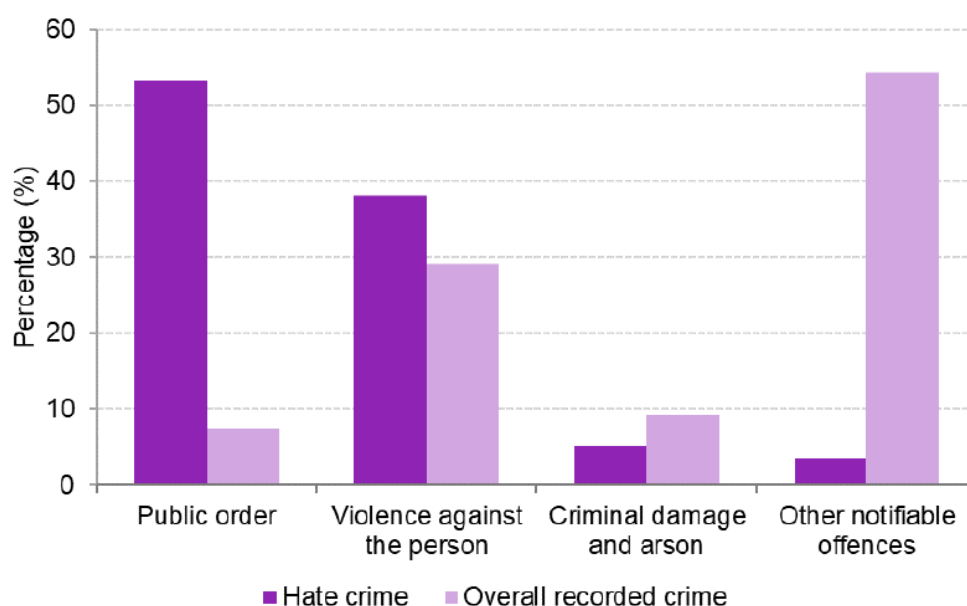
Figure 23: Monthly breakdown in Public Order offences, Cambridge City (Source: CADET)



It should be noted that nationally public order offences accounted for just seven per cent of all notifiable offences compared with 53 per cent of hate crime offences. Meaning a substantial overlap in trends between hate crime and public order offences is likely.

<sup>11</sup> [https://england.shelter.org.uk/housing\\_advice/coronavirus](https://england.shelter.org.uk/housing_advice/coronavirus)

Figure 24: Breakdown of hate crimes and overall recorded crime by selected offence types, 2019/20 (Source - Hate Crime, England and Wales, 2019/20<sup>7</sup>)



Source: Police recorded crime, Home Office. Figures exclude GMP.

## PRIORITY 2 UPDATE: LISTENING TO COMMUNITY NEEDS AND RESPONDING TOGETHER TO REDUCE HARM

### Response to COVID-19

Voluntary sector input was sought from partnership members for this document. It was noted that the rapid and relatively widespread response to needs arising in the first national lockdown highlighted the existing strengths (and networks) of community groups and charities in Cambridge City<sup>12</sup>. This highly positive response has been reported to have continued since the initial lockdown. However, it may be valuable for the CSP to be kept updated of any challenges to maintaining the community/ voluntary sector response as communities endure subsequent lockdowns and the wider long term impacts of the pandemic become apparent.

The response to the Coronavirus pandemic and the impacts of lockdown has included work to set up a District hub to enable the support of Cambridge City residents as various needs have arisen. In the initial lockdown work was done to understand where vulnerabilities were likely to be in the City. Subsequent analysis was also carried out to understand the kind of help requested during the first national lockdown to help refine the response.

<sup>12</sup> <https://sway.office.com/ECiFC77bHe4k9HDI?ref=Link> reports learning from Community Groups, Charities and statutory partners, reflecting on March 2020 onwards.

## Summary of progress on activity– April to October 2020

Cambridge City Council is a part of several partnership approaches to tackling hate crime, cohesion; including;

- Cambridgeshire and Peterborough Hate Crime Strategic Group
- Cambridgeshire and Peterborough Counter Terrorism Strategic Group
- Cambridgeshire and Peterborough PREVENT strategy

These are part of the business as usual multi-agency ways of working.

### Operation Carmel

*Op Carmel<sup>13</sup> will respond to the communities concerns about County Lines. That is, the visible affect they can see on their streets in their communities. It will work in the following ways;*

1. *Take visible action – Action led by intelligence/data about risk and increase*
2. *Target Harden – The strengthening of security measures to buildings (including homes), installations, street furniture etc.*
3. *Increase confidence and intelligence – greater reporting to police and partners and use of that information.*

Progress: Operation Carmel has been significantly impacted by the measures to tackle COVID-19 as much of the delivery is face to face. Some online delivery has been trialled but deemed not as successful therefore this operation is currently on hold.

In the longer term there will be development of building in community resilience e.g. Increasing the ways communities can deliver activity in a sustainable way.

Impact: Initial feedback was positive and previous experience with face to face interactions with communities has been shown to increase understanding of local problems. Further Analysis of impact will have to be delayed until delivery is up and running.

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<sup>13</sup> Operational Carmel Partnership Briefing

## CAMBRIDGE CITY CENTRE SPECIFIC ISSUES

Some issues were highlighted either through the data scanning or in conversation with professionals that are not within the priorities but the 'business as usual' groups. In particular, issues currently facing the city centre;

- The average level of shoplifting in Cambridge City had been higher between 2016/17 and 2018/19 than in 2015/16. The dramatic decrease since April 2020 was a direct result of the measures brought in to tackle COVID-19 as can be seen from the footfall data.
- The night-time economy has also been affected by these measures with restrictions on leisure and entertainment industry. That said, the hotspot analysis of ambulance trust call-out data for assaults indicates a relatively unchanged picture of hotspots (see map overleaf).

Figure 25: Monthly police recorded shoplifting, Cambridge City

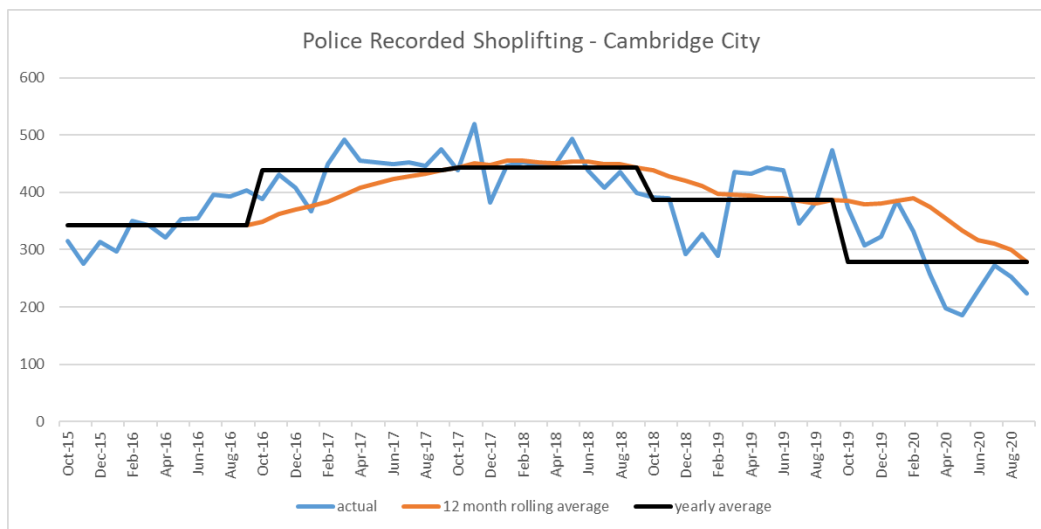
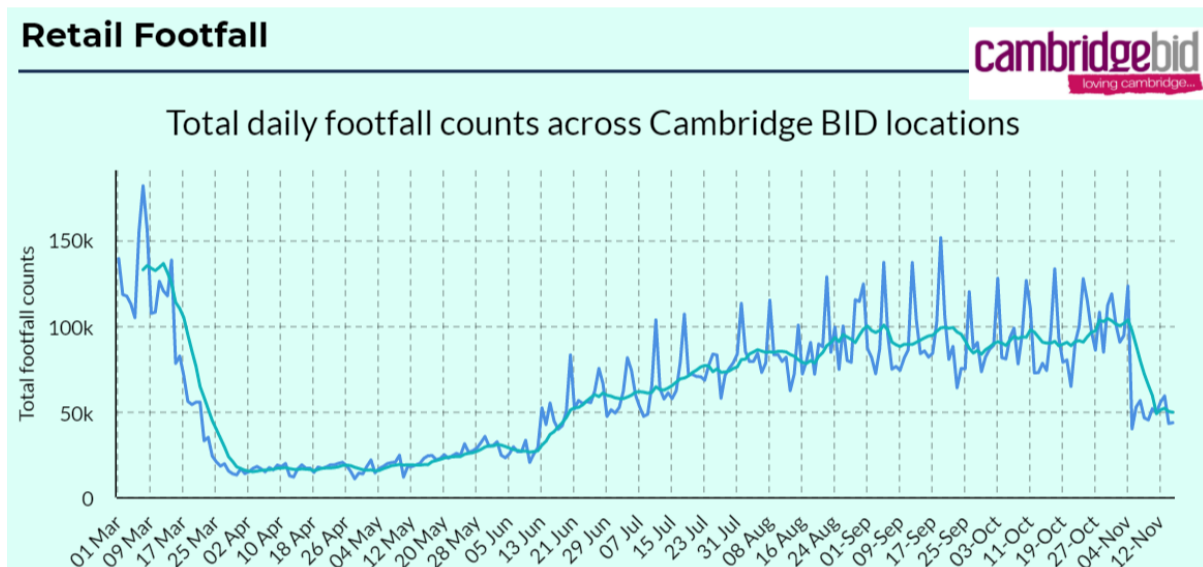


Figure 26: Weekly retail footfall measured by Cambridge BID locations from March 2020 onwards (Source: Cambridge BID/ Cambridgeshire Insight)



A heat map of the Cambridge City data is shown figure below, illustrating that the primary hotspot for assault-related ambulance call outs is located in the City Centre with a number of additional secondary hotspots including the Mitcham's corner/Jesus Green area and Newmarket Road. The inset map shows that within the primary central hotspot there are individual hotspots likely related to specific licenced premises or clusters of locations linked to the night-time economy.

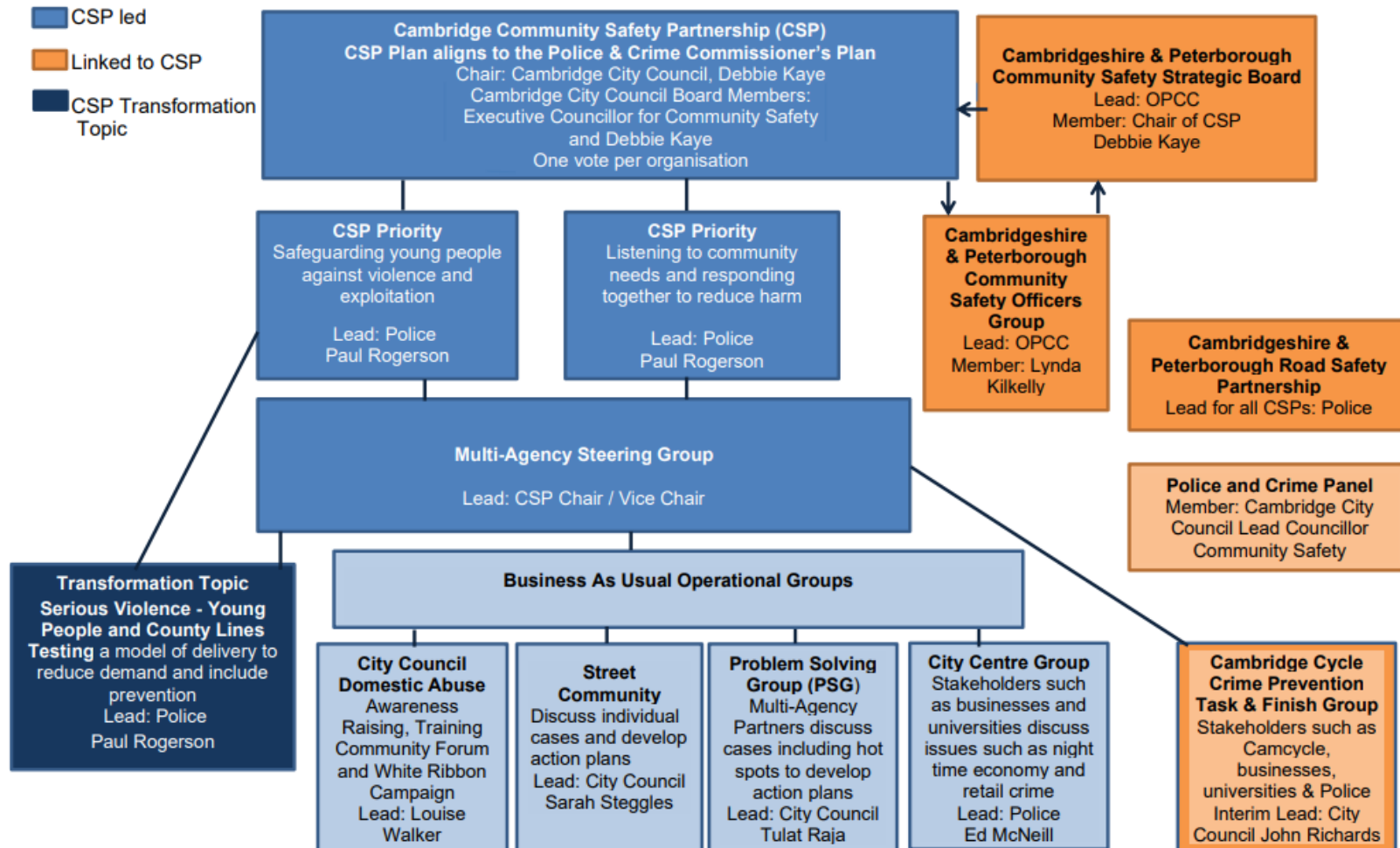
*Figure 27: Heat map of assault-related ambulance callouts in Cambridge City from October 2019 to September 2020 including a zoomed in heat map of the city centre.*

**Assault-related ambulance call outs, Cambridge City, October 2019-September 2020**





**Cambridge Community Safety Structure 2020-2021**  
as provided by Cambridge City Council Community Safety Team November 2020





## APPENDIX B: CAMBRIDGESHIRE & PETERBOROUGH THEMATIC MATRIX

### PARTNERSHIP MATRIX

