

# CAMBRIDGE CITY COMMUNITY SAFETY PARTNERSHIP ANNUAL STRATEGIC ASSESSMENT 2015/16

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## KEY FINDINGS

The scope of crime and community safety issues tackled by local Community Safety Partnerships (CSP) has changed over the years, with the Home Office being far less directive allowing for local issues to be prioritised. This has led to a move away from a focus on crime types to a focus on individuals, enabling the Partnership to prioritise concerns relating to victim vulnerability and the harm caused by specific offender groups.

## EXISTING PRIORITIES

Nationally, total crime (both police recorded crime and the measures within the Crime Survey for England and Wales) is showing a declining trend. This is not to say there have not been spikes or local increases in some parts of the Country. Within Cambridge City total crime has reduced over the long term, with recent increases noted.

### *Anti-social behaviour (ASB)*

Overall incidents of police recorded ASB continue to reduce in Cambridge City, Cambridgeshire and nationally. Within the City an increased focus by services on street based ASB appears to have led to an increase in the recording of these incidents. Public perception remains good regarding ASB.

The mental ill health of both victims and perpetrators continues to be a concern expressed by front line officers when dealing with complex ASB cases. However, data recording practices are still patchy and therefore understanding the scope and nature of the problem continues to be difficult. National research however, clearly shows that individuals with poor mental health are at increased risk of victimisation.

### *Domestic Abuse*

Incident reports for domestic abuse have remained stable over the most recent year while recorded domestic abuse crimes have increased; this is likely due to improvements by the constabulary in converting incident reports into recorded crimes.

National data still indicates that substantial under-reporting of domestic abuse remains. Locally under-reporting is still particularly notable amongst both victims and offenders that are potentially hard to reach or are from a minority group; however awareness campaigns have been attributed to improvements in reporting for some groups.

Under-reporting of domestic abuse extends to familial abuse as well, using previous analysis it can be said that between 14% and 25% of police recorded incidents were familial.

### *Personal property crime*

All personal property crime types saw increases in the recent year, except for theft from the person. Notably vehicle crime and dwelling burglary have seen a sharp rise since the beginning of the year.

### *Violence*

Violence against the person has continued to show an increase this year. The rise is due to an increase in the 'Violence Without Injury' category rather than more serious violent crime types. This is supported by continuing decreases in A & E attendance and stable ambulance call outs, for assaults victims. One note of caution is that the recorded increases may be over inflated due to

duplication of records arising from first point of contact reporting by the police. 'Violence Without Injury' covers a wide range of types of violence from harassment to common assault. This is likely to result in the Partnership needing to adopt a range of interventions to tackle it.

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## EMERGING ISSUES

Over the last 12 months there have been a number of emerging issues, both nationally and locally. These include cohesion, child sexual exploitation (CSE), modern day slavery, cybercrime and dwelling burglary. A particular aspect across all of these is the vulnerabilities displayed, particularly by the victims of these crimes.

### *Cohesion*

The number of Hate Crimes in Cambridge City continues to be low but research suggests that reporting rates are also low. In the 2014/15 financial year, there was a total of 160 police recorded hate crimes of which the 'Hate-Race' marker accounted for 138 crimes which means that the other strands of hate crime, such as disability and sexual orientation, were attributed to just 12 other crimes.

Local concern from the Constabulary is that there is not a strong grasp of the true extent of religious based hate crime, although a crime review carried out within the constabulary showed that overall, crimes are not going up as a result of religious intolerance. Of the Hate Crimes reviewed in the constabulary's crime file review, 37% of reviewed crimes had an additional association with alcohol.

### *Exploitation*

Most national research surrounding sexual exploitation is limited and is largely centred on Child Sexual Exploitation (CSE). Between October 2014 and September 2015, there were fewer than ten police recorded crimes with a CSE marker applied in Cambridge City which is a low figure that should be viewed in the context of under reporting for crimes of this nature. Identified CSE within the city currently relates to lone offenders rather than organised groups. There is a regular stream of intelligence coming in through Operation Makesafe activities.

There have been a number of high profile cases of labour exploitation across Cambridgeshire but there is little intelligence or knowledge of how much of this type of activity is taking place within Cambridge City. The current understanding of labour exploitation being that it is centred on organised crime groups who are exploiting migrant workers being transported to work for long hours and very little pay, with victims generally from Eastern Europe.

The true extent of sex work in Cambridge City is currently unknown, therefore defining the scale of sexual exploitation is outside of the scope of this document. A study of the vulnerabilities of sex workers found that 78% of the most vulnerable sex workers had been 'looked after' by their local authority.<sup>[1]</sup> On top of this, around 22% had reported being homeless or living in temporary accommodation when they first sold sex and 85% had at least one conviction-usually for drug possession or sex work-related offences.

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<sup>[1]</sup> Cusick, L, Martin, A and May, T, Vulnerability and involvement in drug use and sex work, Home Office, [http://www.popcenter.org/problems/street\\_prostitution/PDFs/Cusick\\_et\\_al\\_findings.pdf](http://www.popcenter.org/problems/street_prostitution/PDFs/Cusick_et_al_findings.pdf)

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## RECOMMENDATIONS

It is recommended that the Partnership focus on the following for year 3 of the 3 year plan

- Exploitation – In particular the sexual exploitation of women and children
- Responding to recent increases in personal property crime – In particular responding to dwelling burglary increases through a partnership approach to prevention
- All Violence including domestic abuse
  - Continuing to prioritise domestic abuse and imbed tactics for alcohol-related violence
  - Developing an understanding of and partnership response to less serious violence
- Antisocial behaviour within vulnerable groups – In particular supporting vulnerable individuals (e.g mental ill health) or homeless people.

\* It is recommended that the partnership makes strong links between violence and the other priorities listed above, for example tackling violence where used as control within exploitation, alcohol related street drinking where it is part of the ongoing street based ASB issue. The Partnership should note the reductions already accomplished through the alcohol related violence crime task group and seek to imbed this as business as usual.

Road safety is not recommended as a separate priority for Cambridge City and any concerns raised should be brought to the attention of the Cambridgeshire & Peterborough Road Safety Partnership.

In order to support planning by the partnership it is recommended that the following actions are taken:

### *Exploitation*

Further intelligence gathering and information sharing are required to gain a better understanding of the issues for Cambridge City.

The Partnership needs to fully engage with Operation Makesafe, this will enable consistent monitoring of the issue. Further prevention work should be considered for children & young people.

### *Responding to personal property crime*

Dwelling burglary rates might be improved by continued awareness raising with residents regarding actions they can take to avoid becoming a victim.

Continue to support the Integrated Offender Management scheme while it broadens the scope for inclusion of prolific offenders onto the scheme and support the assessment of the scheme's effectiveness going forward.

### *Violence*

In order to better target future activities, a review to determine whether increases in 'Violence Without Injury' are a result of crime reporting, recording or actual increases is needed in addition to a detailed profile of 'Violence Without Injury' crime types and victims.

As current data sources monitoring violent crime do not capture 'Violence Without Injury' alternative data sources should be sought to determine the impact of these crimes on victims e.g. mental health services and NHS direct.

### *Domestic abuse*

Although the issue of under-reporting of domestic abuse is a national one it is important that the Partnership continues to tackle this, especially by enabling victims to first report abuse and access support services through whichever means they feel most comfortable with. As general improvements for increasing reporting have been successful over recent years, efforts should now focus on minority groups. Therefore the partnership should continue to determine the local needs profile of victims and perpetrators of domestic abuse so that services can be better tailored within the city.

There is still a strong reliance on police data for a picture of domestic abuse as data recording and sharing amongst other government sectors is still poor. The partnership should continue to try and develop data sharing agreements with health agencies.

### *Street based antisocial behaviour*

The Partnership should continue to embed multi-agency support for vulnerable people to tackle street based antisocial behaviour.

## INTRODUCTION

The purpose of this strategic assessment is to provide the Cambridge City Community Safety Partnership (CSP) with an understanding of the crime, anti-social behaviour, and substance misuse issues affecting the district. This will enable the partnership to agree priorities and take action that is driven by clear evidence.

The content of this paper has been driven by a comprehensive scanning process of a number of key issues that were considered by the Officer Support Group (OSG). Appendix A gives a breakdown of the key issues considered by the OSG and rationale for the focus of this document. Whilst volume of incidents by crime types was used as a guide, the group agreed to include emerging issues that they felt the Partnership had little sight on or there was a potential gap in knowledge and data.

A number of crime types that have been addressed in previous strategic assessments or raised as historic priorities have also been included within this assessment. Violent crime, for example, was included in last years' assessment and scanning showed that there have been significant increases from 2013/14 to 2014/15. The OSG have highlighted that focus should be given to 'Violence Without Injury' as the partnership have limited sight of this type of violence which monitoring data suggests is driving the overall increase in violent crime levels.

Domestic Abuse is an on-going priority across the county and was examined in detail within last year's assessment. It was recommended that due to the impact that Domestic Abuse can have on victims and their families, it should be monitored with a review of existing work within the city.

Cohesion was included within last years' assessment but it was not adopted as a priority by the partnership. It is a priority for the other community safety partnerships within the county and it was agreed that it should be reviewed once again. Tackling anti-social behaviour is an existing priority of the partnership and extensive work has been carried out in the city. This assessment will aim to monitor the impact of this activity and assess whether or not ASB should remain as an on-going priority of the partnership.

The issues below have been identified as potential emerging issues which the OSG agreed should be considered within the assessment to review their impact and to raise awareness.

### **Cyber Crime**

The emerging issue of cyber-crime has been identified as a topic of interest, nationally and locally, with a focus on its impact on the vulnerable. Cyber-crime is a cross-cutting crime type and ways in which it can be a facilitator for other crimes will be explored throughout the document, where relevant. It has been acknowledged by the OSG that the partnership does not have a strong understanding of the issues surrounding cyber-crime and the issue should be addressed within this document where it intersects other crime types.

### **Child Sexual Exploitation and the Exploitation of Individuals**

Child Sexual Exploitation (CSE) is a more recent acknowledged form of child abuse. Any child or young person, from any social or ethnic background, can become a victim. Like cyber-crime, reporting levels of CSE are known to be low but high-profile cases in Rochdale and Rotherham have resulted in Cambridgeshire Constabulary highlighting this as a force-wide priority. The OSG have agreed that the substantial impact that CSE can have on victims and their families and the fact that a

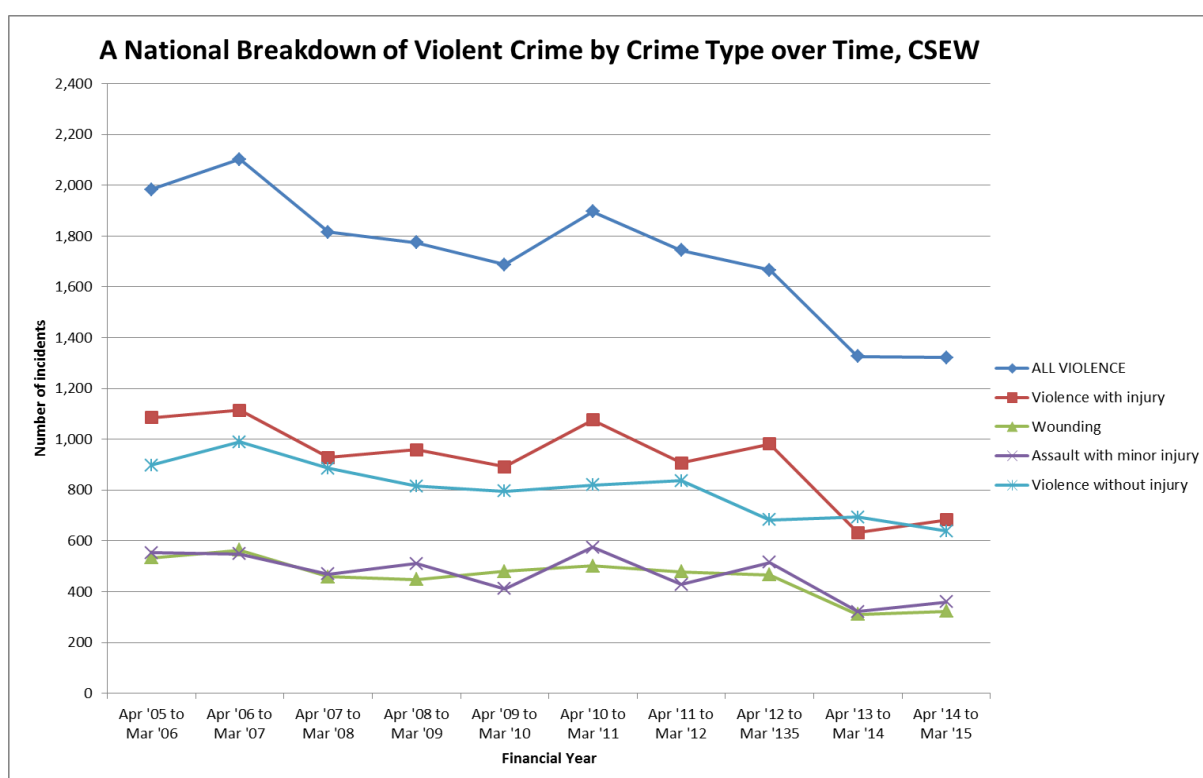
low reporting level does not mean that there is not an issue, requires for the issue to be included within the assessment

The Force Wide Serious Organised Crime Profile has provided the Partnership with analysis of the most organised aspects of exploitation. It also highlights areas for development. This emerging area of harm is a Force priority and victims of exploitation are some of the most vulnerable victims. The OSG agreed that exploitation should be included within the assessment.

## VIOLENT CRIME

This section includes analysis of violent crimes that are of importance to the Partnership. Police recorded crime and the Crime Survey of England and Wales (CSEW) now categorises crimes recorded as violence as either 'with' or 'without' injury. The (CSEW) identified 1.3million violent incidents in England and Wales for 2014/15. This represents no statistical change from the previous year following a long term downward trend.<sup>1</sup>

**Figure 1: Time Series of Violent Crime Incidents by Crime Type, financial years 2005-2015, Crime Survey of England and Wales**



The Crime-Recording: Making the Victim Count report published by Her Majesty's Inspectorate of Constabulary (HMIC) highlighted that nationally, 'police were less likely to record violent and sexual offences than they were other types of crime.'<sup>2</sup> The report by HMIC points out that whilst 89% of burglaries and 86% of criminal damage crimes were recorded, just 67% of violent crimes were.

<sup>1</sup> CSEW 2014/15, ONS [http://www.ons.gov.uk/ons/dcp171778\\_411032.pdf](http://www.ons.gov.uk/ons/dcp171778_411032.pdf)

<sup>2</sup> <https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/crime-recording-making-the-victim-count.pdf>

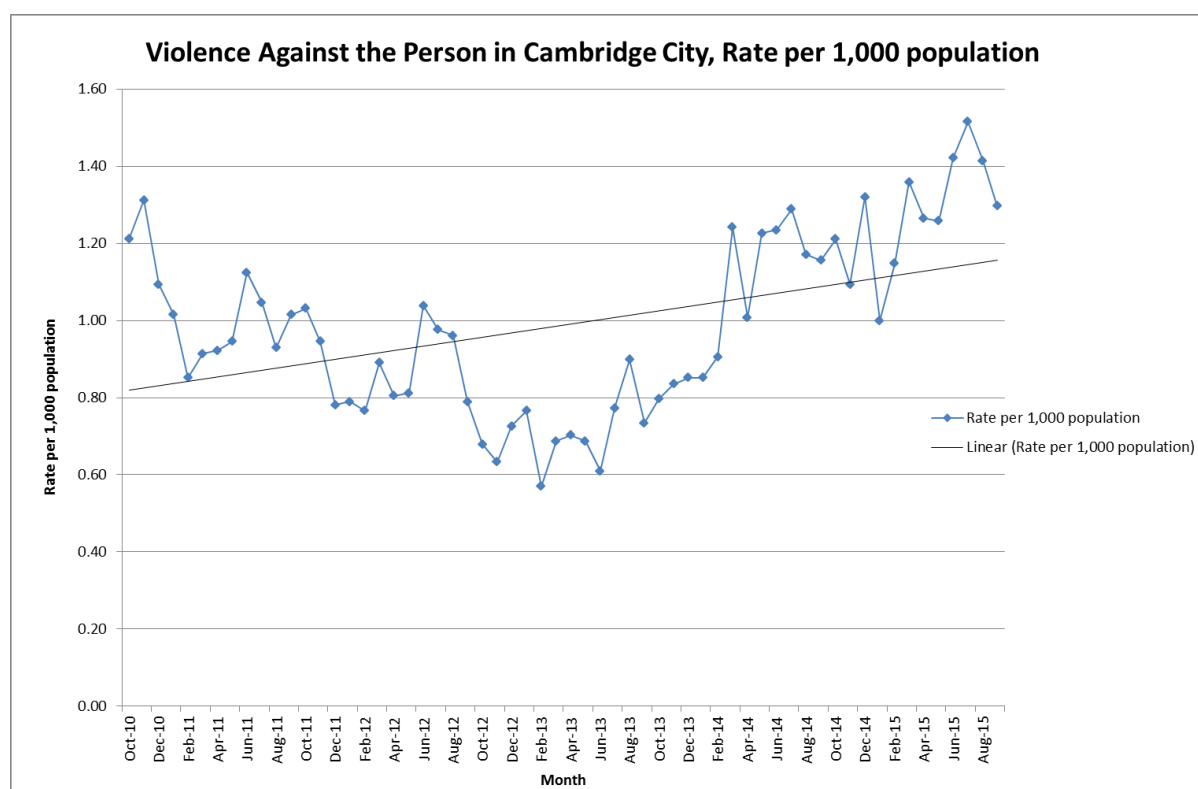
Last year the strategic assessment analysed increases in recording and found that it was likely due to an improvement in recording practice together with an actual increase in violence. Improved recording provides the opportunity to better understand the nature of problems in the city. The aim of this report is to broaden the discussion about what aspects of violence the Partnership can tackle and what actions could be taken to reduce it in the future.

## OVERALL PATTERNS OF VIOLENCE AGAINST THE PERSON (VAP)

Figure 2 below, highlights the rate of Violence Against the Person over the previous 5 years in Cambridge City. Between October 2012 and September 2015, there has been a substantial increase in the overall rate of Violence Against the Person in Cambridge City. At a lowest point in the past five years, the total count of VAP crimes between October 2012 and September 2013 was 1,084 in Cambridge City but this increased by over 80% to a count of 1,959 in the same period of 2014/15.

In July 2015, there was a total of 194 Violence against the Persons crimes which is the highest total for any month over the past five years. The crime rate per 1,000 populations in 2012/13 was, on average, 0.88 crimes per 1,000 populations but this increased to an average rate of 1.28 between 2014/15.

**Figure 2: Police Recorded Violence Against the Person in Cambridge City, rate per 1,000 population 2010-2015**

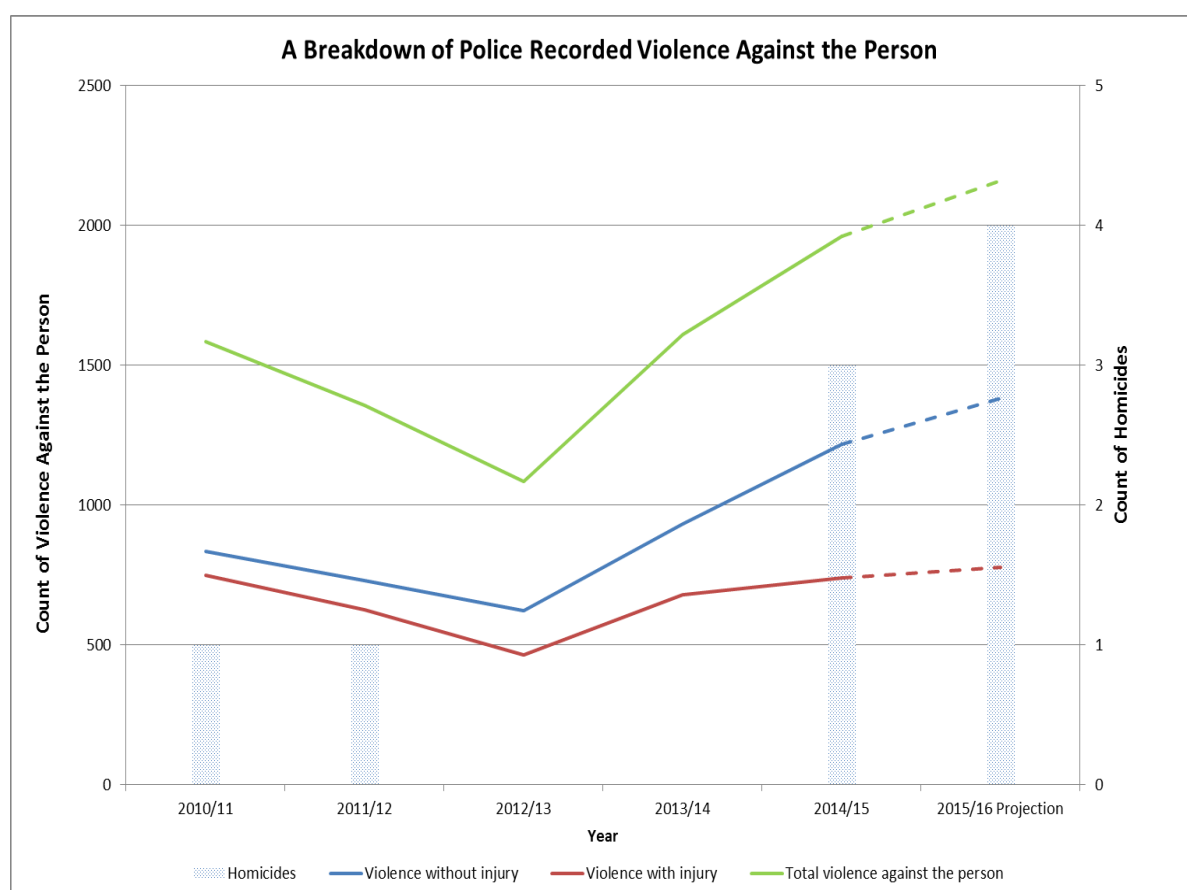


An explanation for this overall increase in police recorded figures could be attributed to record duplicates which have been highlighted as a potential issue in data recording. The introduction of direct inputting at first point of contact, by the police, seemingly results in the creation of duplicate records and is one possible explanation given by the constabulary. Increased recording is also driven

by the police sector's desire to be fully compliant with recording practice; the introduction of live time audits on incident to crime conversion rates in the city is one response to this.

As Figure 3, below, shows, the overall increase in Violence against the Person (VAP) has been driven by a sharp rise in levels of violence without injury. This rise could be attributed to increased reporting of those violent crimes that do not inflict injury.

**Figure 3: Time series showing breakdown of police recorded counts of violence against the person and homicides for Cambridge City, 2010/11-2014/15, including projected counts for 2015/16.**

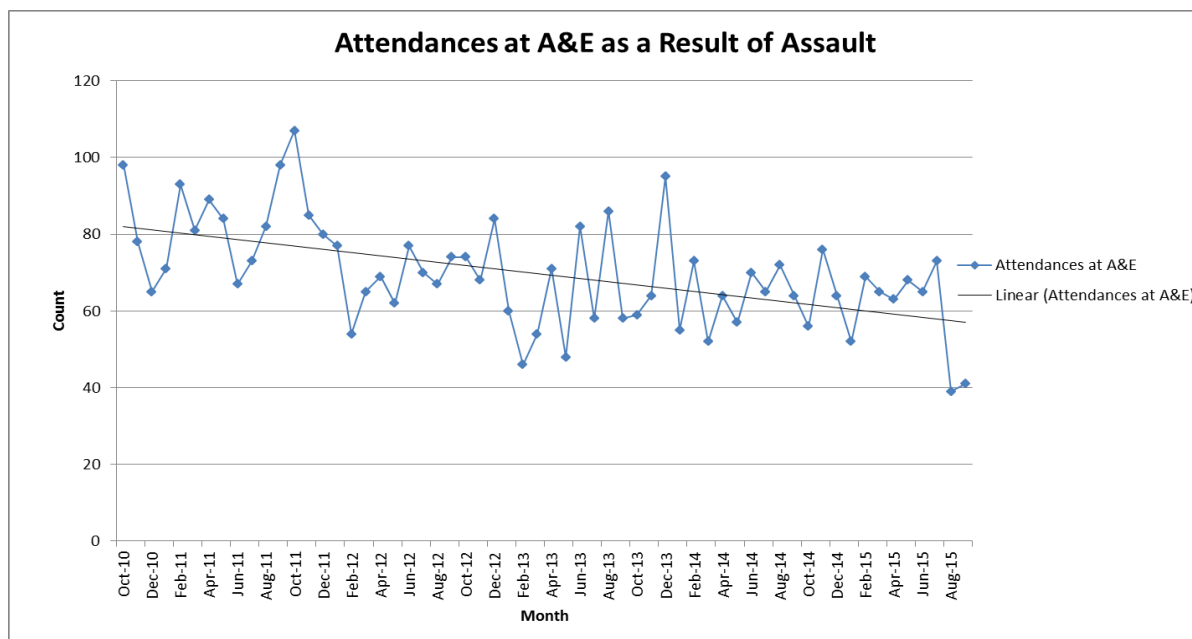


**A decline in the number of A&E attendances at Addenbrookes, due to assaults, also supports the that more serious violence is not increasing markedly in Cambridge City. As**

Figure 4 shows, in August this year, there were just 39 attendances to A+E as a result of assault which was the lowest volume over the last five years. Between October 2010 and September 2011, there was on average 82 attendances due to assault per month but between October 2014 and September 2015, this average had decreased to around 61.

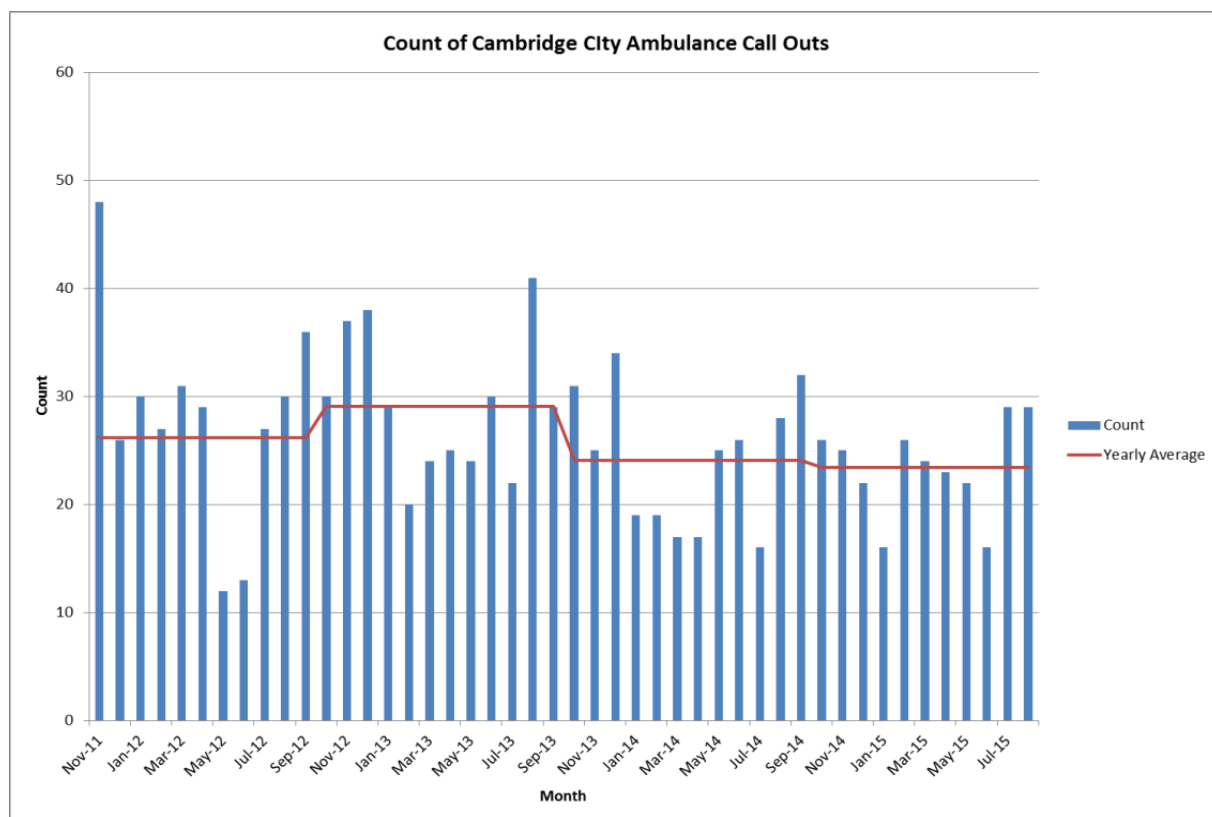
Between October 2014 and September 2015, there were three Homicides recorded in the city. This is the highest count compared to each of the last five years. This may have had some media impact on public perception of levels of violence in the city. Over this five year period, the highest count of homicides in the periods running October to September prior to 2014/15 was one.

**Figure 4: Attendances at Addenbrookes A&E as a result of assault each month between October 2010 and September 2015**



On top of this, the number of ambulance call outs in Cambridge City as a result of violence has also been in decline over the past two years. Figure 5 below, shows that the average number of call outs per month between September 2014 and August 2015 was 23, which was six less per month than the two years previous.

**Figure 5: Monthly count of ambulance call outs to violent assaults in Cambridge City, November 2011 to July 2015.**



decrease in the count of VAP between October 14 and September 15 when compared with the same period the previous year.

Whilst Castle and Newnham Wards recorded the highest percentage increase in the city this is mainly a result of the small initial counts as these wards recorded the lowest volumes in 2013/14.

**Table 1: Violence against the person counts for each ward in Cambridge City, for years October-September 2013/14 and 2014/15, as well as count and percent change between years.**

Ward	VAP Count October 13-September 14	VAP Count October 14-September 15	Change	% Change
Abbey Ward	188	165	-23	-12.2
Arbury Ward	114	154	40	35.1
Castle Ward	17	33	16	94.1
Cherry Hinton Ward	69	71	2	2.9
Coleridge Ward	82	114	32	39.0
East Chesterton Ward	112	146	34	30.4
King's Hedges Ward	169	187	18	10.7
Market Ward	504	550	46	9.1
Newnham Ward	11	25	14	127.3
Petersfield Ward	124	144	20	16.1
Queen Edith's Ward	67	88	21	31.3
Romsey Ward	80	69	-11	-13.8
Trumpington Ward	90	124	34	37.8
West Chesterton Ward	67	84	17	25.4

## VIOLENCE WITHOUT INJURY

The rise in VAP due to increases in the 'Violence Without Injury' sub-group warrants further exploration to build a better understanding this crime sub-group. Analysis of Police recorded VAP – 'Violence Without Injury' data between (Oct – Sept 2014/15) for Cambridge City was conducted to provide a more contextual picture. The data was analysed in a variety of ways to try to gain a better understanding of the nature of the violence taking place in Cambridge City.

A breakdown of sub-groups showed that the most common sub-group of the 'Violence Without Injury' records were recorded as 'Common Assault' (895, 46%). These were all marked as 'Without Injury', and represent almost 74% of all 'Violence Without Injury' records. The second highest 'without injury' sub-group was 'Harassment' which accounted for 14% of records.

Keyword searches on the *Modus Operandi* (MO\_text field) showed that alcohol-related violence accounted for less than 10% of the 'Common Assault' records. Although this did not initially appear to be a large proportion of records, a deeper exploration identified that this may be an under-estimate as full text descriptions provided a more nuanced picture. Several other records were also associated with alcohol and/or the night time economy but could not be identified through 'alcohol' markers. This area may therefore be of interest to the partnership as it continues to present itself. Examples include;

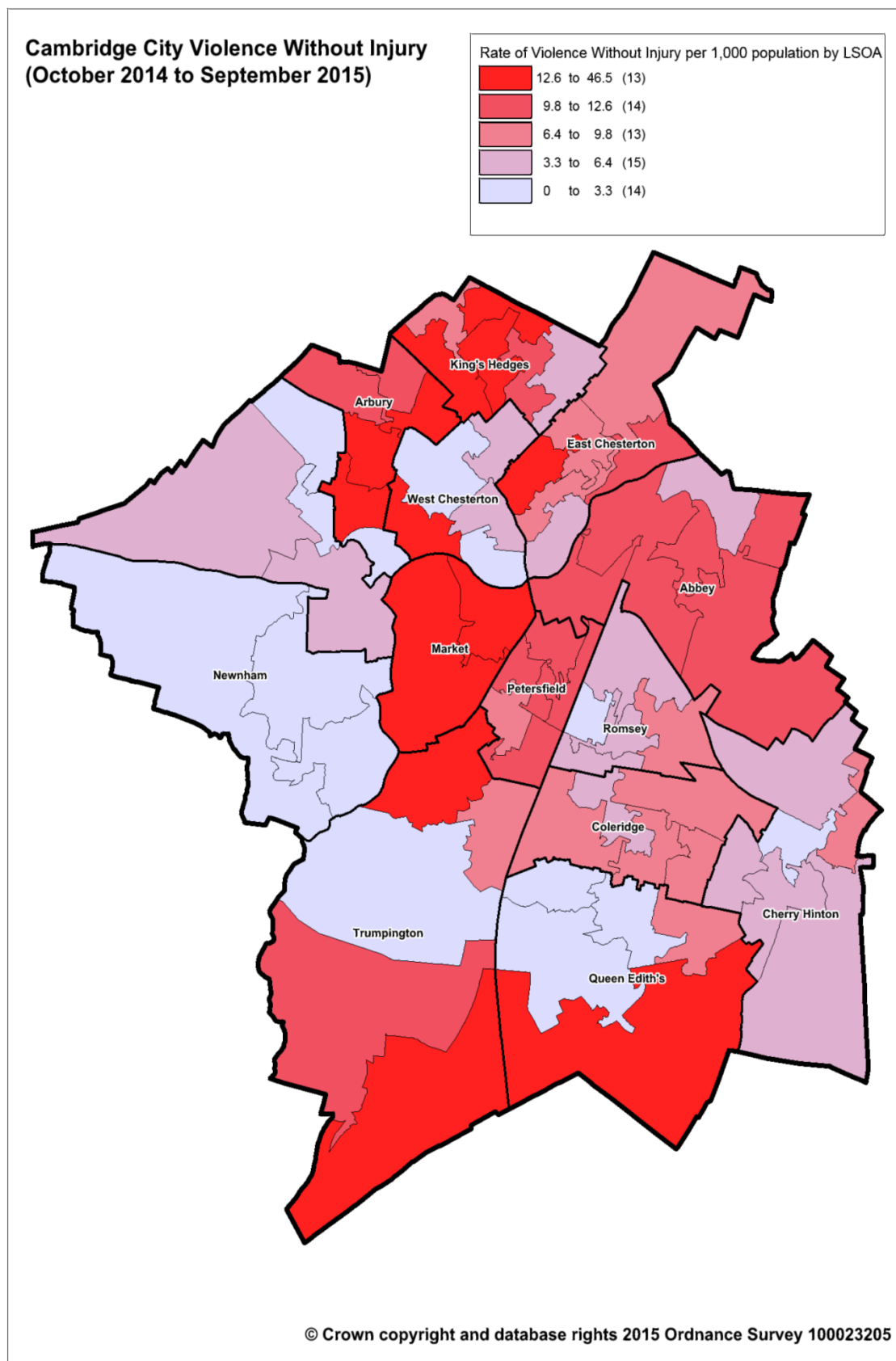
1. *"Victim has alleged that suspect has bumped into her on the dancefloor at the location, has been verbally abusive and has ripped her top and broken her necklace"*
2. *"Victim assaulted when he was kicked out of the queue at "[named night club]"*
3. *"Following an altercation at the Taxi Rank, male was detained by a member of door staff from "[named night club]" who he punched in the chest"*

**Table 2: Breakdown of police recorded VAP – 'Violence Without Injury' subgroups, showing counts for October-September 2014/15.**

CRIME	Violence without Injury
ASSAULT ON CONSTABLE	72
CHILD ABDUCTION	<10*
COMMON ASSAULT	895
CRUELTY TO CHILDREN/YOUNG PERSONS	<10*
HARASSMENT	171
KIDNAPPING	<10*
RACIALLY OR RELIGIOUSLY AGGRAVATED COMMON ASSAULT	17
RACIALLY OR RELIGIOUSLY AGGRAVATED HARASSMENT	<10*
STALKING	<10*
THREATS TO KILL	38
Grand Total	1,215

For Cambridge City as a whole, there was a Violence Against the Person crime rate of 9.5 crimes per 1,000 population. Figure 6 and Table 3 show the rate per 1,000 population of violence against the person crimes for each lower super output area (LSOA) within the city. The LSOA with the highest rate per 1,000 population falls within Market Ward which between October 2014 and September 2015 had a crime rate of around 46 crimes per 1,000 population.

Figure 6: Rate of Violence without Injury in Cambridge City October 2014 to September 2015



**Table 3: Average violence without injury rate per 1000 population of LSOAs for each ward of Cambridge City.**

Ward	Average Rate Per 1,000 Population
Market	35.61
East Chesterton	13.29
King's Hedges	13.29
Abbey	11.63
Petersfield	11.20
Coleridge	10.07
Trumpington	9.32
Queen Edith's	8.42
Cherry Hinton	7.49
West Chesterton	5.87
Castle	4.93
Romsey	4.82
Arbury	2.88
Newnham	2.05

#### IMPACT OF VIOLENCE WITHOUT INJURY

‘Violence Without Injury’<sup>3</sup> is one proxy for low level violent crimes. Data from 2014/15 identified 638,000 incidents across the UK recorded as ‘Violence Without Injury’, a reduction from 694,000 in 2013/14.<sup>4</sup> As highlighted in Figure 1 above, there has been a reduction across all types of Violent Crime over the last 10 years. According to the Crime Survey of England and Wales (CSEW), the overall number of violent crime incidents reduced by around a third between 2005 and 2015.

The CSEW reports that 20% of victims of violence without injury report being ‘very emotionally affected’ and a further 18% ‘affected quite a lot’; compared to 20% and 13% respectively of victims of assault with minor injury<sup>5</sup>. This data is useful when considering the impact of violence without injury on the victim. The Partnership should be mindful that the impact on the victim can still be very high even for what is considered ‘less serious violence’. ‘Violence Without Injury’ includes offences such as stalking, harassment and threats to kill. These behaviours are often not isolated incidents and can be part of a pattern of ongoing victimisation, such as with domestic abuse. This can leave victims feeling particularly vulnerable and in some cases unsupported by statutory services.

<sup>3</sup> Home Office Subgroup of Violence Against the Person.

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457163/count-violence-august-2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457163/count-violence-august-2015.pdf)

<sup>4</sup> CSEW 2014/15, ONS [http://www.ons.gov.uk/ons/dcp171778\\_411032.pdf](http://www.ons.gov.uk/ons/dcp171778_411032.pdf)

<sup>5</sup> Table 1.10 Emotional response to violent crime victimisation, 2013/14

## DOMESTIC ABUSE

The UK definition of domestic abuse (appendix G) includes a range of behaviours including coercion, threatening behaviour, violence or sexual abuse. Domestic abuse can include some or all of these behaviours but when abuse is carried out over a long period of time the pattern of abuse can vary.

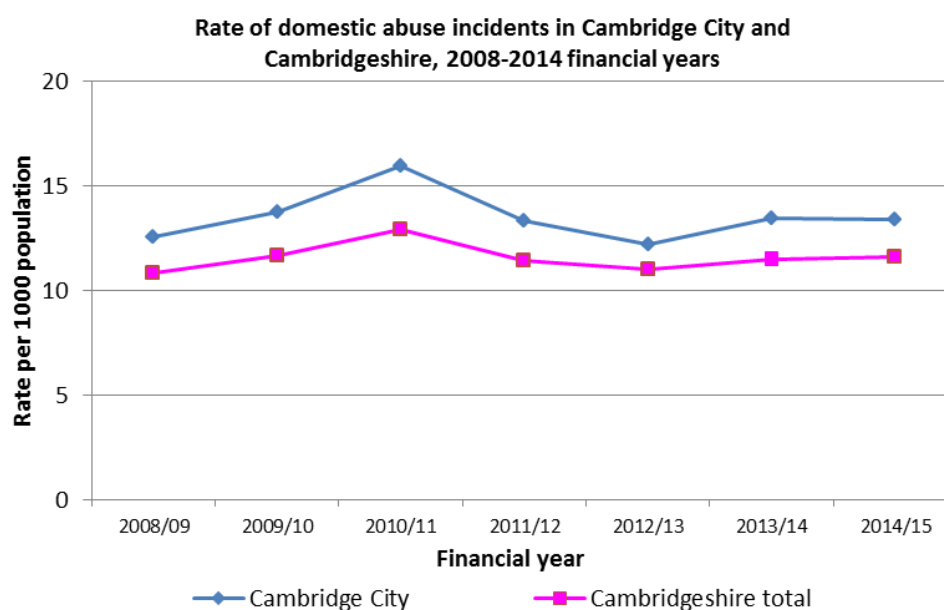
Domestic Abuse (DA) continues to be local priority for Cambridge City due to high volume and significant harm to victims and their families.

The crime inspection report on Cambridgeshire Constabulary by HMIC, 2014, found that the constabulary has 'improved their approach to investigating domestic abuse and protecting victims.'<sup>6</sup> Despite improvements by the constabulary in reacting to incidents, the impact of DA on the victims means that awareness of the issue continues to be a priority and it is still a force-wide aim to increase reporting as DA continues to be substantially under-reported. Although discussions continue as to when the focus of activity should move away from general under-reporting to other aspects. The importance of partnership working through the CSP is an acknowledged way of doing this.

## OVERVIEW OF TREND

Over the long term the rate of police recorded domestic abuse incidents has increased in Cambridge City and Cambridgeshire as a whole (Figure 7). The increase locally is reflected in national police recording. It is thought that the long term increase is due to improved police recording or more incidents being reported to the police, rather than an increase in abuse.

**Figure 7: Rate of domestic abuse incidents in Cambridge City and Cambridgeshire, 2008-2014 financial years**



Source: Cambridgeshire Constabulary-Domestic Abuse Incident data

<sup>6</sup> Crime Inspection 2014, Cambridgeshire Constabulary, 2014, <https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/cambridgeshire-crime-inspection-2014.pdf>

The most recent Crime Survey for England and Wales<sup>7</sup> indicates that around 8.5% of all females and 4.5% of all males aged 16 – 59 became victims of domestic abuse in 2013/14.<sup>8</sup> If these proportions were an accurate representation of domestic abuse victims in Cambridge City then, of the population over 16 years<sup>8</sup>, we could expect potentially 4,531 female victims and 2,525 male victims in Cambridge City, a total of 7,056 (estimates calculated using Cambridgeshire Research Group 2013 population estimates). Police domestic abuse incident reports indicate 1,716 incidents reported in Cambridge City from October 2014 – September 2015. This could represent as little as 24% of the potential number of incidents. This indicates the potential scale of the under-reporting Cambridge City might be experiencing. However, it should be noted that the CSEW questions relating to domestic abuse ask if a respondent has experienced domestic abuse in the past year, but does not ascertain whether the experiences are ongoing, or enable an assessment of the level of risk respondents are under, so should not be considered a statistical robust indicator of the extent of local problems.

The scope of under-reporting is very hard to determine from police data alone. An EU-wide survey (FRA 2014) reported on which agencies victims contacted and presented the results by Country. These results support earlier findings from national research that victims in the UK contact a range of different agencies for support. Whilst 16% of victims from the UK contacted the police, 15% contacted a hospital, 15% contacted a doctor, health centre or other health care institution.<sup>9</sup> There is currently no data sharing agreement with hospitals and health care providers to provide the Partnership with data or summaries of the number of cases of domestic abuse they are aware of. Therefore this document cannot include a profile of victims that may only have been seen by such providers (i.e. where there is no report to the police or an Independent Domestic Violence Advocate - IDVA). The issue of under-reporting is national and it is important that the CSP continues to tackle this, to enable victims to access support services through whichever means they feel most comfortable.

Making comparisons of incident reports for Cambridge City over the past three years (Oct-Sept), it is apparent that there was an increase in reporting between 2012/13 (1,657 incidents) and 2013/14 (1,724 incidents) of 4.0%, but that reporting has remained apparently stable (0.5% decrease) to the current year 2014/15 (1,716 incidents) with a negligible differences of eight incidents. As some of the increases seen in the previous period may be a result of the change in the definition of domestic abuse that came into effect in 2013, there is obviously further room to increase reporting. It is therefore important that the partnership maintain domestic abuse as a priority.

Police recorded crimes tell a slightly different story, with a large increase in the volume of crimes, with 36.4% increase between 2013 and 2014 across Cambridgeshire, this has generally been attributed to an increase in conversion rate between domestic abuse incidents and crimes, with 46% more incidents being converted to crimes from 2013 to 2014, according to the Problem Profile: Domestic Abuse in Cambridgeshire 2015. In part the increase in conversion rate can be attributed to inclusion of familial abuse and coercion into the definition, as well as the increase in the age range to

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<sup>7</sup> Crime Survey of England and Wales 2013/14

<sup>8</sup> Home office definition applies to individuals over 16 years.

<sup>9</sup> [http://fra.europa.eu/sites/default/files/fra-2014-vaw-survey-main-results-apr14\\_en.pdf](http://fra.europa.eu/sites/default/files/fra-2014-vaw-survey-main-results-apr14_en.pdf)

include 16 and 17 year old victims. Therefore, it is generally thought that there has not been an increase in domestic abuse across the county, but rather a very positive change to crime recording.

Within a dip sample of violence without injury, domestic abuse/violence related violence accounted for a small proportion of the common assault records as identified through the keyword searches on the MO\_text field. Analysis also revealed that domestic arguments and disputes were prominent within other records. Without further detail about whether an individual crime is part of a pattern of ongoing abuse or not, it is difficult to identify how many of the records may be unidentified domestic violence/abuse cases.

## VICTIMS OF DOMESTIC ABUSE

Analysis by Cambridgeshire Constabulary (Problem Profile 2015) of domestic abuse crimes and incidents recorded by them highlighted the following;

- Victim self-reported repeat crimes or incidents were disclosed by 59.8% of the sample (n=92 crimes occurring between April and September 2014).
- Currently offences where the victim and perpetrator were the same sex it tended to be familial abuse. Recording of same sex intimate partner abuse remains low.
- Almost half of domestic abuse committed by a male partner was either physical or sexual in nature.
- Male victims were under-represented in the police data. Although when recorded the Male victims experienced a slightly higher proportion of 'violence with injury' offences compared to female victims.
- Overall there has been an increase in recording from ethnic minorities; however, the level indicates that there is still substantial under-reporting.

The problem profile looks across the Cambridgeshire and Peterborough constabulary area. Locally it should be recognised that the demographics of the Cambridge City population are exceptional due to the higher numbers of students and that the disparity between areas of high and low deprivation increase the vulnerabilities in a differential way. Therefore victims of domestic abuse across Cambridge, and the wards of Cambridge, may exhibit a different profile in terms of types of victims, relationships and abuse, than other areas or each other. This is supported by the findings of the 'Ward X' project (see below). Therefore the partnership should continue to determine the needs of victims and perpetrators of domestic abuse so that services can be tailored within the city.

A review of a specific ward<sup>10</sup> carried out by the Cambridgeshire Domestic Abuse and Sexual Violence (DASV) Partnership Manager focused on the:

- Type of incident reported (e.g. violent, verbal, harassment, etc.)
- Gender of victim (s) / offender (s)
- Relationship between the victim (s) and offender (s)
- Additional vulnerabilities of victim (s) and offender (s)
- Other themes arising from the context to the reported incident.

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<sup>10</sup> Note that the name of the ward has been removed to protect confidentiality and prevent stigma.

In all, 75 police reported domestic abuse incidents from between January and May 2015 were reviewed by a police officer. The small sample size means that results should be considered indicative rather than definitive. It should also be noted that the findings of this report are based on police data only, and issues as mentioned previously with the under-reporting of domestic abuse will affect these key findings.

Looking at the profile of victims, 81.3% (61) of victims were female compared to 18.6% (14) of males. Conversely, 80% (60) of offenders were male, while 20% (15) were female.

The range of relationships discerned from the incident reports within 'ward x' was limited to current or ex- intimate partner (68% - 51), familial (29.3% - 22) and houses of multiple occupancy (HMO) (2.6% - 2).

Additional vulnerabilities were identified in 40 of the 75 incidents, and included alcohol/substance misuse (22.6%), mental health issues (17.3%), presence/involvement of a young person (9.3%), child contact issues (2.6%), and learning disabilities (1.3%).

The review highlighted several vulnerable groups that more information is required about to ensure that they are being supported, special mention was given to those with mental health needs, young parents and familial type relationships:

- Both the problem profile and the 'ward x' review analysed the presence of mental health in incidents of DA, an area that the literature indicates is not well understood.
- Concern was raised about the potentially unidentified needs of young parents; this group were identified as at least 9.3% of the sample in the data. This group is not often specifically identified, which is surprising because 18-25 year old females were the most at risk age range, and children were present in at least 51% of cases.
- Cases of familial domestic abuse were the second most prevalent relationship type in 'ward x' (29.3%). Although not always the case, these cases often correlated with mental health issues and learning disabilities

Domestic abuse awareness raising and support could co-ordinate with services supporting these vulnerabilities, especially in 'ward x'<sup>11</sup>

The apparent under-reporting by minority groups was also raised with specific concern for the LGBT community, and minority ethnic groups, who report proportionally less than their local demography would predict. Recommendations from the review are provided in appendix H.

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## MENTAL HEALTH AND DOMESTIC ABUSE

The effect of domestic abuse can be wide ranging and support services need to be available to a wide range of victims. The CSEW reports that 40% of all victims aged 16-59 years old stated that they had suffered mental or emotional problems as a result of partner abuse (see Table 4).

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<sup>11</sup> Ward X - Review into the Context of Police-Reported Domestic Abuse Incidents, X Ward, Cambridge

**Table 4: Non-physical effects felt as a result of the partner abuse experienced in the last year, by sex, 2012/13 (CSEW 2014)**

England and Wales	Adults aged 16 to 59		
Headline category	Men	Women	All
	% victims		
Mental or emotional problems	32	45	40
Stopped trusting people/difficulty in other relationships	14	23	20
Tried to kill self	3	5	4
Other effect (including becoming pregnant or contracting a disease)	0	1	1

*Source: Crime Survey for England and Wales, Office for National Statistics*

Mental health and domestic abuse has had a raised local profile recently, with a domestic homicide case in Huntingdonshire. In that instance the perpetrator was known to have mental health concerns leading up to the event. The Problem Profile 2015 identified that there mental health issues are more commonly recorded in the perpetrator (7.6%) than the victim (3.3%). This figure is a little surprising given estimates from other research indicates mental health needs in upwards of 40% of victims<sup>12 13</sup> The question then is whether the recording of DA incidents captures this information about victims reliably enough to rely on such statistics.

Women's Aid estimated that 50-60% of mental health service users have experienced domestic abuse, with 20% experiencing current abuse<sup>14</sup>. Despite the knowledge that there are high levels of domestic abuse amongst those with a mental health needs, and that domestic abuse is known to cause poor mental health, it is an area that is not well researched. Hegerty (2011)<sup>15</sup> made the following statement:

"Despite domestic violence being a very common problem in individuals with severe mental illness, there is very little research in this setting. Multiple barriers exist to disclosure by users and enquiry by providers. Training and systems for identification and responding to domestic violence are urgently needed in mental health clinics."

The local situation is similar with only a few links between DA support and mental health services; however the profile of victims and perpetrators locally reflects the same links between these vulnerabilities. Indeed a previous County Council Review<sup>16</sup> reported 39% of high risk DA cases have a mental health vulnerability. It is therefore surprising to know that there have been less than five referrals to the MARAC from mental Health services in the Cambridgeshire Southern Eastern area (Cambridge City, East Cambridgeshire and South Cambridgeshire) since June 2007. Although the mental health services are not a common route for referral to DA services, this not to say that DA is

<sup>12</sup> CSEW 2013/14

<sup>13</sup>[http://www.womensaid.org.uk/domestic\\_violence\\_topic.asp?section=0001000100220004&sectionTitle=Mental+Health](http://www.womensaid.org.uk/domestic_violence_topic.asp?section=0001000100220004&sectionTitle=Mental+Health)

<sup>14</sup> Ibid

<sup>15</sup> Hegarty, K 2011 Domestic violence: the hidden epidemic associated with mental illness. The British Journal of Psychiatry 198 (3) 169-170; DOI: 10.1192/bjp.bp.110.083758

<sup>16</sup> Cambridgeshire County Council, 2010, Review of 'High-Risk' Repeat Domestic Abuse Incidents from Cambridgeshire Constabulary to Cambridgeshire Independent Domestic Violence Advocacy Service.

not being identified in people with mental health needs at all as the specialist health IDVAs work closely with the mental health teams and referrals from that sector may be more commonly. Irrespective, there is obviously an opportunity for training and awareness raising with the Mental Health services and voluntary sectors to help improve outcomes for those with a mental health vulnerability.

Of particular note, the review of ward x identified the level of victims with a mental health vulnerability and suggested that, in conjunction with a Cambridgeshire County Council review<sup>17</sup> these results propose that the higher the level of risk for a domestic abuse case, the more likely mental health issues were likely to be a present. In 'Ward X', 17.3% of victims of abuse had a mental health need, while the CCC review of high risk DA found that 39% of victims did. The presence of a Community Psychiatric Nurse within the Multi-agency Safeguarding Hub acknowledges the intersection of DA with mental health vulnerabilities, but unfortunately is currently only funded by the Police and Crime Commissioner until May 2016. Continued funding of this post would ensure that mental health remains in sight of the MARAC.

Clearly, the role of mental health in domestic abuse is complex, and influences the roles of victims and offenders differentially but it should be noted that no conclusions can be drawn from this as to the role of mental health as a causative factor or having resulted from abuse. However, as there may be a relationship between the level of risk in an individual case and the contribution made to by mental health needs, further research is needed as better understanding this relationship would support the safeguarding duties of the partnership. There is also clearly an opportunity to improve the coverage of targeted support for domestic abuse by collaborating with mental health support services.

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## FAMILIAL ABUSE

Familial domestic abuse, which occurs between family members rather than ex- or current intimate partners, is now included in the government definition of domestic abuse. The inclusion of this relationship in the definition was seen as one reason for the increases seen in DA when it first came into effect in 2013.

While the majority of offences involve intimate partners, with data from the Cambridgeshire Constabulary Problem Profile (2015) indicating that around three quarters of offences took place between current or ex intimate partners, they can also involve familial members.

Analysis carried out by Cambridgeshire Constabulary (problem profile 2015) on a small sample of crimes (n=92) found the relationship of the perpetrator to the victim was as follows; son/step-son – 11%, sibling – 5%, Parent – 3%, daughter/step-daughter – 1%, other – 3%. The majority of police recorded familial domestic abuse was perpetrated by adult child to a parent of the opposite sex.

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<sup>17</sup> Cambridgeshire County Council, 2010, Review of 'High-Risk' Repeat Domestic Abuse Incidents from Cambridgeshire Constabulary to Cambridgeshire Independent Domestic Violence Advocacy Service.

In the financial year to date, there were 302 police incidents that could have been domestic abuse between family members, as determined by searching for the keywords: sibling, brother, sister, mother, father, aunt, or uncle. Inclusion of the keywords account for 31% of incidents during that time period, a similar figure to that found in 'ward X'.

In the 'Ward X' report it is clear that there is a higher level of familial violence within the ward than has been determined by previous reports of domestic abuse within Cambridge City. For example 2014/15 strategic assessment found around 14% familial abuse. Further work should be done to determine whether there are sufficient support options for this subgroup of victims.

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## MINORITY ETHNIC GROUPS

The domestic abuse problem profile for Cambridgeshire force area also identifies an increase in reporting from ethnic minority groups, especially in those of "other white background", "other Asian", "Asian Bangladeshi" and "Black African". The review of 'ward X' also found that there was underrepresentation of these minority groups in their cohort of cases.

Underrepresentation of ethnic minority groups has been identified in data and highlights a need for targeting. Cambridge City has a higher diversity of ethnicities than the county as a whole. Reference could be made to the Census data available when targeting priority geographic areas within the City.

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## SAME-SEX INTIMATE PARTNER VIOLENCE

Stonewall (2012) suggest 6-7% of the population are LGBT; this equates to potentially 7,680 to 8,960 residents in Cambridge. Research by Stonewall indicates that one in four lesbian and bisexual women have experienced domestic abuse, and 81% have not reported it. Half of gay and bisexual men have experienced at least one incident of domestic abuse since the age of 16, and 78% have never reported it.

The profile also suggests under reporting from same-sex intimate relationships. National research suggests that domestic abuse is as common in same-sex relationships as heterosexual relationships, and as severe. However, local data indicates very low volumes of victims from these groups. The 'ward X' review reported very low numbers (number suppressed) of its cohort were in a same-sex intimate relationship, as did the problem profile, while the MARAC has also received very low numbers (number suppressed) for same-sex relationships in each of the past three years<sup>18</sup>. Again, further targeted awareness raising would hopefully improve reporting from this sub-group.

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## MALE VICTIMS

It is well acknowledged that men experience domestic abuse; however the extent to which they do has been hard to estimate as the levels of under-reporting are thought to be exacerbated by the stigma of being a male victim of DA.

The Crime Survey of England and Wales 2013/14 shows that 4.5% of males surveyed experience domestic abuse, and a similar figure 4.4% was reported for the previous year. This would amount to

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<sup>18</sup> Cambridgeshire Domestic Abuse and Sexual Violence Partnership Annual Report 2014/2015

2,525 males over 16 in Cambridge City using the CSEW definition. Although females show a higher rate of victimisation in the CSEW (8.5% - 20113/14) analysis of repeat victimisation through the CSEW showed that there was no statistical difference between the number of men and women that experience repeat victimisation.

The CSEW 2013/14 reported four in ten victims being male, while the Problem Profile 2015, reports that in Cambridgeshire two in ten victims are male. The problem profile reports an increase in male victims of recorded crime, from 2012 when it was 16.8% to 20.5% in 2015, stating that the 'Reach Out' campaign run in February, is likely to have contributed to the increase. There is still room for the underreporting seen by male victims to be improved though.

A small analysis of local data by the Domestic Abuse and Sexual Violence Partnership (Simon Kerss 2015) took a small sample of cases (n=24) where the victim was male were reviewed. Although the sample is small, and therefore broad conclusions cannot be drawn, it provides indications of types of domestic abuse experienced by men: 37.5% of cases were categorised as situational couple violence, 16.6% as intimate partner violence, 16.6% as familial.

The ward x review indicated that 18.6% of victims were male, slightly lower than the problem profile. This may be an aberration due to small sample numbers, or it could indicate that male victimisation is variable across different demographics. For example males are more likely to be victims if they fall into the age range 25-34<sup>19</sup>, so areas of the city with higher proportions of this age group may see higher proportions of male victims of DA. Research into the geographic distribution of vulnerabilities of male DA victims might help determine where awareness campaigns should target.

## PERSONAL PROPERTY CRIME

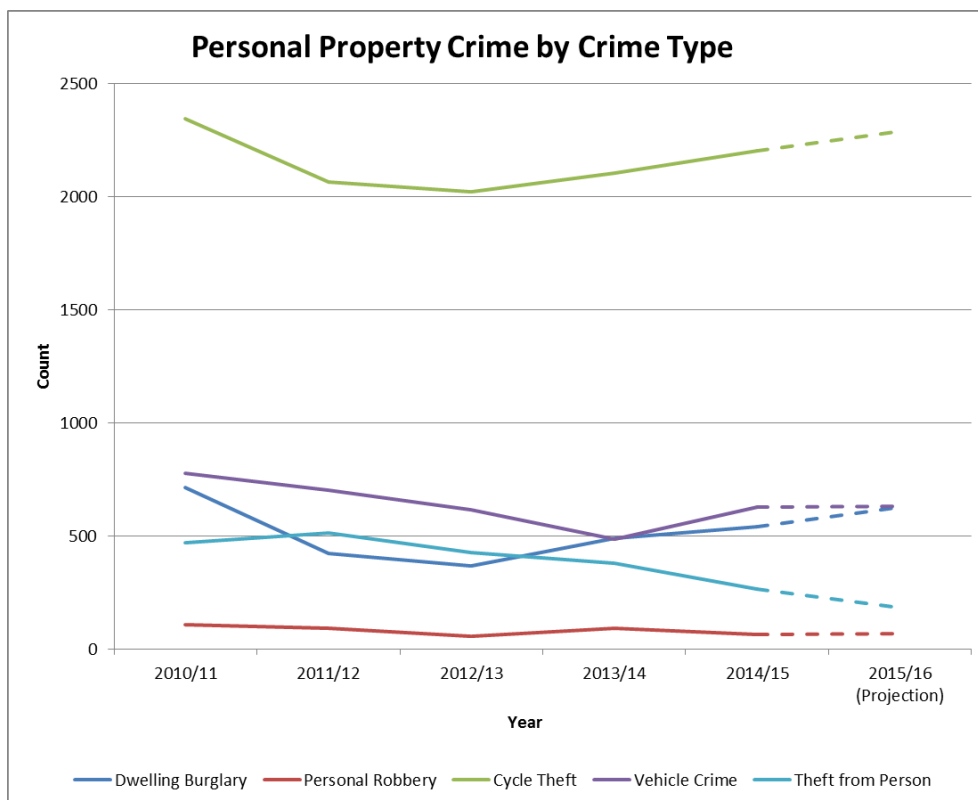
This section will outline the trends and patterns of personal property crime within the City. It will cover crime types where the victim was an individual rather than a business or community.

Overall, personal property crime saw a 3.6% increase from October 2014 to September 2015 when compared to the same period of the previous year. The volume in 2014/15 was 3,117 and saw an increase of 80 crimes across the same period of the previous year.

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<sup>19</sup> Table 1.11 CSEW 2013/14

**Figure 8: Time series showing breakdown of Personal Property Crime by crime type for Cambridge City, Oct-Sept 2010/11 – 2014/15, including projected counts for 2015/16**



### **Cycle Crime**

Cycle Crime saw a 4.7% increase between October 14 and September 15 (Figure 8) when compared to the same period as the previous year. This was an increase of 98 cycle crimes to an overall volume of 2,201 crimes. Cycle theft for the financial year to date (April to September) shows a decrease of same period last year from 1,214 to 1,086.

A reduction in this financial year to date could possibly be attributed to the cycle theft partnership group working to include ‘Outspoken’ and the Cambridge Cycling Campaign and has carried out preventative activities such as working with the police on cycle theft hotspot site surveys, property marking and target hardening.

Nationally, there has been little change in levels of cycle crime but Cambridge has a higher rate of cycle crime than the Iqanta most similar areas (see appendix I). The cycle crime rate per 1,000 populations was 18.4 in the year ending March 2015 whilst the average of the city’s most similar areas was considerably lower at 4.3. Cambridge was ranked 15 of 15 which is the same as the previous year although it should be noted that the areas that it was classed as being most similar to has changed. Whilst it is acknowledged that Cambridge City has a very high cycling rate this ranking as the lowest performer highlights the continued importance of focussing on cycle crime as a priority.

### **Vehicle Crime**

Vehicle Crime includes vehicle taking, theft from a vehicle and vehicle interference and there was a considerable increase of 29.3% from 2013/14 to 2014/15 (Oct-Sept). This includes a 32.5% (123)

increase in the number of thefts from a vehicle and a 79.2% increase in vehicle interference crimes- although this crime type started from a low level base. In the financial year to date, there have been 287 crimes.

### *Theft from a Person*

Theft from a Person saw a 30.2% decrease across the city between October 2014 and September 2015 when compared with previous year. Over the course of the year total of 264 incidents were recorded. Compared to the most similar areas, Cambridge ranked 12 of 15. This demonstrates further improvement as Cambridge was ranked 14<sup>th</sup> in 2012/13 and 13<sup>th</sup> in 2013/14. Despite this improvement in comparable rankings, the crime rate for Cambridge was 11.31 per 1,000 populations which was still higher than the most similar group average of 9.6.

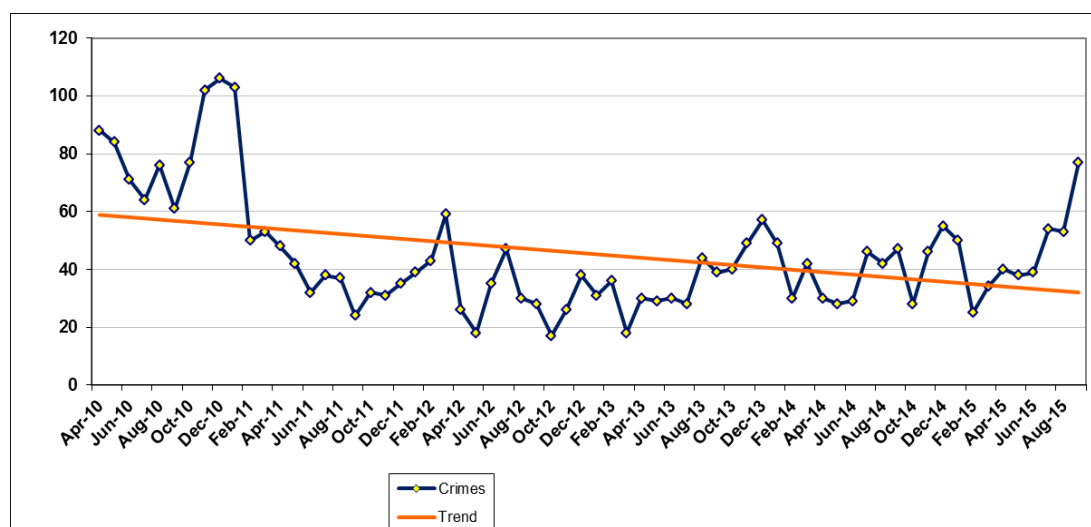
The volume of Theft from Person crimes for financial year to date was the lowest for the same period of the last seven years which indicates further reduction in theft from the person in the city. Between April and September 2015, there were 119 crimes which is considerably lower than the 5 year average of 185. The impact on the victim for this crime dictates the importance as a continuing priority of the CSP.

### *Dwelling Burglary*

Dwelling Burglary has risen in Cambridge City and is a force priority. The constabulary's new Chief Constable, Alex Wood, has particular concerns around this issue. The Officer Support Group (OSG) agrees that this is an area of concern in light of the monitoring data with a goal to tackle this spike in incidents quickly.

The long term trend of Dwelling Burglary remains down although there was a 10.2% increase in the count dwelling burglaries in Cambridge City between October 2014 and September 2015 when compared to the previous year. This was an overall increase of 50 crimes and the total volume of crimes over this period was 539.

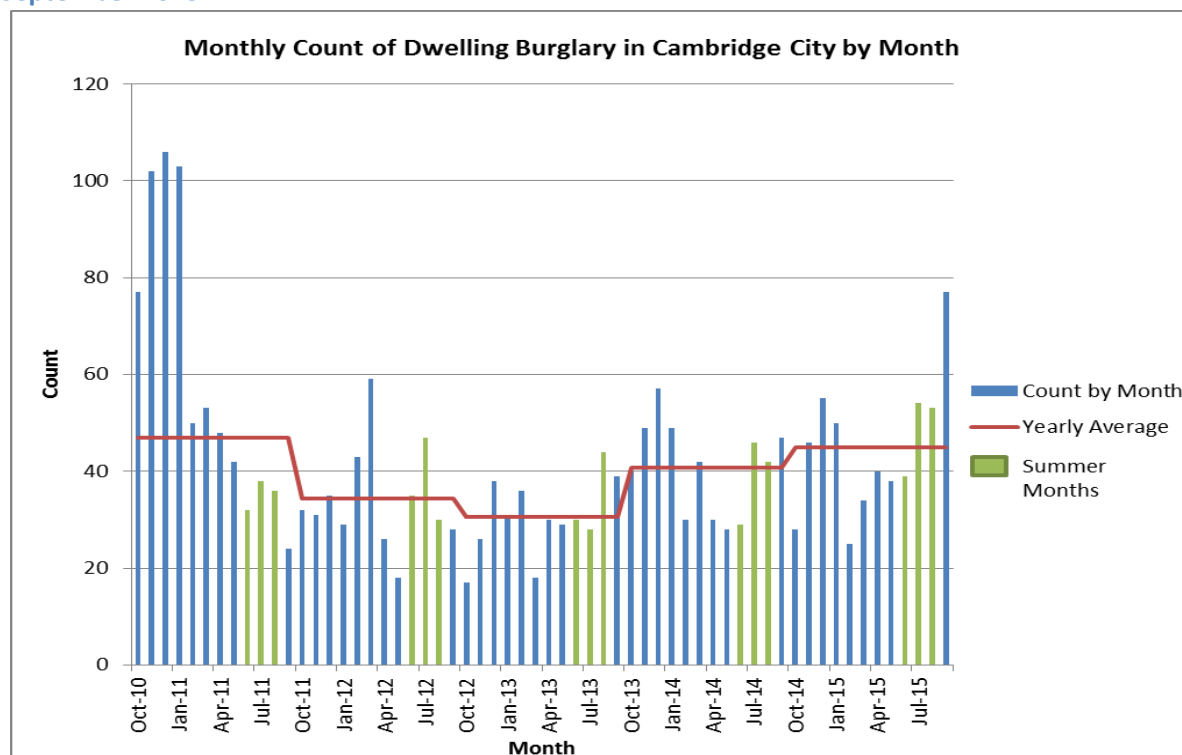
**Figure 9: Long Term Trend showing count of police recorded Dwelling Burglary in Cambridge City, April 2010-September 2015**



Source: Cadet

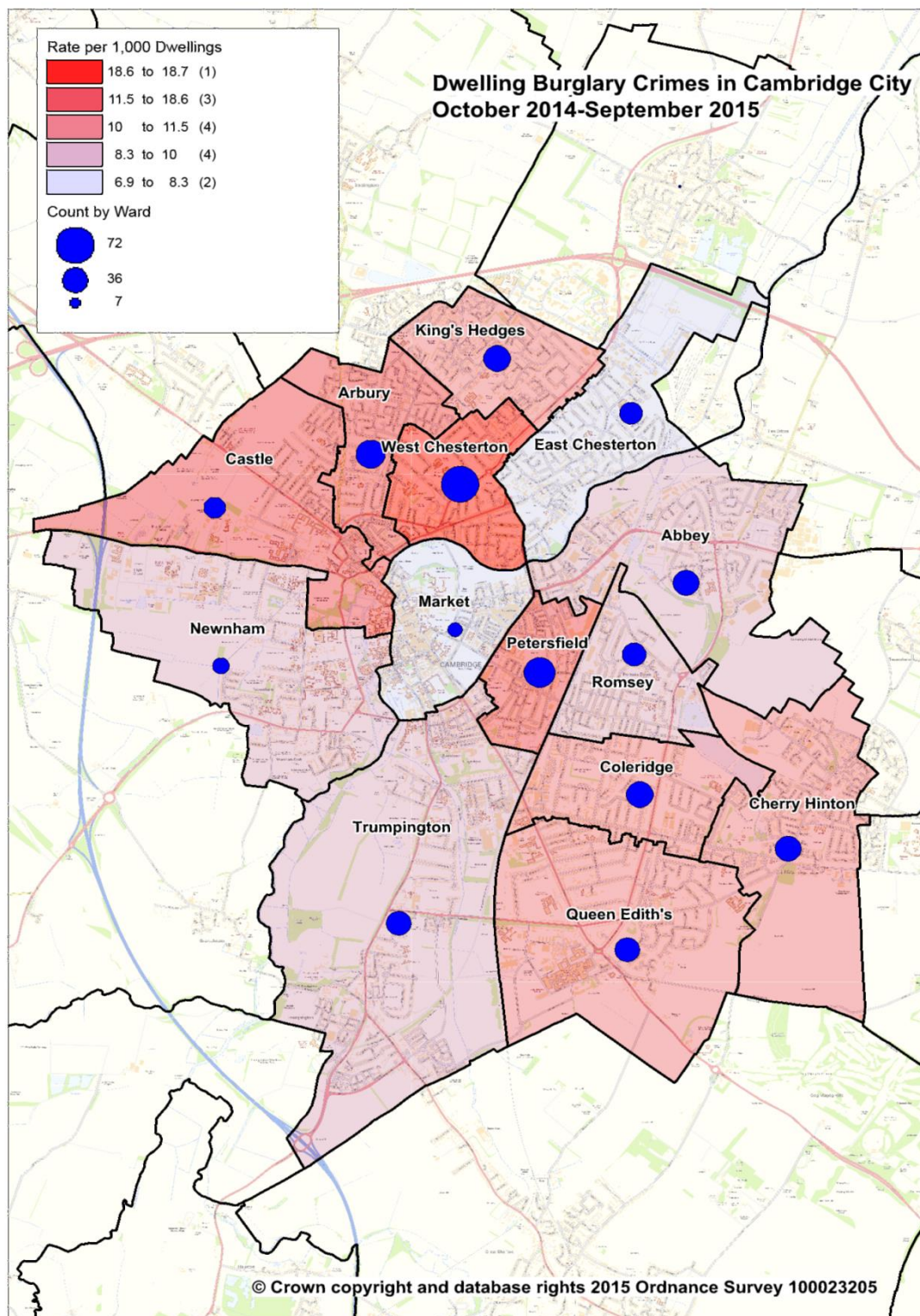
In September 2015, there was a total 77 police recorded dwelling burglaries which is the highest monthly count since January 2011 (Figure 10). A partnership task group has proposed to review burglary prevention plans in response to this recent rise, which will be led by police. An overview by the police on the procedure to tackling dwelling burglary has been delivered to the OSG which includes intelligence dispatch, fast track action, target hardening with cocooning and proactive messaging. The OSG has discussed how they can help to support some of this work.<sup>20</sup>

**Figure 10: Monthly count of police recoded Dwelling Burglary in Cambridge City October 2010-September 2015**



<sup>20</sup> Officer Support Group Notes, 27 October 2015.

Figure 11: Police recorded dwelling burglary crimes in Cambridge City, October 2014 to September 2015.



For overall burglary crime, Cambridge city is ranked 11 of 15 when compared to its iQuanta most similar areas. Cambridge has a crime rate of 6.7 per 1,000 populations which is roughly in line with the most similar group average of 6.5. As Figure 10 shows, the yearly average between 2010 and 2013 decreased from 47 dwelling burglaries per month to 31 although this has increased again over the last two years. Between October 2014 and September 2015, there was an average of 45 police recorded dwelling burglaries per month.

The constabulary reported that there are many different methods used for burglary dwelling in Cambridge City and the methods are very varied. The same principle applies with the types of dwellings being burgled with a variety of residences being targeted. It has also been confirmed that over recent months, there has been a spike in the number of burglaries as a result of people leaving their doors and windows unlocked at night. It has been reported that some suspects have been apprehended as a result of this and levels have dropped off more.

The message that the constabulary are trying to promote in the fight to reduce dwelling burglary should take care of their property by making sure that it is adequately secure and reducing their vulnerability. This is an area in which the partnership could assist, particularly in supporting potentially vulnerable victims.

## REOFFENDING

A recent performance report of the IOM scheme showed signs of success in terms of reducing the number of repeat offences by those offenders that have been successfully removed from the scheme. A county wide study of 63 offenders on the scheme, including 15 from within Cambridge City, showed signs of substantial reductions in the count of proven offences after these offenders were removed from the scheme.

The CSP were updated that the cohorts for the IOM scheme have increased slightly as a result of attempts to broaden them with the potential for all offenders to fall into scope and the County is looking to expand to include domestic abuse perpetrators. There has also been an amalgamation of the Cambridgeshire Reducing Reoffending Group with the Peterborough Reducing Reoffending Group to form one, countywide, Reducing Reoffending Group (RRG). Financial support from the partnership helped to increase effective client engagement, leading to a sustained change in lifestyle and a reduction in reoffending behaviour.<sup>21</sup>

Of the 15 offenders within Cambridge City, 97 offences were carried out in the 12 months before they joined the IOM scheme whilst this reduced to 88 over the 18 month period during the scheme. This reduced further after they left the scheme, with just 4 offences being carried out by these offenders.

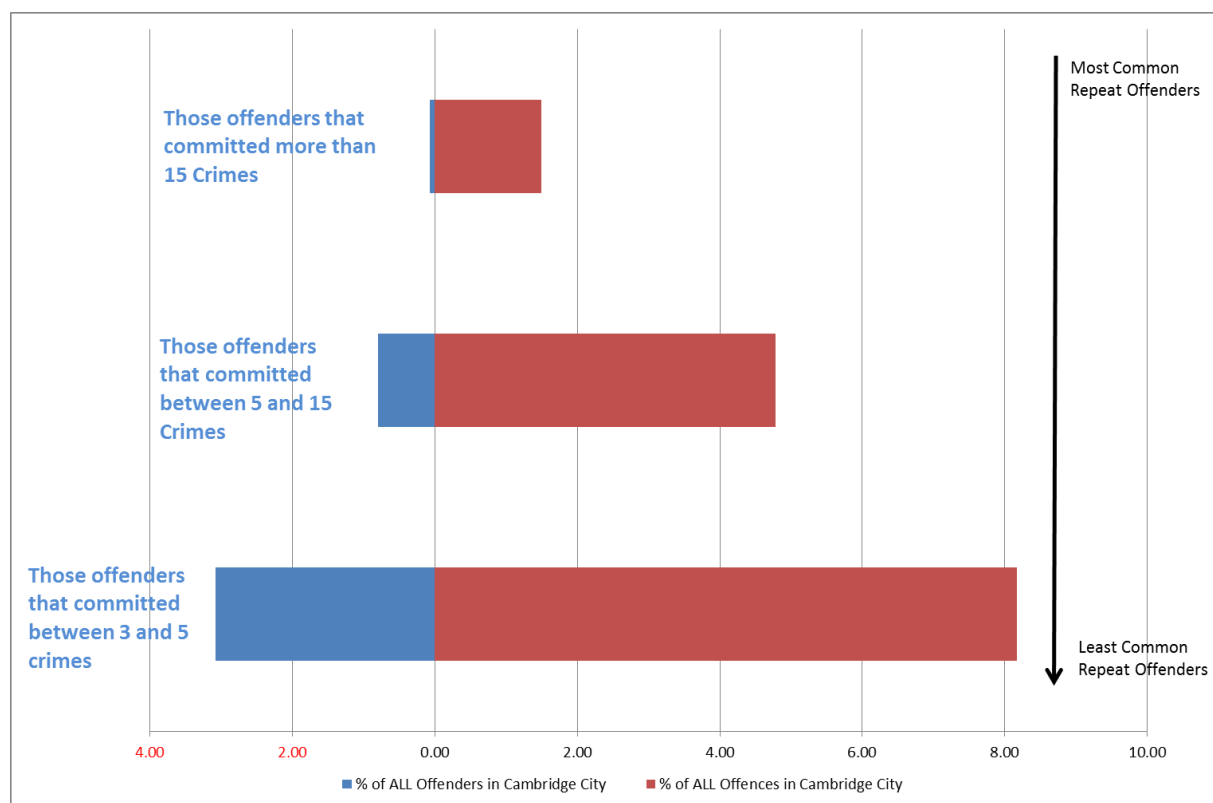
Analysis the victim and offender data for July 2014 to June 2015, there was a total of 11,450 crimes committed in Cambridge City with a total of 9,187 unique offender references linked. This highlights the fact that a high proportion of offences in Cambridge City are carried out by offenders that only offended once in a twelve month period.

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<sup>21</sup> Annual Review 2015, Cambridge Community Safety Partnership

Of the 9,187 unique offenders identified 7,852 (85%) were linked to just one crime meaning that this group committed around 69% of all crimes. On top of this, those offenders that committed one or two crimes were the perpetrators of around 85% of all crimes, and Figure 12 highlights a breakdown of the proportion of offences committed by those that commit more than three crimes.

**Figure 12: A breakdown of offences by offenders in Cambridge City, July 2014 to June 2015**



A persistent offender is defined as somebody that commits six or more offences in a twelve month period.<sup>22</sup> In Cambridge City, 60 of the 9,187 (0.65%) offenders were associated with six or more crime references over a twelve month period and were associated with around 5% of all crimes. A similar pattern of prolific offending within a small part of the population was also identified within the 'Cambridge Study'. A small percentage of the males (seven per cent), described by the authors as the 'chronic' offenders, accounted for over half (52 per cent) of all the officially recorded offences for the group as a whole. Each of these 'chronic' offenders had at least ten convictions. On average their criminal careers began at age 14 and lasted on average for 21 years.

## CHILD SEXUAL EXPLOITATION

Child Sexual Exploitation is a form of child abuse and one that can manifest itself in many different ways. It has become an issue of priority both locally and nationally.

While those who have worked with children for many years will testify that CSE is far from a new phenomenon<sup>23</sup>, what has changed is the level of professional and public awareness generated by a

<sup>22</sup> HMIC, Joint Inspection Report into Persistent and Prolific Offenders, <https://www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2014/04/PersOffsJoint0504Rep.pdf>

<sup>23</sup> The Sexual Exploitation of Children: It Couldn't Happen Here, Could IT?, Ofsted 2014

series of high profile investigations and criminal trials. Cases in Rotherham, Rochdale, Derby, Oxford and other towns and cities have uncovered not only the previously hidden scale of the problem but also a particular pattern of abuse.

Data on the extent of Child Sexual Abuse in Cambridge City specifically is limited but we can draw on county wide and national research and highlight triggers of vulnerability to help identify the extent and how it can be addressed.

### Definition of child sexual exploitation (CSE)

Within official guidance Child Sexual Exploitation (CSE) is defined as:

*"involving exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities.*

*Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability"*<sup>24</sup>

In addition to the statutory definition, Barnardo's recognises that there are different types of CSE based on the nature of the relationship between the victim and the perpetrator(s). The table below shows the definitions of the different types of CSE.

**Table 5 :Barnardo's definition of child sexual exploitation**

Type of CSE	Description
<b>Inappropriate relationships</b>	Usually involving one perpetrator who has inappropriate power or control over a young person (physical, emotional or financial). One indicator may be a significant age gap. The young person may believe they are in a loving relationship.
<b>'Boyfriend' model of exploitation</b>	The perpetrator befriends and grooms a young person into a 'relationship' and then coerces or forces them to have sex with friends or associates.
<b>Peer Exploitation</b>	Peer exploitation is where young people are forced or coerced into sexual activity by peers and associates. Sometimes this can be associated with gang activity but not always

<sup>24</sup> Department for Education 2012 Tackling Child Sexual Exploitation: National Action Plan Progress Report.

### **Organised/networked sexual exploitation or trafficking**

Young people (often connected) are passed through networks, possibly over geographical distances, between towns and cities where they may be forced/ coerced into sexual activity with multiple men. Often this occurs at 'sex parties', and young people who are involved may be used as agents to recruit others into the network. Some of this activity is described as serious organised crime and can involve the organised 'buying and selling' of young people by perpetrators.

Source: Adapted from Cambridgeshire LCSB CSE Strategy quoting Barnardo's

It is the last of these (organised / networked sexual exploitation or trafficking), in particular a pattern of abuse involving predominantly White British girls as victims and gangs of predominantly Asian heritage men as perpetrators, that has had such a high profile nationally.

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### **CHILD SEXUAL EXPLOITATION IN CAMBRIDGE CITY**

It is difficult to know the true extent of CSE in Cambridge City as data is limited and it is under-reported. There has been an increase in police recorded CSE but this is largely down to a change in recording practice alongside changes to wider reporting behaviour. Between October 2014 and September 2015, there were under ten police recorded crimes relating to CSE. This volume cannot be compared to previous years as it is the first time that a CSE marker has been applied. The Serious Organised Crime Profile highlights that CSE can happen anywhere and some activity is organised crime, although this method of exploitation seems less prevalent in Cambridgeshire perhaps because intelligence is limited or the offenders are not local.<sup>25</sup>

The profile also highlights that known CSE in Cambridgeshire often occurs amongst those offenders that are motivated by power and status, and groups are formed amongst males of a similar age or ethnicity. Members that work in occupations linked to the night-time economy (e.g taxi and fast-food outlets) have the opportunity to facilitate the grooming process. As data on the true extent of Child Sexual Exploitation in Cambridge City is limited, it is important to study factors of vulnerability to help the prevention actions.

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### **ONLINE SAFETY**

While the internet is a valuable tool for children to learn, communicate, develop and explore the world around them, it often leaves them vulnerable to risks and experiences they may find upsetting. The internet provides children with the opportunity for a separate identity in which they can be who they want and take risks that perhaps they wouldn't offline.

With over 90% of children in the UK having access to the internet, it makes them more accessible to online offenders. Online child sexual abuse is defined by the National Society for the Prevention of Cruelty to Children as *"the use of technology to manipulate, coerce or intimidate a child, to engage in sexual activity that is abusive and/or degrading in nature"*. Online CSE can include the grooming of

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<sup>25</sup> Serious Organised Crime Profile, Cambridgeshire Constabulary, OCP pg 34

children, and production, distribution or possession of indecent images of children. Online interactions can also lead to further abuse, and online CSE can lead to offline CSE<sup>26</sup>.

Exploitation will involve an imbalance of power and lack of choice as a result of vulnerabilities. Interactions can therefore be misunderstood by children, or others, as consensual due to a lack of immediate recognition, or understanding, by the child of abusive or exploitive conduct<sup>27</sup>.

It is accepted that different types of CSE have occurred within the county for some years, however the proliferation in mobile technology serves to accelerate and complicate the issue by making it easier for offenders to recruit and communicate with potential victims. It also means that perpetrators of more organised forms of CSE can be some distance away (outside the County), making it harder to protect vulnerable children.

In Cambridge City the following results were published from the 2014 Health Related Behaviour Survey in relation to internet safety;

- 87% of pupils responded that they have been told how to stay safe while online whilst just 50% said that they always follow the advice that they have been given.
- 57% of pupils responded that they spent at least 3 hours using the internet on the day before the survey.
- 80% of pupils responded that they have a profile online for Facebook/Twitter/Bebo etc. 50% said this profile is set to friends-only and not public.
- 34% of pupils responded that they have found school lessons about personal safety 'quite' or 'very' useful, while 9% have found them 'not at all' useful and 18% couldn't remember any. The percentage of pupils that couldn't remember any lessons about personal safety is 4% higher than the Cambridgeshire average.

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## CSE AND THE ROLE OF COMMUNITY SAFETY PARTNERSHIPS

The statutory guidance<sup>28</sup> clearly identifies **the Local Safeguarding Children Board (LSCB) as having the lead role** in coordinating and ensuring the effectiveness of the work of their members in tackling child sexual exploitation. This function is discharged by '*participation in planning & commissioning*' of services to meet the needs of children, young people and their families as well as '*developing policies and procedures*'. As a minimum, the LSCB procedures should support professionals in identifying signs of exploitation, providing the framework within which information is shared and action taken and identify how victims are supported (see section 4.10 of the guidance<sup>29</sup>).

The Cambridgeshire Local Safeguarding Children's Board child sexual exploitation strategy<sup>30</sup> is available on the internet [http://www.cambslscb.org.uk/prof\\_cse.html](http://www.cambslscb.org.uk/prof_cse.html) and should be considered in conjunction with this report.

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<sup>26</sup> CEOP: Threat Assessment of Child Sexual Exploitation and Abuse, June 2013

<sup>27</sup> Jutte et al. (2015) How safe are our children? NSPCC

<sup>28</sup> Safeguarding Children and Young People for Sexual Exploitation, Supplementary Guidance, 2009

<sup>29</sup> Ibid

<sup>30</sup> LSCB CSE strategy [http://www.cambslscb.org.uk/prof\\_cse.html](http://www.cambslscb.org.uk/prof_cse.html)

The guidance does identify that beyond the LSCB other local partnerships have a role to play, including Community Safety Partnerships and that links between the two “*can be used to ensure a common understanding of the nature of the problem, local priorities and how different agencies will cooperate to address it*” (Section 4.18 of the guidance)<sup>31</sup>.

In particular, Cambridge City Safety Partnership should consider how it can support and add value to the existing LCSB strategy, in particular the strands of:

- Raising public confidence and awareness;
- Strengthening existing partnerships and leadership;
- Intelligence and performance monitoring;
- Learning & development.

A more recent thematic inspection of measures to tackle CSE by Ofsted of eight local authorities<sup>32</sup> identified that LCSB progress against CSE action plans should be shared regularly with Community Safety Partnerships (page 8, recommendations, paragraph five) and Partnerships should ensure that information and intelligence is also shared. Ofsted also considered strong governance arrangements between the respective boards of the LCSB, CSP and H&WB<sup>33</sup> as being indicative of a holistic approach to CSE being taken; with links to related strategies such as those covering gangs, domestic abuse, licencing and Personal, Social and Health Education (PSHE) in Schools.

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## VULNERABILITIES TO CHILD SEXUAL EXPLOITATION

As data and understanding of Child Sexual Exploitation is limited both locally and nationally, it is important to assess and highlight the key vulnerabilities of risk for those victims of CSE, particularly organised exploitation. One of the key issues is that often signs, of CSE and those most vulnerable to CSE, are not recognised which results in underreporting.

Brodie & Pearce 2012<sup>34</sup> identify where there is consensus between different studies. Individual characteristics associated with **the risk** of sexual exploitation are known to include:

- family difficulties;
- experience of different types of abuse and neglect;
- experience of the care system;
- a history of educational difficulty, including truancy and exclusion from school;
- a history of running away or going missing;
- drug and alcohol misuse; and
- delinquency and gang involvement.

It is important to note that this is not an exhaustive list and the College of Policing has published a list of risk factors.<sup>35</sup> Scott, Creegan and Smith (2005 cited in Brodie & Pearce, 2012<sup>36</sup>) suggest a

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<sup>31</sup> Safeguarding Children and Young People for Sexual Exploitation, Supplementary Guidance, 2009

<sup>32</sup> The Sexual Exploitation of Children: It Couldn't Happen Here, Could IT?, Ofsted 2014

<sup>33</sup> Health & Well Being Board

<sup>34</sup> <http://www.scotland.gov.uk/Resource/0040/00404853.pdf>

<sup>35</sup> College of Policing (2015) : *Further investigation* [Internet]. <https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-abuse/further-investigation/> [Accessed 28 October 2015]

‘pattern of detachment’ from key relationships for young people - be that with family, school or community-that contributes to vulnerability to CSE as well as other dangers. Going missing from home, for example, is one of the factors that increases the risk of a young person becoming sexually exploited. In the Cambridgeshire force-wide area, around a quarter of identified CSE victims between April 2014 and April 2015 were reported as missing from home at some point in this period.<sup>37</sup>

Another indicator for involvement in CSE is previous contact with the police as a victim or an offender. In the Cambridgeshire force-wide area, 41% of CSE victims have had previous contact with the police as an offender and a further 17% as a victim of crime other than CSE.<sup>38</sup>

The nature of these issues, and the impact on a child or young person’s experience of victimisation varies considerably. Generally, most of the research emphasises the need to treat each young person as an individual

### *Vulnerabilities*

Whilst data does not show the true extent of the issue, we are able to study some key, common signs of exploitation so that the partnership can promote preventative activity. Some of the key themes for investigation have been highlighted as:

- Travel / Movement of Victims
- Places with relatively low surveillance
- Proliferation of mobile / internet technology
- Development of inappropriate relationships
- Houses of multiple occupation
- Deprivation
- Low Cost Hotels

### *Drugs*

The prevalence of drugs in the community can also influence the vulnerability of children and the Jay Report<sup>39</sup> identified substance misuse as a significant risk factor in cases of CSE in Rotherham. There was some concern raised around young people involved with drugs and the subsequent vulnerability this created. The serious organised crime profile highlighted that cannabis is an important commodity for CSE in Cambridge City. In the 2014 Health Related Behavioural Survey, 21% of pupils in Cambridge said they have been offered cannabis resin, leaf or oil.

The HRBS also highlighted that 25% of pupils in Cambridge City responded that they are ‘fairly sure’ or ‘certain’ their friends take drugs; 33% said other young people do. On top of this, 24% of pupils from Cambridge responded that they have been offered at least one of the drugs listed. The percentage of pupils that responded that they have taken at least one of the drugs listed in the questionnaire was higher in Cambridge (11%) than the Cambridgeshire average (9%).

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<sup>36</sup> <http://www.scotland.gov.uk/Resource/0040/00404853.pdf>

<sup>37</sup> GMA CSE victimology

<sup>38</sup> GMS CSE victimology

<sup>39</sup> Independent Inquiry into Child Sexual Exploitation in Rotherham, Alexis Jay, paragraph 4.13, page 31.

### *Children in care*

Within significant national cases e.g. Rotherham, children who are living in care, in need of protection, or who go missing, made up a disproportionate number of victims. There is no available evidence that this is a specific problem in Cambridgeshire. There are robust arrangements in Cambridgeshire to support children living in care particularly around reporting episodes of missing from care and return interviews conducted by “independent” members of staff.

### *Health*

Levels of teenage pregnancies and sexually transmitted diseases are considered to be community risk factors for child sexual exploitation. The HRBS highlighted gaps in knowledge and understanding of sexual health amongst young people in the city. Just 12% of Cambridge pupils correctly identified that herpes can be treated but not cured whilst 58% of pupils responded that they have ‘never heard of’ or ‘know nothing about’ Chlamydia which was higher than the county wide average of 54%. A greater understanding of these issues may help to grow understanding of signs of CSE and help identify potential victims amongst peers.

Teenage pregnancies are also seen as a potential sign of CSE and the raising of awareness of these key triggers amongst professionals as well as victim’s peers and families could be useful in identifying possible cases of CSE.

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## RAISING AWARENESS

As our understanding of the extent of CSE in Cambridge City is limited, the partnership may wish to provide innovative responses to help raise awareness amongst professionals and the local community.

One model could potentially be to explore the role of the community in raising awareness and concern of child sexual exploitation. The partnership may wish to work closely with local community groups and business to ensure that key signs of CSE taking place in the city are recognised at the earliest stage. Training staff should be seen as a first step in tackling and preventing CSE. Working directly with children and their families and with the wider communities is also vital if CSE is to be prevented.

The constabulary have already begun working on Operation Makesafe, which focuses on potential victims and offender and is already underway in other parts of the country. The campaign is based around raising awareness of CSE within the business community including hotels, taxi companies and licensed premises. Again, targeted approach may wish to be adopted or supported by the partnership.

## EXPLOITATION

Whilst a number of high-profile cases of Child Sexual Exploitation have significantly raised awareness of the issue, the awareness of the wider exploitation of individuals is often limited. There has been a significant amount of work carried out across the wider county where intelligence has shown that labour trafficking and sexual exploitation has taken place.

In South Cambridgeshire, for example, a series of raids on local car-wash sites found cases of exploitation of work-force amongst migrant workers alongside a string of other illegal activities. In Fenland, Houses of Multiple Occupation have been identified as a key sign in identified labour trafficking illegal which is often highly organised.

The introduction of the Modern Slavery Act 2015<sup>40</sup> makes provision in relation to slavery, servitude, forced or compulsory labour and human trafficking. With the powers available under this legislation, there is a greater ability for the CSP to provide a proactive response to these types of crime. This legislation also places a duty to co-operate on the Local Authority, Police and Health Service in relation to requests made by the Independent Anti-Slavery commissioner.

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### SEXUAL EXPLOITATION

The trafficking and exploitation of sex workers is not a new phenomenon and it is important that a key distinction from Child Exploitation is made. An important lesson from an investigation into the systematic abuse of vulnerable girls and adults in Newcastle revealed the victims were a mixture of young girls and vulnerable women - not just children.<sup>41</sup> The Serious Organised Crime Profile for the constabulary highlighted that there has been a recent increase in information surrounding organised activity in a number of areas across the county, including Cambridge City.

Victims of sexual exploitation within the county are thought to be trafficked into the area from outside of the country and arrive in disadvantaged circumstances, often driven by financial debt. The serious organised crime profile has highlighted intelligence surrounding organised groups that are exploiting migrant workers, who are being transported for long hours and very little pay.<sup>42</sup>

Nationally, most research of sexual exploitation tends to be focussed around CSE and it should be remembered that the sexual exploitation of a young person does not stop when they reach 18. The transition from childhood to adulthood is often viewed as a period when an individual can become more prone to risk relating to exploitation.

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<sup>40</sup> Home Office, Victims of modern slavery-frontline staff guidance, version 2, 2015, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/450834/Victims\\_of\\_modern\\_slavery\\_frontline\\_staff\\_guidance\\_v2\\_0\\_ext.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/450834/Victims_of_modern_slavery_frontline_staff_guidance_v2_0_ext.pdf)

<sup>41</sup> Newcastle Multi-Agency Sexual Exploitation Strategy, [https://www.newcastle.gov.uk/sites/drupalncc.newcastle.gov.uk/files/wwwfileroot/health-and-social-care/se\\_strategy\\_july\\_2015.pdf](https://www.newcastle.gov.uk/sites/drupalncc.newcastle.gov.uk/files/wwwfileroot/health-and-social-care/se_strategy_july_2015.pdf), July 2015

<sup>42</sup> Serious Organised Crime Profile, Cambridgeshire Constabulary

It is widely acknowledged that sexual exploitation via prostitution is likely to be happening in every town and city in the United Kingdom but it is often difficult to identify and is often under-reported. This type of activity can have a negative impact on the lives of victims and the wider community.

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## IDENTIFYING AND RESPONDING TO SEXUAL EXPLOITATION

A study<sup>38</sup> into the vulnerability and involvement in drug use sex work found that those participants within the study had a higher level of drug use than those in the British Crime Survey which would be more reflective of the wider society. The main difference was that those sex workers who participated in the survey were more likely to use crack cocaine, heroin and non-prescribed methadone.<sup>43</sup>

Potential Signs of Vulnerability<sup>44</sup>:

- Drug Use
- Previously 'looked after' by their local authority
- Homelessness or living in temporary accommodation
- Known to have been involved in prostitution before the age of 18
- Have at least one other conviction, often drug possession

As the reporting of sexual exploitation is limited, it is difficult to know the true extent of the problem but a lack of data does not mean that there is not a problem. As with Child Sexual Exploitation, it is important for the partnership, professionals and wider society to have a greater understanding of the key vulnerabilities and signs of sexual exploitation so that incidents and cases are more likely to be uncovered and reported. The study of the vulnerabilities of sex workers found that 78% of the most vulnerable sex workers had been 'looked after' by their local authority and those that had been looked after had started sex work, on average, three years earlier than the other workers (17.7 years compared to 20.4 years). On top of this, around 22% had reported being homeless or living in temporary accommodation when they first sold sex and 85% had at least one conviction-usually for drug possession or sex work-related offences.

The Home Office suggest that whilst community concerns are the immediate impetus for CSP's to take action, the most effective responses take account of concerns of a broad range of stakeholders including residents; people involved in prostitution and voluntary sector agencies. A review by the Home Office highlighted that methods that areas have adopted for ensuring that views of community members help to formulate the local response include inviting representatives of local organisations such as Neighbourhood Watch to be part of the operational forums.<sup>45</sup>

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<sup>43</sup> Cusick, L, Martin, A and May, T, Vulnerability and involvement in drug use and sex work, Home Office, [http://www.popcenter.org/problems/street\\_prostitution/PDFs/Cusick\\_etal\\_findings.pdf](http://www.popcenter.org/problems/street_prostitution/PDFs/Cusick_etal_findings.pdf)

<sup>44</sup> Ibid

<sup>45</sup> Home Office, A Review of Effective Practice in Responding to Prostitution [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/97778/responding-to-prostitution.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97778/responding-to-prostitution.pdf)

### Case study: Liverpool<sup>46</sup>

**As part of its overall approach to prostitution, Liverpool sought to prioritise the safety of the women involved. Merseyside Police identified safety as their priority in policing prostitution.**

**Key aspects of this are:**

- **All offences reported against those involved in prostitution are prioritised in terms of police resources and are treated as Hate Crimes;**
- **The provision of a specialist Independent Sexual Violence Advisor (ISVA) based in The Armistead Project, offering specialist services for individuals in prostitution.**

**This approach led to an increase in the reporting of offences and several convictions for offenders who have committed rapes and others serious sexual assaults. The results include:**

- **In the first 18 months of having a specialist ISVA service for sex workers, there was a 400% increase in the proportion of people giving consent to share full details with the police;**
- **22 court cases since 2007 (with some other offences dealt with by way of police caution, fines, and recalls to prison);**
- **83% conviction rate for all cases going to court (including violence and sexual assault); 75% conviction rate for rape and sexual violence cases;**
- **Total number of known victims who have received justice: 32 women;**
- **95% of women involved in these cases have exited prostitution, and are drug-free and settled.**

Source: Home Office, A Review of Effective Practice in Responding to Prostitution

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## FORCED LABOUR AND HUMAN TRAFFICKING

Human Trafficking and forced labour are both forms of modern slavery and often overlap.

Forced labour is found across the UK in sectors characterised as low-skilled and low-paid such as food processing or agriculture. There have been high profile cases of both of these types of exploitation in other parts of the county due to its agricultural nature but the understanding of levels in Cambridge City is limited.

The Joseph Rowntree Foundation (JRF) estimate that at least 3,000 to 5,000 people across the UK are affected by forced labour. The International Labour Organisation (ILO) highlighted six indicators of what forced labour constituted in practice in order to help raise understanding of the issue. These are:<sup>47</sup>

- Threats or physical harm to the worker
- Restriction of movement or confinement to the workplace
- Debt bondages
- Withholding of wages or excessive wage reductions
- Retention of identity documents
- Threat of denunciation to the authorities

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<sup>46</sup> Home Office, A Review of Effective Practice in Responding to Prostitution

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/97778/responding-to-prostitution.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97778/responding-to-prostitution.pdf)

<sup>47</sup> Skrivankova, K, Joseph Rowntree Foundation, Forced Labour in the United Kingdom, June 2014

In Cambridge, current understanding amongst the police force is centred around organised crime groups who are exploiting migrant workers being transported to work for long hours and very little pay, with victims generally from Eastern Europe.

Across the force-wide police area, there have been a number of cases which highlighted victims of some or all of the above activities. Whilst cases in the north of the County have been centred on the exploitation for mainly agricultural work, cases in South Cambridgeshire involved the organised exploitation of workers in local car-washes. The specific nature of the forced labour should not necessarily be focussed on within Cambridge City and should instead be placed on the avenue of exploitation.

Human Trafficking is the trade of humans but it is most commonly an enabler for forced exploitation or sexual exploitation.

Operation Pheasant was a successful, multi-agency approach which highlighted the extent of labour exploitation in the Fenland and Peterborough, largely driven by organised activity. This also highlighted the importance of multi-agency responses in identifying potential victims, responding to the issue and preventing further activity.<sup>48</sup>

The International Labour Organisation developed a longer list of situations and conditions that constitute abuse which was developed further by the JRF to identify forced labour practices in the UK. These include:<sup>49</sup>

- Upfront fees/debt bondage from victims
- Threats and bullying
- Disciplining through dismissal
- Productivity targets and surveillance
- Overwork
- Non/under-payment of wages
- Deduction/charges
- Tie-ins to exploiter through work/accommodation and money.

## COHESION

Cohesive Communities have been defined as having five key attributes: A sense of community; similar life opportunities; respect for diversity; political trust and a sense of belonging. A correlation analysis by Wedlock<sup>50</sup> argues that those local areas that have a high sense of community, political trust and a sense of belonging generally show significantly lower levels of 'all' reported crime.

Longevity of residence can often drive a sense of belonging and community, however the population of Cambridge City is generally fluid. It is therefore more difficult than in other parts of the country to create cohesive communities. Whilst Cambridge benefits from an environment which respects cultural diversity, there is still a need to ensure that all members of the community feel equally

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<sup>48</sup> Serious Organised Crime Profile, Cambridgeshire Constabulary

<sup>49</sup> Skrivankova, K, Joseph Rowntree Foundation, Forced Labour in the United Kingdom, June 2014

<sup>50</sup> Wedlock, Crime and Cohesive Communities, Home Office, 2006

respected. Wider narrative surrounding levels of cohesion is often centred on race, religion or culture but the partnership should be mindful that cohesion and acts of hate can spread much wider than this across all individuals protected characteristics.

One indicator of a less cohesive community is the presence of hate crime and there is a need to address levels of this crime type in Cambridge City.

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## HATE CRIME

Hate crime is defined as ‘any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice towards someone based on a personal characteristic.’<sup>51</sup> This definition was agreed in 2007 by the main statutory criminal justice agencies. There are five centrally monitored strands of hate crime:

- race or ethnicity;
- religion or beliefs;
- sexual orientation;
- disability; and
- transgender identity.

A person does not have to be an actual member of an identifiable group to be a victim; the defining factor is the perpetrators motivation.

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## RECORDED HATE CRIME OFFENCES

In 2014/15, there were 52,528 hate crimes recorded by the police in England and Wales. This can be broken down by crimes linked to each of the five centrally monitored strands.

- 82% were race hate crimes;
- 11% were sexual orientation hate crimes;
- 6% were relation hate crimes;
- 5% were disability hate crimes; and
- 1% were transgender hate crimes.<sup>52</sup>

Between the 2013/14 and the 2014/15 financial year, there was a 43% increase in the number of Religious linked hate crimes in England and Wales. One key concern is that there can be confusion surrounding whether an incident is driven by race or religion, especially in those communities that there is a strong correlation. For example, it could be difficult to identify whether a victim of Pakistani Muslim origin is a victim of an attack on their race or religion. The concern from the constabulary is that we do not have a strong grasp of the true extent of religious based hate crime, although an internal crime review carried out within the constabulary showed that overall, crimes are not going up as a result of religious intolerance. Of the Hate Crimes reviewed in the constabulary’s crime file review, 37% of reviewed crimes can be associated with alcohol.

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<sup>51</sup> Hate Crimes, England and Wales 2013/14 Home Officer Statistical Bulletin 02/14 – October 2014

<sup>52</sup> Hate Crime 2014/15, Home Office,

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/467366/hosb0515.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/467366/hosb0515.pdf)

Under-reporting of hate crime remains a significant problem for agencies. With victims often reluctant to come forward for many reasons, including fear of reprisals, low confidence in the police to effectively deal with the issue, embarrassment or feeling that it is 'not a police matter'. There is also concern, both locally and nationally, that Hate Crimes linked to disability are severely under-reported. Despite this, the Justice Inspectorates highlighted a new national impetus that focuses on improving awareness of what disability hate crime is, increasing the reporting of disability hate crime and embedding hate crime processes within the routine working practices of the police, Crown Prosecution Service and probation trust.<sup>53</sup> The partnership may wish to take action locally here.

Between October 2014 and September 2015, there was a total of 113 police recorded crimes that had the term 'racial' within the HO\_Code\_Desc field which gives an insight into the number of recorded crimes that possess an element of 'hate' towards one of the centrally monitored strands of hate crime. A breakdown of these different 'racial' related crime types, committed over a twelve month period, can be seen below.

**Table 6: A Breakdown of 'racial' related crimes in Cambridge City, October 2014- September 2015.**

Crime Type	Count of Crime in Cambridge City
RACIALLY OR RELIGIOUSLY AGGRAVATED ASSAULT WITH INJURY	14
RACIALLY OR RELIGIOUSLY AGGRAVATED COMMON ASSAULT	17
RACIALLY OR RELIGIOUSLY AGGRAVATED HARASSMENT	<5
RACIALLY OR RELIGIOUSLY AGGRAVATED PUBLIC FEAR, ALARM OR DISTRESS	78
<b>Grand Total</b>	<b>113</b>

In the 2014/15 financial year, there was a total of 160 police recorded Hate crimes of which the Hate-Race marker accounted for 138 crimes which means that the other strands of Hate Crime, such as disability and sexual orientation, were attributed to just 12 other crimes. There is evidence, both locally and nationally, that hate crimes linked to the characteristics other than race are under-reported and the true extent of hate-based activity is unknown.

## RESPONDING TO HATE CRIME

Fenland Community Safety Partnership have taken a proactive response to the low level of hate crime, by piloting a new third-party reporting scheme. This was done by launching the "Fenland Together: Stop the Hate- Report It to Sort It" which brings together about 30 organisations together to enable victims of hate crime to report offences. As shown, the reporting of hate crime is often very limited and the partnership may wish to consider similar innovative ways to change this once evaluated.

Over the last twelve months, two ASB officers along with the Racial Harassment and Community Cohesion Officer undertook Home Office training in order to deliver training to staff within Cambridge City council around the UK's anti-terrorism strategy, the Prevent agenda.

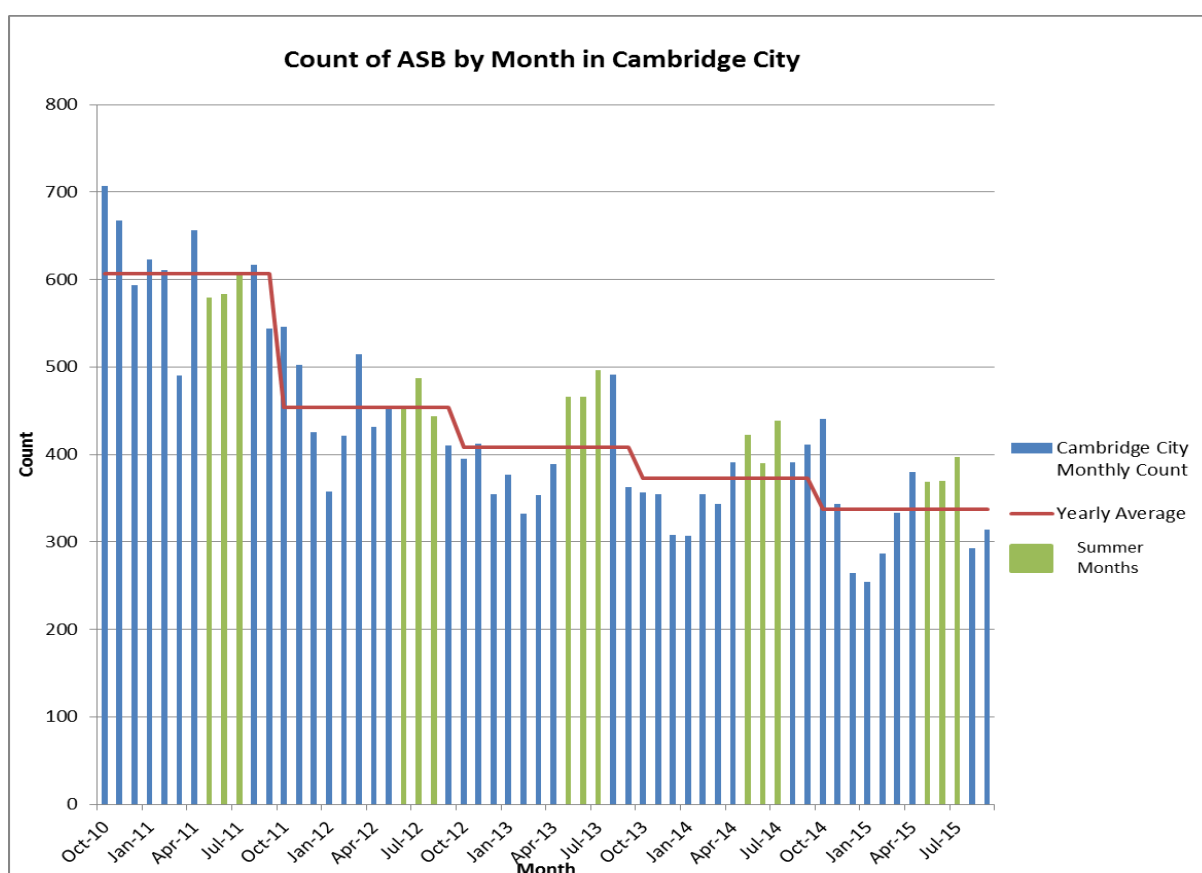
<sup>53</sup> Joint Review of Disability Hate Crime; Living in A Difference World, Justice Inspectorates, <http://www.justiceinspectorates.gov.uk/hmic/media/a-joint-review-of-disability-hate-crime-living-in-a-different-world-20130321.pdf>

## ANTI-SOCIAL BEHAVIOUR (ASB)

### LOCAL TRENDS FOR POLICE RECORDED ASB

A report by HMIC in 2012 focussing on forces handling of ASB found that Cambridgeshire Constabulary did not sufficiently identify those victims that were repeat or vulnerable victims of ASB. The crime inspection report, 2014 highlighted improvements in the constabulary's response to ASB, but highlighted 'the constabulary's role is pivotal in uniting public services to support the most vulnerable.' The ASB team in Cambridge City Council work very closely with partners as ASB is a cross cutting issue requiring a number of partners within the CSP.

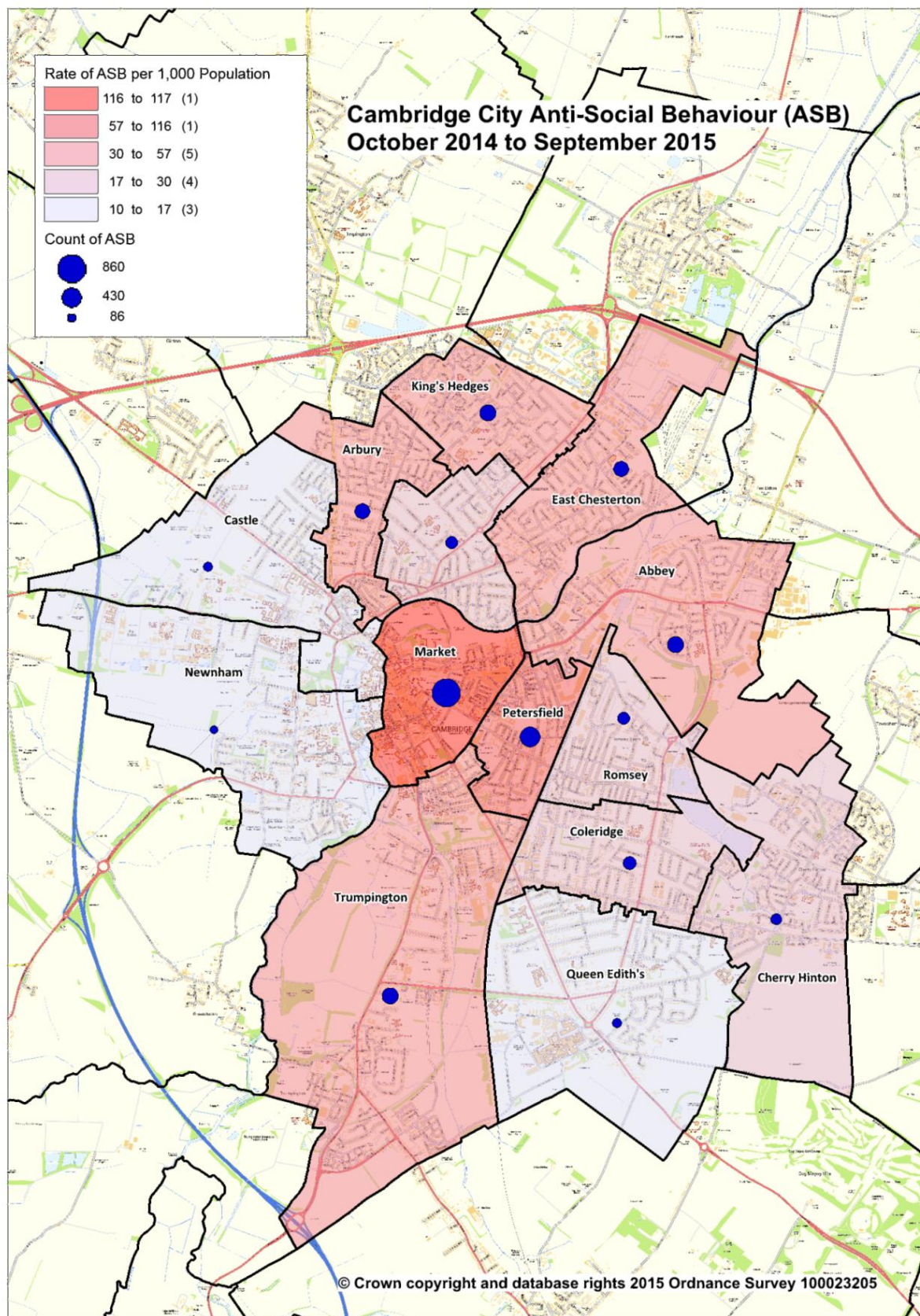
**Figure 13: Count of ASB Incidents in Cambridge City by Month, October 2010 to September 2015**



As shown in Figure 13, there has been a fairly consistent long term reduction in ASB in Cambridge City. The summer months generally continue to produce the highest volumes of ASB in the city. The monthly average between October 2014 and September 2015 was 337 police recorded ASB incidents per month which is a significant reduction on the monthly average of 607 incidents between October 2010 and September 2011.

Nationally there has been a decrease in the number of ASB incidents and the force-wide focus has been on vulnerable victims and offenders. There are no most-similar group comparators available for anti-social behaviour so it is difficult to draw comparisons of performance with other areas.

Figure 14: Rate and count of anti-social behaviour in Cambridge City; Oct 2014 to Sept 2015.



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## NEW WAYS OF WORKING IN PREVENTING ASB

The community safety partnerships have agreed a number of new ways of working to tackling anti-social behaviour. This includes:

- Neighbourhood Resolution Panels:
- Communications Programme
- ASB Pilot Scheme
- Choices

The ASB pilot scheme involved a model based on the key worker approach similar to that used by the Integrated Offender Management initiative. A review of this scheme has been published and presented to the partnership. Initial feedback from participants on the pilot scheme found suggested that the key worker approach was more beneficial and helped their confidence in them getting the support that they needed.

The Choices Project was a multi-agency project, led by the Cambridgeshire Fire and Rescue Service, that worked with ten young people aged 13-14, who were identified by the joint locality teams, to reduce incidents of ASB and fire setting. The model of this programme was based around providing the young people with positive role models, practical exercise designed to enhance the sense of self-worth and to give participants the guidance and confidence to make the correct behavioural choices.<sup>54</sup>

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## STREET ASB

Street-based Anti-Social behaviour is monitored by the partnership each quarter and Figure 15, below, highlights the long term recording of those ASB incidents with keywords linked to street based ASB. As Figure 15 shows, the yearly average was in decline between October 2011 and September 2015 but there was an increase in the monthly average over the last twelve months.

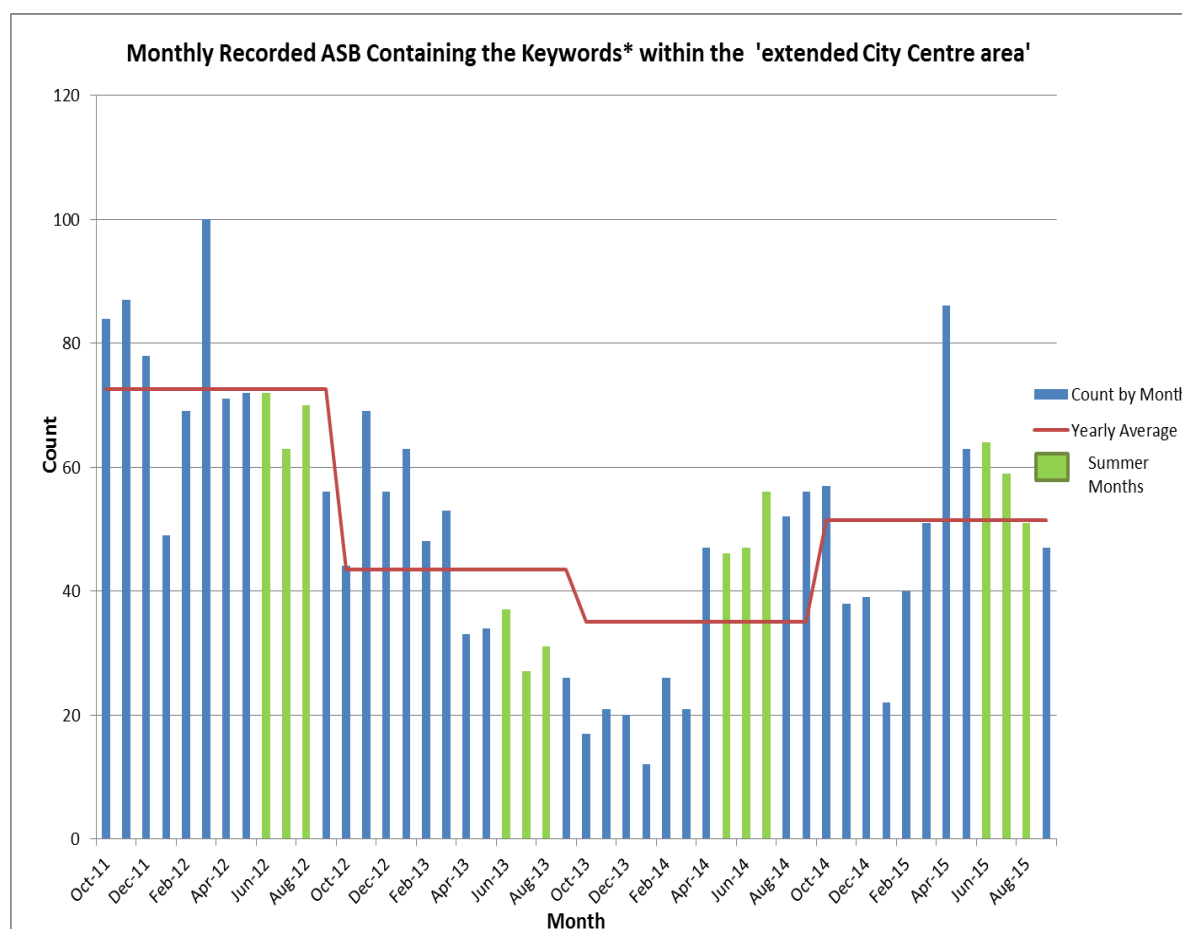
In April 2015, there were a total of 86 ASB incidents with a street ASB keyword attached, which was the highest total count since March 2012. Generally, there has been some stability in the average number of incidents per month but this particularly high count in April drove the overall average

Between October 2014 to September 2015, those ASB incidents that had at least one of the street-based ASB keywords attached accounted for around 15% of all ASB incidents. This percentage was highest in April 2015, which had the highest overall rate, where street-based incidents made up around 23% of all cases.

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<sup>54</sup> Annual Review 2015, Cambridge Community Safety Partnership

**Figure 15: Monthly Recording of ASB incidents containing ASB Keywords\*, October 2011 to September 2015**



\*Keywords are homeless, abusive language, drunk, begging and alcohol

Anecdotal evidence from the public and Councillors suggests that there has been reporting improvements in the areas where the public spaces protection order applies, particularly on Petersfield Green where families with young children are again using the play area. It has been noted that there has been some displacement to Mill Road and a dispersal order was used to address this. The Safer Communities Team and Street life Police Officers continue to work on longer term solutions.

## MENTAL HEALTH AND ASB

Cambridge City CSP have had a strategic priority - *To understand the impact of mental health, alcohol and drug misuse on violent crime and anti-social behaviour* for the duration of the current three year plan. As part of this priority the CRG has been supporting the Partnership through additional research and analysis of mental ill health and the ASB team caseload. A full report is available separately. For the purposes of this strategic assessment, the information included is to give the Partnership an insight into the complexities of the issue and some impacts on violence and ASB.

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## CONTEXT

'Mental health' is an umbrella term often ascribed to what would more accurately be termed 'mental ill health'. Mental health is a complex issue which is often misunderstood, and it is widely cited that 1 in 4 people are estimated to have a mental health problem at a given time<sup>5556</sup>. Although exact prevalence of mental health issues is difficult to determine, several points are useful to consider in relation mental health and crime.

- **Mental health issues can be experienced by victims**

People with mental health problems are often perceived to be offenders, with policy and research focusing on the risk they pose on others. However, it is becoming increasingly acknowledged that people with severe mental illness (SMI) are vulnerable to being victims of violent and non-violent crime<sup>57 58</sup>. A recent piece of research found that people with mental health problems are considerably more likely to be victims of crime than the general population<sup>59</sup>.

- **Mental health issues can be experienced by perpetrators**

A variety of, and combination of factors, influence the level of an individual's vulnerability. Mental ill-health is one aspect of vulnerability. Perpetrators may also display vulnerabilities and often require support. This can sometimes be hard to explain to victims who have often suffered for considerable lengths of time and are keen to see a resolution reached quickly.

- **Mental health as a risk factor**

A recent study found three risk factors for victimisation; these were less engagement with services, drug misuse and a history of being violent. The same study identified that those with SMI were much more likely to be a victim of crime (three times more likely), assault (5 times more likely), assault against women (10 times more likely), and household crime (3 times more likely), when compared to the general population. Those with SMI have also been found to be more likely to have experienced domestic or sexual violence, and a high number of these have attempted suicide as a result<sup>60</sup>.

- **The impact of victimisation**

A victim's mental health can determine the severity of the impact of crime felt. Victims may experience emotional or social issues as a result of victimisation, exacerbated by mental ill-health. Research has found increased tendency to perceive an experience of crime as serious among those with SMI. Furthermore, assault victims with SMI were more likely to be injured and less likely to seek medical help<sup>61</sup>.

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<sup>55</sup> McManus, S., Meltzer, H., Brugha, T. S., Bebbington, P. E., and Jenkins, R. (2009). *Adult psychiatric morbidity in England, 2007: results of a household survey*. London: National Centre for Social Research.

<sup>56</sup> <http://www.mind.org.uk/information-support/types-of-mental-health-problems/statistics-and-facts-about-mental-health/how-common-are-mental-health-problems.aspx>

<sup>57</sup> Maniglio, R. (2009). 'Severe mental illness and criminal victimization: a systematic review.' *Acta Psychiatrica Scandinavica*, 119(3): 180-191.

<sup>58</sup> Hughes, K, Bellis, M.A., Jones, L., Wood, S., Bates, G., Eckley, L., McCoy, E., Mikton, C., Shakespeare, T., Officer, A., et al. (2012). 'Prevalence and risk of violence against adults with disabilities: a systematic review and metaanalysis of observational studies.' *Lancet*, 379: 1621–1629.

<sup>59</sup> Pettitt, Bridget, Greenhead, Sian, Khalifeh, Hind, Drennan, Vari, Hart, Tina, Hogg, Jo, Borschmann, Rohan, Mamo, Emma and Moran, Paul (2013) *At risk, yet dismissed: the criminal victimisation of people with mental health problems*. (Project Report) London : Victim Support, Mind.

<sup>60</sup> Ibid

<sup>61</sup> Ibid

- **Cases below the mental health act threshold**

Many people with mental ill-health fall below the mental health act threshold for intervention. This is a challenge for community safety professionals, as both victims and perpetrators of crime lack the support required from a range of community partners.

- **Best Practice**

Acknowledged best practice to support people with mental ill-health, and in turn support community safety, include;

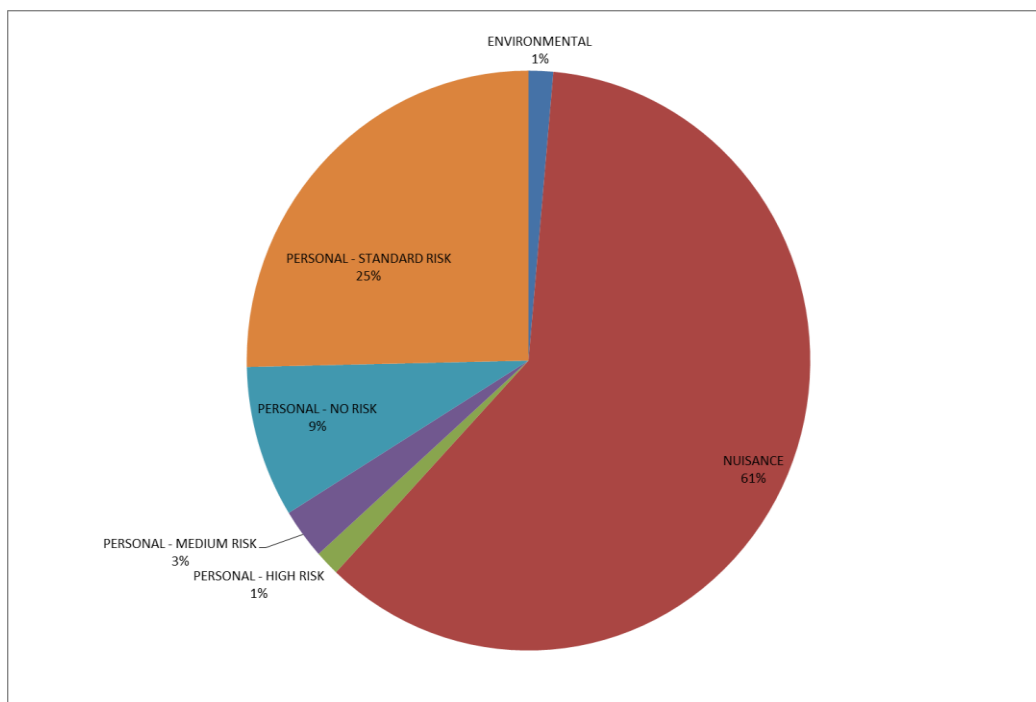
- Awareness training for community safety staff on signs of mental illness to enhance early intervention
- Partnership working to deliver effective mental health services
- Joint ownership across partners to address ASB involving mental health issues
- More effective information sharing between partners<sup>62</sup>

## LOCAL DATA

Data collection on crime and anti-social behaviour is not routine for all agencies and the use of existing markers are not always used consistently (e.g. Constabulary data systems)

However, examination of the ASB incident data and the use of the marker were examined for Cambridge City. During the period October 2014 to September 2015 the mental health incident tag for mental health was recorded on 71 ASB incidents. Only 2% of the police recorded ASB incidents in the stated time period had mental health incident tag. The chart below shows the proportion of types of ASB where the mental health tag has been used. Personal ASB assessed as either high or medium risk that had the mental health tag only accounted for 3 of the 71 incidents. The largest proportion were in fact nuisance ASB

**Figure 16: Cambridge City ASB incidents where mental health tag used, October 14 – September 15**



<sup>62</sup> <http://www.hampshiresab.org.uk/wp-content/uploads/Mental-Health-and-Anti-Social-Behaviour-London-Councils-2014.pdf>

### Case Study

CRG has reviewed a number of cases with the ASB team examining the interlinking factors and the processes taken with the cases to reach a resolution where possible. In reality these cases are lengthy and not all reach a satisfactory conclusion.

A case was referred to the ASB team regarding a tenant in a first floor flat who was responsible for serious ASB including banging, shouting, screaming at all times of the day and night. Playing excessively loud music, domestic violence and mistreating his dog.

The tenant has schizo-affective disorder and when he takes his medication he functions well. However he is a habitual user of “legal highs”. When he uses these he stops taking his medication and his behaviour becomes erratic, he becomes very ill and can be aggressive.

Environmental health had been called out a number of times and issued a noise abatement notice which was breached numerous times; he was prosecuted and his equipment was seized. The police were called to the property on a number of occasions and the tenant was arrested for various offences.

It seemed clear that he was unable to manage his tenancy when he was unwell. However he was not engaging with his mental health workers nor was he accepted for a move to supported accommodation. The ASB officer felt that he should be offered practical support to at least try and get him to engage, whilst simultaneously offering protection to the wider community by using tenancy enforcement tools available. He was accepted to the tenancy sustainment service and a Notice of Seeking Possession was served on him. For a while he engaged well with this service and there were fewer complaints in relation to the Anti-Social Behaviour.

However this did not last and the Council are currently pursuing possession action through the court. The tenant disengaged from all support but we continue to work closely to try and encourage him to engage again whilst still trying to work with the mental health service to find supported accommodation for him. However we realise that this may not work and there is a real chance that despite all of steps taken that in this case possession action may be the only way to afford the wider community peace from the serious nuisance behaviour.

The Tenancy Sustainment Service was introduced locally to provide additional support for vulnerable tenants across the city. Anecdotal evidence on the impact of this scheme suggests a positive impact.

### BEST PRACTICE EXAMPLES

A report by the London Councils on Anti-Social Behaviour and Mental Health highlighted that with any case associated with Mental Health, the first course of actions should be to “address the behaviour by intervention and support rather than to pursue an enforcement action”<sup>63</sup> which would force the individual through the criminal justice system.

The London Borough of Hammersmith and Fulham are highlighted as one example of local authorities taking a proactive approach to dealing with those people that are preying on vulnerable tenants. One way in which this is done is through the use of injunctions to protect people being exploited.<sup>64</sup>

<sup>63</sup> Anti-Social Behaviour and Mental Health, London Councils, January 2014

<sup>64</sup> Anti-Social Behaviour and Mental Health, London Councils, January 2014

Partnership working and the enablement of joint ownership is regarded as a key mechanism in Mental Health related ASB cases. Positive outcomes can be achieved through regular partnership risk management meetings, working in partnership to locate individuals when they are not engaging or absconded from hospital or working in partnership to carry out welfare checks in emergency situations.<sup>65</sup>

## ROAD SAFETY

The partnership agreed in the Cambridge Community Safety Plan that a 'watching brief' would be given to road safety in the city. Particular focus is given to KSI (Killed or Seriously Injured) incidents but the main areas of activity for reducing KSI casualties remains with the Cambridgeshire and Peterborough Road Safety Partnership. They produce an annual report, which also includes a district based breakdown. Their current themes for 2015 are:

- Collisions involving young people (age 17-25)
- Collisions involving pedal cycles
- Collisions involving motorcycles
- Collisions on rural roads (including inappropriate speed)

For Cambridgeshire & Peterborough combined the number of total casualties, KSI casualties, child KSI casualties and cyclist & pedestrian casualties have reduced compared to the baseline<sup>66</sup>. In 2014, Cambridge City recorded no fatalities, 61 serious accidents and 377 slight accidents compared to 2, 40 and 337 respectively in 2013. As KSI figures are low year on year fluctuations can appear more significant than they are and should be treated with caution.

Cambridge City Council has made a decision to reduce the maximum speed limit to 20mph on a most residential and shopping streets. Cambridge City Council website<sup>67</sup> states the proposed implementation and review timetable. Reviews of the phases have not yet been published. Before any further review of road safety is carried out it is recommended that the Partnership request copies of the review of the implementation and impact of these changes any other specific road-safety issues that come to the attention of the Partnership can be discussed with the Road Safety Partnership at any future point.

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<sup>65</sup> Anti-Social Behaviour and Mental Health, London Councils, January 2014

<sup>66</sup> Cambridgeshire and Peterborough Road Safety Partnership Handbook ANNUAL STATISTICS SUMMARY – 2014

<sup>67</sup> <https://www.cambridge.gov.uk/20mph-speed-limit#north-phase-consultation>

## APPENDIX A: SCANNING

The following provides a brief overview of the scanning element of the strategic assessment process. It enables the partnership to understand which issues were considered by the Officer Support Group early on.

A comprehensive review of performance against a variety of crime types was presented to the Officer Support Group. This reviewed volume of change by crime type as well as comparing performance with Cambridge City's most similar areas. An overview of the final document is highlighted in table 1.

### A Breakdown of Police Recorded Crime

Police Recorded Crime Type	Change	Volume (Jul 14 to Jun 15)	Comments
<b>Total Crime</b>	+8%	11,209	-
<b>Sexual Abuse/CSE</b>	-	7	Volume not representative of true extent. Better understanding of the topic, extent and vulnerabilities required.
<b>Cybercrime</b>	-	29	Volume was 1 in 2013/14 but increase does still not represent true extent. Better understanding of the topic, extent and vulnerabilities required.
<b>Violent Crime</b>	+ 32%	1,406	Significant increase in overall violence crime.
<b>Violence without Injury</b>	+ 40%	1,144	Should be included within the assessment as there is limited understanding of this aspect of violence.
<b>Violence Against the Person</b>	+29%	1,881	A general overview of violence should be included within the report.
<b>Theft from Person</b>	- 16%	292	This falls under personal property crime and is an existing priority. This should be reviewed within the assessment.
<b>Cycle Crime</b>	+19%	2,378	Should be included within the assessment with reference to existing preventative work.
<b>Dwelling Burglary</b>	+5%	490	Officer Support Group indicated that this should be included within the assessment-key priority of the new Chief Constable.
<b>Vehicle Crime</b>	+23%	595	Officer Support Group indicated that this should be included within the assessment.
<b>Exploitation</b>	-	-	Should be included within the assessment as this is a force-wide priority and there is a high risk of harm to the victim. The partnership is currently unsighted on the issue.
<b>Road Safety</b>	12 Month Increase in Casualties, Fatalities remain low		Should not feature extensively within the assessment due to existing county partnership response.

<b>Domestic Abuse</b>	+15%	701	Should be included within the assessment including a review of the impact of existing work. This is a force wide priority.
<b>Cohesion (inc Hate Crime)</b>	+31%	155	This was included in the previous assessment but was not adopted as a priority. It is a priority for the other 4 CSPs in Cambridgeshire.
<b>Re-offending</b>	-	-	Officer Support Group agreed that this should be addressed throughout the assessment rather than a standalone issue.
<b>ASB</b>	-6%	4,291	Current priority
<b>Drugs and Alcohol</b>	Public Health are working on a Drug and Alcohol JSNA currently		

**Sources: CADET and NORA, Cambridgeshire and Peterborough Road Safety Partnership annual statistics<sup>68</sup>.**

### Total crime

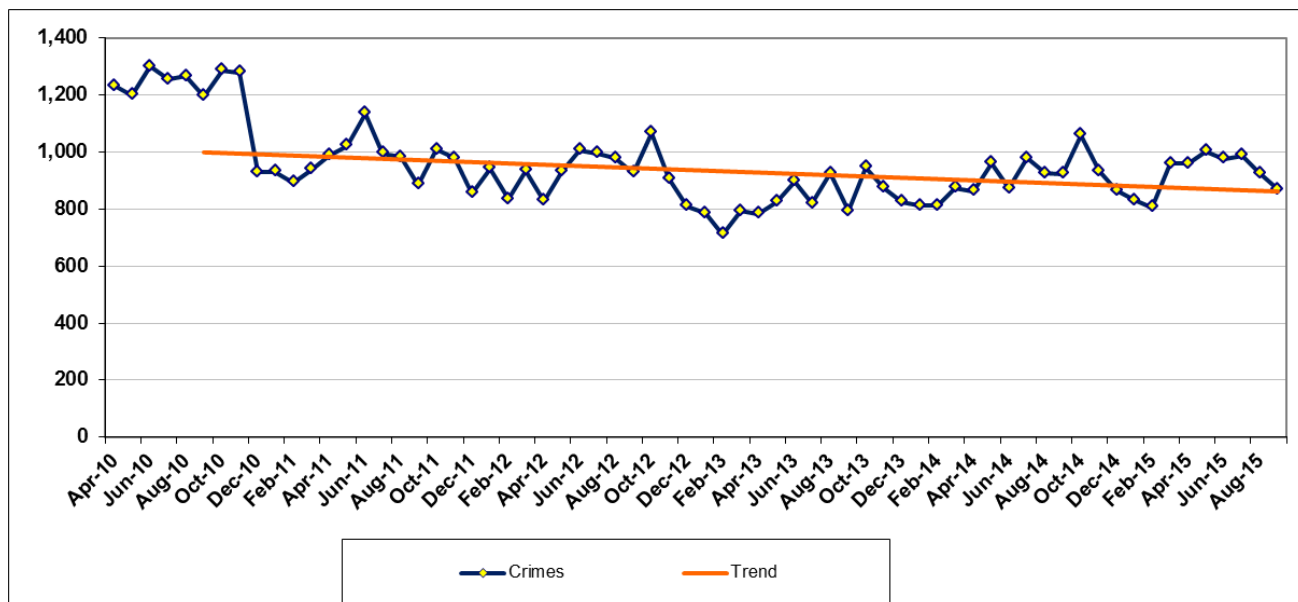
Over a five year period Cambridge City still shows a downward trend for total crime, but if current levels remain then this looks like it will plateau.

This is in part to be expected as long term reductions have been marked, and in conjunction with increasing population, reductions to total volumes of crime probably could not be sustained.

Nationally the CSEW reported that police recorded crime increased 5% in the year ending June 15 – but this is thought to be as a result of improved recording.

Cambridge city is placed 14/15 in the most similar grouping for all crime, behind Oxford, year ending June 15

**Figure 17: Monthly count of total police recorded crime in Cambridge City, April 2010 - August 2015, plus trend.**



Source: Cadet

<sup>68</sup> Cambridgeshire and Peterborough Road Safety Partnership Handbook ANNUAL STATISTICS SUMMARY – 2014

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#### ADDITIONAL DATA

The interactive community safety atlas provides some of the main crime and disorder issues at ward level. The atlas allows the user to review the data directly on the map or in a chart. It can be accessed here:

<http://atlas.cambridgeshire.gov.uk/Crime/atlas.html>

Please note that this Atlas is soon to be updated.

The victim offender interactive profile that is presented at district level can be accessed here:

<http://atlas.cambridgeshire.gov.uk/Crime/Pyramid/html%205/atlas.html?select=12UB>

#### APPENDIX B: DATA SOURCES AND ACKNOWLEDGEMENTS

<https://www.app.college.police.uk/app-content/major-investigation-and-public-protection/child-sexual-exploitation/>

#### APPENDIX C: UNDERSTANDING CYBER-CRIME

The level of cyber-crime within Cambridge is generally unknown but it is believed to be on the increase. A lack of knowledge on the volume of offences is largely due to low levels of reporting and recording. National data suggests an increase in volume of offences in a period when cases are becoming more complex and serious, and understanding of extent is limited.

Whilst cybercrime has the ability to create both victims and offenders in Cambridge City, it is an international issue and offenders anywhere in the world can commit cybercrime against Cambridge residents. Therefore our focus on researching cybercrime is necessarily victims in Cambridgeshire and districts.

Between October 2014 and September 2015, there were a total of 43 crimes in Cambridge City that had a cybercrime marker applied. This is an increase from the five crimes recorded between October 2013 and September 2014. Despite a relatively large increase, this is likely to be due to a change in recording practices by the police. One of the key issues with cybercrime is that victims often do not report the crime. One of the reasons for this is that the classification of the crime is dependent on the victims account and they often do not know or understand what exactly has happened to them.

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#### THE IMPACT OF CYBER-CRIME ON YOUNG PEOPLE

Whilst exploitation of individuals is not reliant on cyber activity, it provides an environment for offending for CSE and vulnerable adults to be exploited.

The virtually unsupervised nature of the online environment provides the perfect opportunity for the exploitation young people and vulnerable adults. For this reason the Community Safety

Partnership is especially interested in the enablement of crimes against these groups by perpetrators in the cyberspace.

The potential vulnerability of pupils in particular to both cyber-crime and CSE is highlighted by the results of the 2014 Health-related behavioural survey where: 96% of pupils responded that they have access to the internet outside of school lessons, 33% of pupils responded that they spent 'a lot' or 'most or nearly all' of their time online the previous day posing messages on social networking sites like Myspace and Facebook, and 24% spent their time chatting live. Importantly, the survey highlighted that 87% of pupils responded that they have been told how to stay safe online but just 50% said that they follow the advice that they have been given; 76% of pupils responded that they have a profile online for Facebook/Twitter/Bebo etc.; and 48% said this profile is set to be friends-only and not public.

The National Crime Agency has published a set of guidelines for the public on online safety.

#### APPENDIX D: EXAMPLES OF BEST PRACTICE IN TACKLING CSE

Below is an example of national practice to tackle and prevent CSE. It has been included in this briefing to provide an opportunity for the Partnership to understand what works in other areas.

Barnardo's has created and run the Families and Communities Against Child<sup>69</sup> Sexual Exploitation (FCASE) project in three pilot sites. The FCASE model consists of the following elements: a structured programme of six to eight weeks direct work with young people and families where a risk of child sexual exploitation (CSE) has been identified; delivery of CSE training with professionals; and undertaking community awareness raising. The University of Bedfordshire has conducted an evaluation<sup>70</sup> of the programme. Below are some key findings from it.

It found that one benefit of the model was the provision of separate workers for the parent/carer and the young person. Those young people engaged in the project knew that the separation of workers enabled greater opportunity for disclosure. It enabled families to build on their strengths in order to prevent and support those affected by, and at risk of, CSE. Further it found the model provided the following positive outcomes<sup>71</sup>;

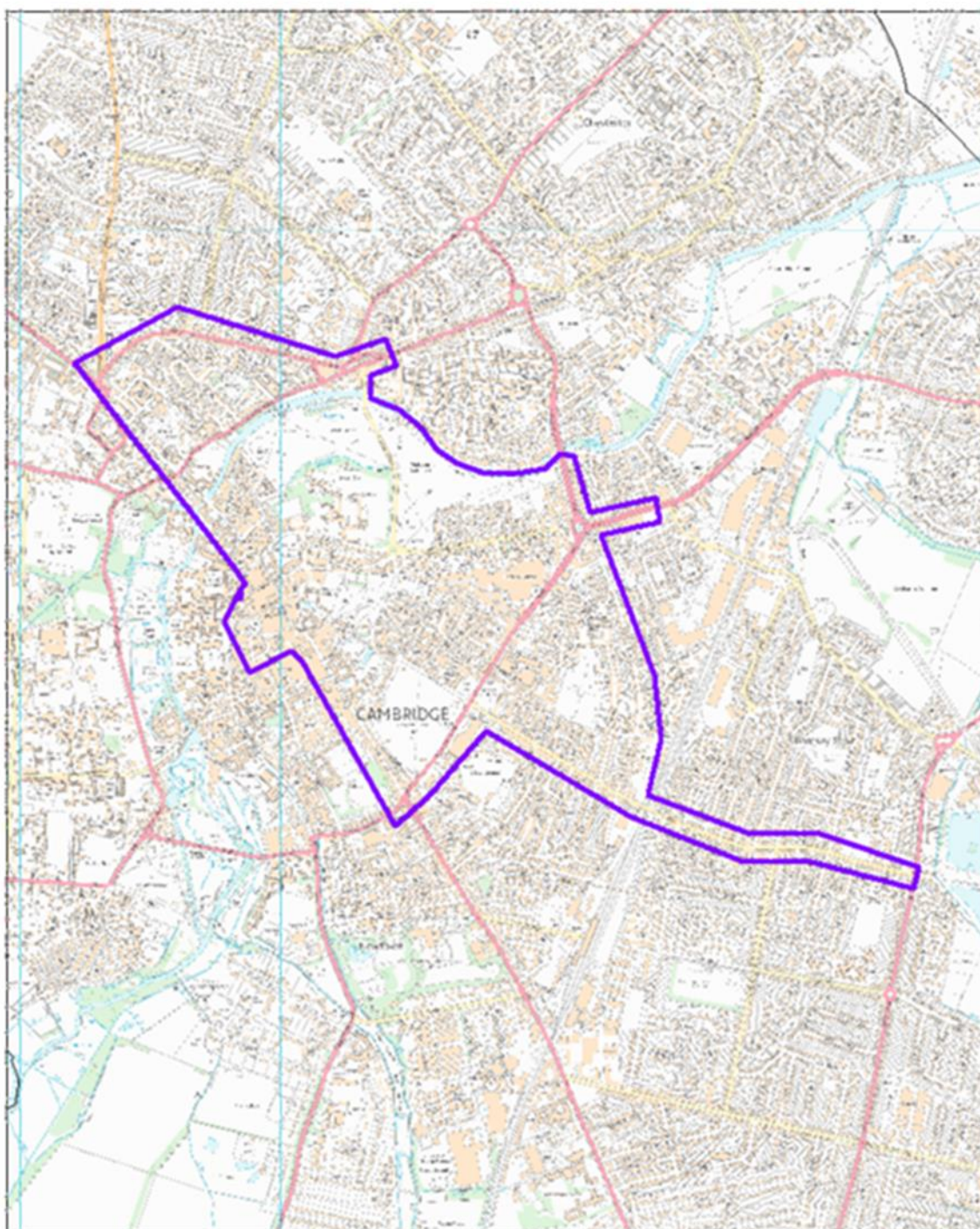
- Equipping families with the knowledge and information to help them safeguard their children.
- Promoting the role and value of the voluntary sector in developing working relationships with families and 'building bridges' between families and statutory services.
- Engaging workers with specialist knowledge, relational skills, and family centred / victim centred working.
- Providing continuity of workers in building trusting and productive relationships.
- Providing effective training that makes appropriate and accurate referrals more likely.
- Improvement in family and community relations and consequently a reduction in risk

<sup>69</sup> [http://www.barnardos.org.uk/what\\_we\\_do/our\\_work/sexual\\_exploitation/cse-professionals.htm](http://www.barnardos.org.uk/what_we_do/our_work/sexual_exploitation/cse-professionals.htm)

<sup>70</sup> <http://www.beds.ac.uk/ic/publications>

<sup>71</sup> Families and Communities Against Child Sexual Exploitation, Final Evaluation Report – University of Bedfordshire

"extended town centre" for examination of street based ASB



Produced by Cambridge County Council, Research & Performance team

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# APPENDIX F: CRIME YEAR ENDING SEPTEMBER 2015 COMPARED TO PREVIOUS YEAR.

Cambridgeshire Constabulary - Recorded Crimes					
Select Area:					Return to:
Cambridge City					Main Menu
If inaccurate dates are entered in the period searches (e.g. if the end date precedes the start date) all cells will display zeros.	Earlier Period		Later Period		Numeric Change
	From	To	From	To	
	Oct-13	Sep-14	Oct-14	Sep-15	Apparent Change
All Crime	10,659		11,167		508 + 4.8%
All Crime (excl Action Fraud)	10,659		11,167		508 + 4.8%
Crimes with a vulnerable victim	735		1,733		998 + 135.8%
Child Abuse	64		107		43 + 67.2%
Child Sexual Exploitation	0		9		No Calc
Domestic Abuse	645		722		77 + 11.9%
Human Trafficking	1		1		No Calc
Cyber Crime	5		43		No Calc
Safeguarding of Vulnerable Adults	14		36		22 + 157.1%
Victim Based Crime	9,460		9,999		539 + 5.7%
All Violence Against The Person	1,609		1,959		350 + 21.8%
Homicides	0		3		No Calc
Violence with injury	678		739		61 + 9.0%
Violence without injury	931		1,217		286 + 30.7%
Modern Slavery	0		0		No Calc
All Sexual Offences	206		271		65 + 31.6%
Serious Sexual Offences	161		217		56 + 34.8%
Rape	56		92		36 + 64.3%
Sexual Assaults	100		117		17 + 17.0%
Other Serious Sexual Offences	5		8		3 + 60.0%
Other Sexual Offences	45		54		9 + 20.0%
All Robbery	96		72		-24 - 25.0%
Robbery (Business)	4		7		3 + 75.0%
Robbery (Personal)	92		65		-27 - 29.3%
Theft Offences	6,600		6,602		2 + 0.0%
Burglary Dwelling	489		539		50 + 10.2%
Burglary Non Dwelling	400		484		84 + 21.0%
Burglary Shed/Garage	216		243		27 + 12.5%
Burglary Commercial	184		241		57 + 31.0%
Aggravated Burglary Non Dwelling	0		0		No Calc
Shoplifting	1,185		1,088		-97 - 8.2%
Theft from the Person	378		264		-114 - 30.2%
Theft of Pedal Cycles	2,103		2,201		98 + 4.7%
Vehicle Crime	484		626		142 + 29.3%
Vehicle Taking	82		82		0 No Calc
Theft from a Vehicle	378		501		123 + 32.5%
Vehicle Interference	24		43		19 + 79.2%
All other theft offences	1,561		1,400		-161 - 10.3%
Making off without payment	80		71		-9 - 11.3%
Theft in a Dwelling	136		114		-22 - 16.2%
Other theft offences	1,345		1,215		-130 - 9.7%
All Criminal Damage	949		1,095		146 + 15.4%
Criminal Damage to Dwellings	214		241		27 + 12.6%
Criminal Damage to Other Buildings	89		148		59 + 66.3%
Criminal Damage to Vehicles	377		408		31 + 8.2%
Criminal Damage Other	240		257		17 + 7.1%
Racially Aggravated Criminal Damage	3		0		-3 - 100.0%
Arson	26		41		15 + 57.7%
Other Crimes Against Society	1,199		1,168		-31 - 2.6%
All Drugs Offences	620		530		-90 - 14.5%
Drugs (Trafficking)	100		98		-2 - 2.0%
Drugs (Simple Possession)	512		427		-85 - 16.6%
Drugs (Other Offences)	8		5		-3 - 37.5%
Possession of Weapons Offences	39		56		17 + 43.6%
Public Order Offences	437		451		14 + 3.2%
Miscellaneous Crimes Against Society	103		131		28 + 27.2%
All Racially Aggravated Crime	114		111		-3 - 2.6%
All Racially Aggravated Violence	109		105		-4 - 3.7%
All Racially Aggravated Harassment	2		6		4 + 200.0%
Racially Aggravated Criminal Damage	3		0		-3 - 100.0%
Hate Crime	139		150		11 + 7.9%
Personal Property Crime	3,037		3,117		80 + 2.6%
Alcohol-related Violence (excl Serious Sexual Offences and Domestic Abuse)	0		217		217 No Calc
Violent Crime (excl Serious Sexual Offences and Domestic Abuse)	1,244		1,532		288 + 23.2%
Categories coloured white constitute a breakdown of the category in grey immediately above it.					
Place the mouse pointer over each category title to view a list of the Home Office Classifications included within them					

## APPENDIX G: GOVERNMENT DEFINITION OF DOMESTIC ABUSE

The current government definition of domestic abuse came into effect on March 31<sup>st</sup> 2013.

The Government definition of domestic violence and abuse is:

'Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse:

- psychological
- physical
- sexual
- financial
- emotional

'Controlling behaviour is: a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is: an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.'

The Government definition, which is not a legal definition, includes so called 'honour' based violence, female genital mutilation (FGM) and forced marriage, and is clear that victims are not confined to one gender or ethnic group.

Guidance on the definition can be found here:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/142701/guide-on-definition-of-dv.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/142701/guide-on-definition-of-dv.pdf)

## APPENDIX H: X WARD REVIEW: RECOMMENDATIONS

Recommendations from X ward review were as follows:

1. Further qualitative and quantitative research is undertaken utilising non-police data to provide a fuller understanding of domestic abuse issues on X ward.
2. Work is continued and extended to provide in-school awareness interventions regarding health relationships in all local schools.
3. Gender, age and crime type-specific awareness campaigns should be developed to support local disclosures.
4. The task group should consider developing referral / support pathways with relevant family mediation services (such as Relate) to provide support for those in 'dysfunctional', and familial relationships.
5. The task group should ensure that all partner agencies are aware of a range of agency offers

/ interventions to ensure that need is being met. The taskgroup should also consider developing a local front-facing 'offer' for the Ward, which brings together a range of relevant interventions for service users to access.

6. The taskgroup should consider building on the success of the current mental health 'pathfinders' project (Cambridgeshire Office of the Police and Crime Commissioner) and establish a local specialist mental health practitioner presence on the Ward.
7. The Constabulary should consider developing enhanced recording and MI systems to a) differentiate between the types of domestic abuse being reported, and b) ensure that onward referral / care pathways are appropriate to need.
8. Constabulary processes and policies regarding the assessment of risk of domestic abuse should be revised to reflect revisions brought forth by the new national definition / increase in public awareness and tolerance of domestic abuse.
9. Where general criminality is an issue within households reporting domestic abuse, or where there is no clear victim / offender dynamic (yet high volumes of reported incidents coming from both partners and / or family members) consideration should be given to utilising existing ASB / tenancy legislation as punitive measures.
10. Appropriate training should be developed for all local practitioners in identifying and responding to coercive control within intimate relationships.

'High-risk' offenders / those of most concern to professionals should be referred to the Cambridgeshire's Domestic Abuse Offender Panel (Safer Communities Partnership Team, Cambridgeshire County Council) where their current / former partner (s) have previously been heard at MARAC.

## APPENDIX I: IQANTA MOST SIMILAR GROUPS (MSG)

iQuanta Most Similar Groups	Cambridge City Community Safety Partnership
	<p>Thames Valley - Oxford</p> <p>Gloucestershire - Cheltenham</p> <p>Sussex - Brighton &amp; Hove</p> <p>Devon &amp; Cornwall - Exeter</p> <p>Metropolitan Police - Kingston upon Thames</p> <p>Hertfordshire - Watford</p> <p>Sussex - Worthing</p> <p>Thames Valley - Reading</p> <p>Metropolitan Police - Richmond upon Thames</p> <p>North Yorkshire - York</p> <p>Dorset - Bournemouth</p> <p>Metropolitan Police - Hillingdon</p> <p>Surrey - Runnymede</p> <p>Hertfordshire - Hertsmere</p>

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### About the Cambridgeshire Research Group

The Research and Performance Team is the central research and information section of Cambridgeshire County Council. We use a variety of information about the people and economy of Cambridgeshire to help plan services for the county. The Research and Performance Team also supports a range of other partner agencies and partnerships.

Subjects covered by the Research and Performance Team include:

- Consultations and Surveys
- Crime and Community Safety
- Current Staff Consultations
- Data Visualisation
- Economy and The Labour Market
- Health
- Housing
- Mapping and Geographic Information Systems (GIS)
- Population
- Pupil Forecasting

For more details please see our website:

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