

# COMMUNITY SAFETY STRATEGIC ASSESSMENT: ASB WITHIN VULNERABLE GROUPS

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## INTRODUCTION

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

## DOCUMENT SCHEDULE

The partnership has a continuous assessment process that allows for strategic planning throughout the year. Whilst each document will provide an overview of the partnership's performance during the year, the aim of each document will be to gain a better understanding of key issues in the district. The continuous assessment consists of 4 parts:

Document	Key theme	Analysis & Writing	Presentation
1	Dwelling burglary and personal property crime	June and July	July 2016
2	ASB within vulnerable groups	July to September	October 2016
3	All Violence incl. domestic abuse	October to December	February 2017
4	Exploitation and end of year review	January to March	April 2017

Lead officers for integrated offender management (IOM), drugs and alcohol (DAAT) and domestic abuse (DA) will continue to provide updates to the partnership.

## DOCUMENT STRUCTURE

This strategic assessment document is set out in two main chapters:

- **Key Findings and Recommendations** – this section provides an executive summary of the key analytical findings and recommendations. This section also highlights any major developments that may affect activity and possible ways of working.
- **Priority Analysis** – this section provides an assessment of the district's main problems, illustrating it in terms of where and when most problems occur, the people and communities that are most vulnerable and where possible, who is responsible.

The document can be downloaded from: <http://www.cambridgeshireinsight.org.uk/community-safety/CSP/cambscity>

## 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.

The victim and offender pyramid is an interactive profile that presents data by age group, gender and district.

Both the above can be accessed here:

<http://www.cambridgeshireinsight.org.uk/interactive-maps/crime>

### KEY FINDINGS

#### *Overview*

- Overall, the long term trend for total ASB police incidents continues to decline, however a small short-term increase was recorded last year. The overwhelming evidence is that there is now less ASB than there was six years ago.
- Between August 2015 and July 2016, there was a total of 4,363 police recorded ASB incidents in Cambridge City which amounts to 34.1 incidents per 1,000 population.

#### *Vulnerability and risk*

- A variety of factors in different combinations influence the level of each individual's vulnerability. This in turn can determine the severity of the impact felt by victims. Keeping a focus on risk will improve safeguarding of vulnerable victims
- There were high levels of ASB recorded in Market ward but there are low levels of medium or high risk personal ASB in this area.
- The highest levels of personal ASB categorised as high risk occurred in Kings Hedges and Abbey wards. These are both wards with higher levels of deprivation and are already known to have higher levels of domestic and alcohol-related violence.
- Work on complex cases highlights that perpetrators 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.
- The mental ill-health of both victims and perpetrators continues to be a concern expressed by frontline officers when dealing with complex ASB cases.

#### *Partnership working and case work*

- The Safer Communities team at the Cambridge City Council has made good progress on ASB reported in the CB1 development. Partnership working has been key in making these advances, and lessons learnt about mixed-tenure development can be applied as the City continues to grow.
- The complexity of ASB cases impacts negatively on workload and speed of progress for the Safer Communities team. Resolution relies heavily on strong partnership working.
- Use of the E-Cins case management software is still the main form of data sharing between partner agencies, but there is varying approaches to data recording used within and between agencies.
- Mental health, learning disabilities and substance misuse all feature within the current caseload of high and medium risk ASB cases, amongst both victims and offenders. These issues require a multi-agency approach if they are to be resolved or managed sensitively. The evidence from E-Cins indicates that some partners are more fully engaged than others in tackling complex cases.

### *Vulnerability and risk*

- Understanding complex cases is especially important for mitigating risk to vulnerable individuals. Partnership working is essential for ensuring that the complexity in cases is understood by all partners. As such we recommend that case work conferences similar in format to the Multi-agency Risk Assessment (MARAC) conferences used for reviewing high risk domestic violence cases, are trialled bringing together all the regular key stakeholders in complex cases, especially Cambridge City Council and the Police.
- Increases in the number of 'complex cases' often includes issues surrounding mental ill-health. There is a need to improve awareness of front line agency staff so they are better equipped to identify milder signs of mental illness, disability and personality disorders. A review of front line staff who require mental health first-aid training should take place.

### *Partnership working and case work*

Successful partnership working would be improved through a more joined-up approach to data sharing and case handling. The use of E-Cins should be reviewed to determine opportunities for improved effectiveness. Two recommendations are given:

- A review of the recording standards used in E-Cins should be conducted to improve consistency of data within and between agencies. Her Majesties Inspectorate of Constabularies has indicated four key vulnerability categories that recur amongst crime records. A minimum standard might include commentary against each of these categories for each individual recorded in E-Cins.
- An increase in the contributions by key stakeholders should be encouraged by the Partnership. We see that an increase might be encouraged in one (or both) of two ways.
  - an increase in data recording into E-Cins as part of standard practise by key agencies
  - contributions to be encouraged by invitations by key stakeholders to other agencies in the case of complex cases.
- Lessons learnt from the ASB concerns in the CB1 development are valuable and should be shared with planners within the Cambridge City Council and the Cambridgeshire County Council, so that the same situations might be avoided in similar future developments. It is recommended that information and progress is shared to these departments through presentations and briefing papers.

## ANTISOCIAL BEHAVIOUR WITHIN VULNERABLE GROUPS

This report focusses on antisocial behaviour (ASB) amongst vulnerable groups of victims and offenders.

The impact of anti-social behaviour on vulnerable individuals can leave them overwhelmed and therefore their ability to protect themselves from harm is somewhat diminished.<sup>1</sup> A victim of ASB is therefore defined as being vulnerable and at risk of harm if as a result of their situation they 'become unable to cope with, resist and recover from the impact of anti-social behaviour'.

Similarly, it is important to acknowledge that perpetrators themselves may be behaving antisocially as a result of their own vulnerabilities (e.g. mental ill-health), and therefore without identifying and addressing these vulnerabilities attempts to mitigate antisocial behaviour are unlikely to succeed.

It is important to acknowledge from the outset of this report that the complexity of ASB cases has been increasing over time. Investigations into ASB cases around perceived perpetrators sometimes reveals that such individuals are instead vulnerable victims of antisocial behaviour, and only through close multi-agency partnership working can the more complex context around a case be revealed.

## BACKGROUND

Within Cambridge City, there have been long term declines in the total number of police recorded ASB incidents with the focus turning to street-life-related incidents. Anecdotal evidence within Cambridge City suggests that ASB cases are becoming more complex in nature and so the challenges for frontline professionals are also becoming more complicated. The complexities of cases are often driven by specific vulnerabilities of victims which are generally categorised as personal, situational or incidental.

A report by Her Majesty's Inspectorate of Constabularies (HMIC)<sup>2</sup> in 2012 focussing on the handling of antisocial behaviour (ASB) by the Force found that Cambridgeshire Constabulary did not sufficiently identify those victims that were repeat or vulnerable victims of ASB. The crime inspection report, 2014 acknowledged 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 Safer Communities team at the Cambridge City Council work very closely with partners as ASB is a cross cutting issue requiring a number of partners within the CSP. A key example of how the team facilitate multi-agency responses to specific ASB cases is the hosting of regular problem solving and professional groups. The effectiveness of these groups is reliant on attendance by relevant agencies and the appropriate sharing of information.

The Safer Communities team also use E-Cins, a case management system used to share information on specific cases and individuals between council officers, the Police and outside partners. E-Cins is an effective tool for sharing information but a review of use could reveal where use could be strengthened by focussing on developing an approach, across agencies, which facilitates a more consistent and joined-up approach to case management and data sharing.

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<sup>1</sup> [http://www.wiserd.ac.uk/files/4114/4000/4266/Conf2015D1S1HWSC\\_VulnerableAdultsAntiSocialBehaviour.pdf](http://www.wiserd.ac.uk/files/4114/4000/4266/Conf2015D1S1HWSC_VulnerableAdultsAntiSocialBehaviour.pdf)

<sup>2</sup> <https://www.justiceinspectorates.gov.uk/hmic/media/cambridgeshire-anti-social-behaviour-2012.pdf>

## DEFINING VULNERABILITIES

There have been three key categories identified for victim vulnerability of anti-social behaviour by the justice inspectorates:

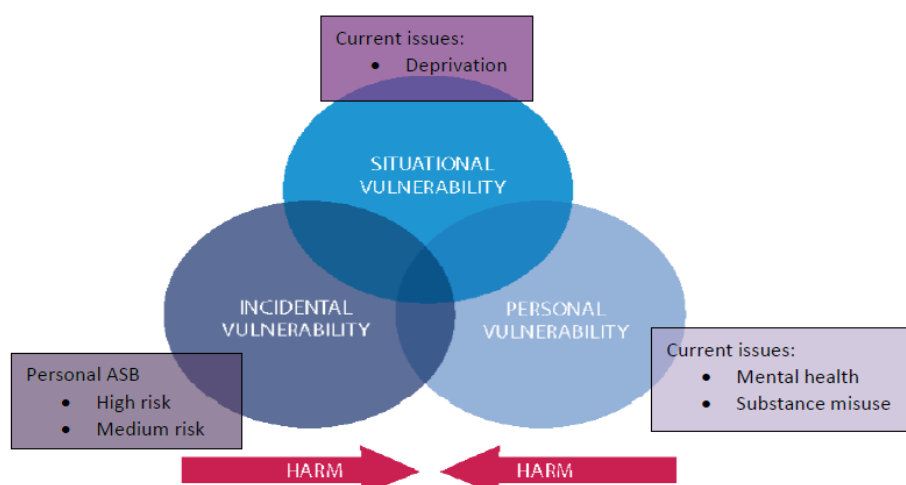
- Personal vulnerability – results from an individual or groups characteristics, identity or status. In effect, there are certain individual characteristics that shape susceptibility to being negatively affected by a victimisation experience. For example, mental or physical health status.
- Situational vulnerability –where the impact of any ASB is amplified by some aspect of the context in which it occurs. For example, neighbourhoods that are socially or economically stressed may be more harmed by the occurrence of ASB. Similarly, areas with low levels of social capital or high crime rates may be negatively impacted by events that, if they occurred in different circumstances, would be less influential.
- Incidental vulnerability –certain forms of antisocial incident that are likely to induce harmful effects for victims. Most notably, this includes repeated occurrences, but also incidents perceived by victims to be personally targeted.

On receiving a report of ASB, vulnerability risk is assessed using the councils procedure for ASB cases (appendix C) which helps to definite cases as high, medium or low priority. The figure below shows that forms or factors that influence vulnerability overlap and using examples from the data analysis to explain areas of concern.

A review of current policy and practice for vulnerable adults and anti-social behaviour highlighted those behaviours targeted by anti-social behaviour legislation can be a sign of:

- Mental health problems
- Learning difficulties
- Substance misuse
- Distress and/or traumatic experiences

**Figure 1: Visualisation of victim vulnerabilities in Cambridge City**



Adapted from UPSI, Figure 1, May 2014



There are four factors, any one of which indicates significant risk when ASB is involved. If they appear together, very considerable problems may be present and these indicators will signal the level of vulnerability amongst victims<sup>3</sup>. They are:

- Repeat victims
- Illness and disability
- People who are at home for lengthy periods
- Areas of particular deprivation

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. Research clearly shows that individuals with poor mental health are at increased risk of victimisation.

## STAKEHOLDERS AND CASEWORKING

The legislative responsibility for tackling crime and anti-social behaviour sits with the police and the local authority; therefore the primary stakeholders in tackling anti-social behaviour in Cambridge City are the City council and the Police. However, the increasingly complex nature of anti-social behaviour cases requires a multi-agency approach and consequently, improvements in ASB cannot be made without the involvement of other agencies.

The distinction between what is a police case and what is a council case is not always clear cut, making it hard to identify the lead stakeholder. For example, the Cambridge City Council's Safer Communities Team (SCT) often have to deal with cases that involve incidents of assault, criminal damage and threats-these can be serious threats as opposed to low level neighbourhood disputes alongside nuisance behaviour and these are dealt with through partnership working with the police.

When looking at vulnerable individuals, the Safer Communities team assess vulnerability by using a standardised risk assessment matrix which asks a series of questions to determine levels of vulnerability. This matrix is also used by the police.

## POLICE CASES

Cases of anti-social behaviour that involve criminal behaviour such as threats, assault, theft, damage to property or intimidation should be reported directly to the police as a case for the police to manage. Similarly, Hate Crime incidents are classed as a police case. In the twelve months of August 2015 to July 2016, there was a 26.2% increase in the number of police recorded Hate Crime in Cambridge City when compared to the same twelve months previous. This was an increase of 145 to 183 crimes.

A major issue with police cases of ASB is that the boundaries between victim and perpetrator are often blurred as individual incidents may be viewed in isolation. However, to ensure safeguarding of vulnerable adults occurs, ASB incidents should not be viewed in isolation as a more complex picture can develop when reviewing the context and history of an event. It is not uncommon for the Safer Communities team to handle cases where the reported 'victim' becomes the perpetrator after deeper investigation. It is this complexity of detail that if not revealed at the time of recording an incident can be missed, potentially placing vulnerable people at greater risk of harm.

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<sup>3</sup> <https://www.justiceinspectorates.gov.uk/hmic/media/stop-the-rot-20100923.pdf>

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## COUNCIL CASES

It is generally the role of the Cambridge City Council's Safer Communities team (SCT) to manage reports of medium-level to high-level problems for tenants experiencing problems with neighbours or within the neighbourhood. It is also the role of the team to deal with ASB reports from owner-occupiers. On receipt of a report, a lead officer then decides whether a case is categorised as high, medium or low risk. The Safer Communities Team target is to make a first response to all high-level reports of antisocial behaviour within one working day.

In the period of September 2015 to August 2016, there were a total of 180 ASB cases added to E-Cins within Cambridge City. This included 38 cases of environmental ASB, 77 cases of nuisance ASB and 25 personal ASB. In relation to personal ASB in Cambridge City, there are currently 11 cases of high priority and 14 of medium priority on E-Cins. However, obtaining performance data from E-Cins is rather complex and can produce misleading information.

Regular problem solving groups, facilitated by the Cambridge City Council's Safer Communities team (SCT), are a clear example of stakeholders working together to address specific cases of anti-social behaviour. These meetings involve representatives from the Safer Communities team discussing specific cases with invited partner agencies and professionals, such as the police, the clinical commissioning group and providers of social housing.

There are currently plans to expand the scope of the problem solving group to incorporate discussions about police incidents – a positive move towards greater partnership working between the police and the Safer Communities Team and one that should definitely be moved forward with.

*Recommendation: the planned expansion of the Council led discussions could take a Multi-Agency Risk Assessment Conference (MARAC) format, as is used for high risk domestic abuse cases. Regular meetings to discuss cases where there are vulnerable individuals involved would potentially improve the safeguarding of vulnerable adults involved in complex ASB cases.*

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## E-CINS

The Safer Communities Team uses E-Cins as a case management system. When reports of antisocial behaviour are received they are reviewed and, when confirmed, entered as a case of ASB. Access to E-Cins can be granted for any stakeholder but the effectiveness of the system from a multi-agency perspective is reliant on each partner organisation using it with a coherent and joined up approach.

One of the major barriers with the use of E-Cins, as a multi-agency tool, is that stakeholders often have other internal systems for recording some information on and so the approach to using E-Cins is not consistent. One of the biggest and understandable barriers to the wider spread use of E-Cins is the strong need amongst all agencies to minimise duplication in record keeping and case management. However, a review of how agencies use E-Cins currently could reveal how users of E-Cins, both within agencies as well as across them, could increase the reliability of recording appropriate and consistent data as well as improvements in the efficiencies of data sharing. This is not to say that the use of E-Cins should take priority over other dedicated systems for ASB

stakeholders, but that an approach that promotes better multi-agency working could be developed. For example, HMIC has highlighted that behaviours targeted by ASB legislation can be a sign of mental health problems, learning difficulties, substance misuse, and distress and/or traumatic experiences. To increase minimum recording standards in E-Cins comments against these four vulnerabilities could be encouraged.

The E-Cins system has widespread use amongst key partners within the Fenland Community Safety Partnership and is regarded as a successful tool for tackling ASB in that district as it facilitates efficient data sharing and therefore partnership working. Replicating the successes seen in Fenland may be difficult as Cambridge City Police do not use E-Cins as much as the Fenland Police. One option to address this may be for agencies to invite contributions to E-Cins cases by relevant stakeholders, especially where partnership working may be more critical.

*Recommendation: the use of E-Cins is reviewed to determine opportunities for improved effectiveness, to either improve consistency of the data recorded and encourage minimum recording standards; and/or by increasing contributions from a range of partners to increase data sharing and improve and increase partnership working opportunities.*

## YEAR IN REVIEW

### HEADLINE FIGURES

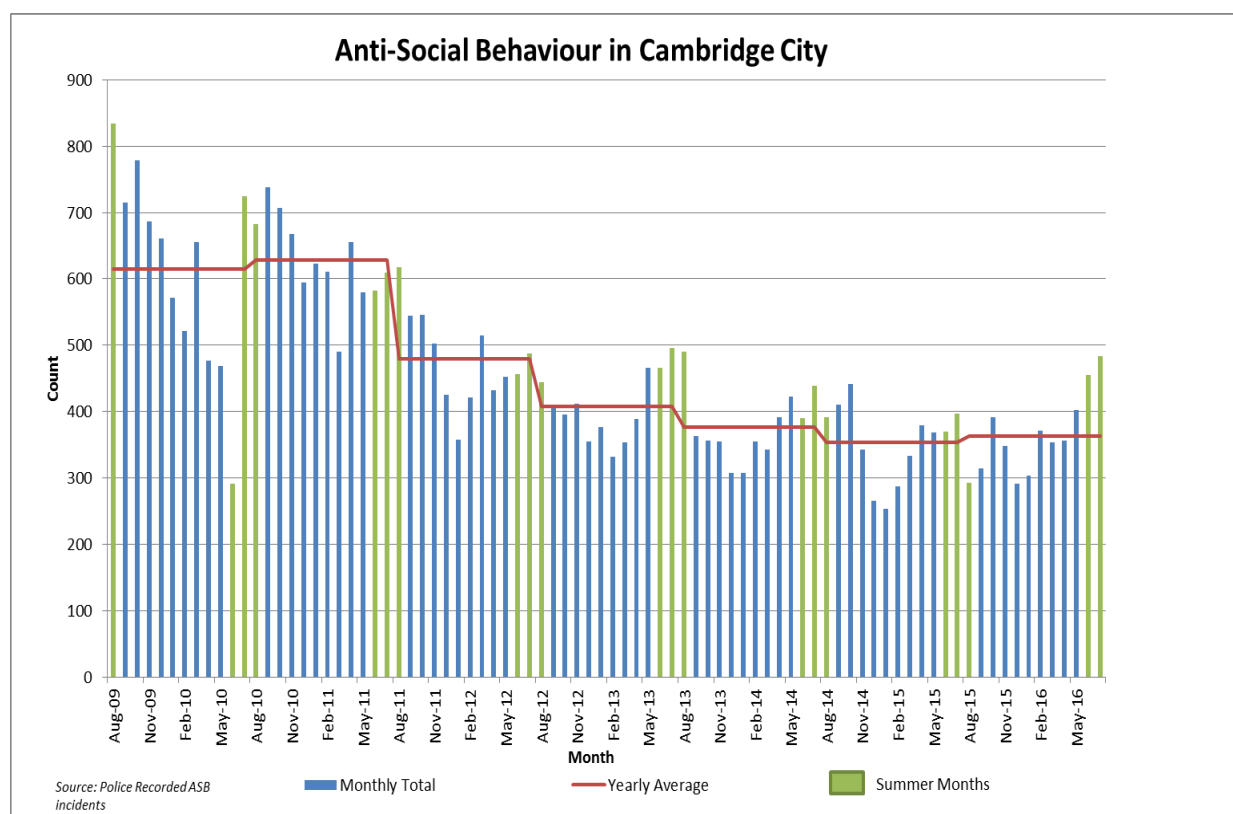
Between August 2015 and July 2016, there was a total of 4,363 police recorded ASB incidents in Cambridge City which equates to around 34.1 incidents per 1,000 population. This is slightly higher than the national average of 31 incidents per 1,000 population (Table 1). The rate of incidents in the force-wide area was 27 incidents per 1,000 population. As table 1 below shows, there has been long term declines in police recorded ASB in the City. Between August 2010 and July 2011, there were a total of 7,540 recorded incidents within the city which highlights the level of reductions. As displayed within figure 1, the count of ASB incidents within summer is generally higher than the annual average.

**Table 1: Annual count and rate of ASB incidents in Cambridge City, Aug-Jul 2010/11-2015/16**

Year (Aug-Jul)	Total Count	Crime Rate per 1,000 population
2010/11	7,540	60.9
2011/12	5,756	45.5
2012/13	4,896	38.7
2013/14	4,521	35.3
2014/15	4,241	33.1
2015/16	4,363	34.1

The long term declines in ASB in Cambridge City are mirrored nationally. Between April 2007 and March 2008, there was an incident rate of 72 incidents per 1,000 population in England and Wales and this decreased to 31 incidents per 1,000 population in April 2015 to March 2016.

Figure 2: Monthly count and yearly average of ASB incidents in Cambridge City, Aug 2009-Jul 2016

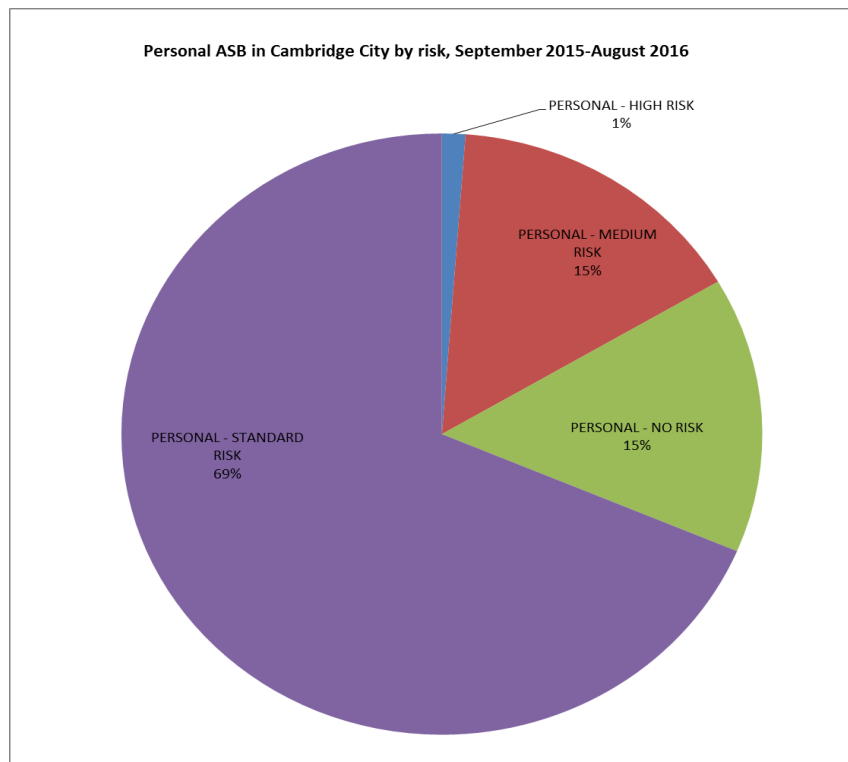


Despite long term decreases in the total number of police recorded ASB incidents, there was a slight increase of around 2.9% between August and July of 2015/16 when compared to the same period of the previous year.

A large proportion of police recorded ASB cases in Cambridge City are categorised as ‘nuisance ASB’ incidents, defines as an individual or group causing trouble, annoyance or suffering to the community at large rather than an individual or group. Of all ASB incidents, 68.7% were classed as nuisance ASB incidents. In order to understand the impact of ASB on those most vulnerable, it is important to exclude nuisance ASB and analyse personal ASB incidents.

Figure 3 below offers a breakdown of all personal ASB incidents by risk. Appendix C includes the city council’s Anti-Social Behaviour procedures which offer a definition of where a case would be classified as high or medium risk based on the standardised risk assessment matrix. Of the 762 recorded personal incidents, 68.6% were classified as standard risk. 15.4% were medium risk and 1.2% were high risk. Over the most recent twelve month of available data, 1.1% of all police recorded personal ASB incidents were categorised as high risk incidents and 14.2% were medium risk.

**Figure 3: Percentage of personal ASB in each risk category, in Cambridge City, September 2015-August 2016.**



On receiving a report of ASB, the constabulary identify the risk vulnerability of victims. Figure 4 highlights the total number of police recorded high or medium risk victims of anti-social behaviour. Over the twelve months running from August 2015 to July 2016, there was a total of 92 ASB incidents where a high or medium risk victim had been identified. There was a peak in July 2016, where there was a total of 18 high or medium risk victims identified.

## VICTIM AND OFFENDER REVIEW

Between July 2015 and June 2016, the total number of police recorded medium/high risk victims of ASB was 98 with the highest count of victims coming in July 2016 (18). Key vulnerabilities identified amongst high-priority victims include feelings of intimidation, isolation and suffering from repeat victimisation.

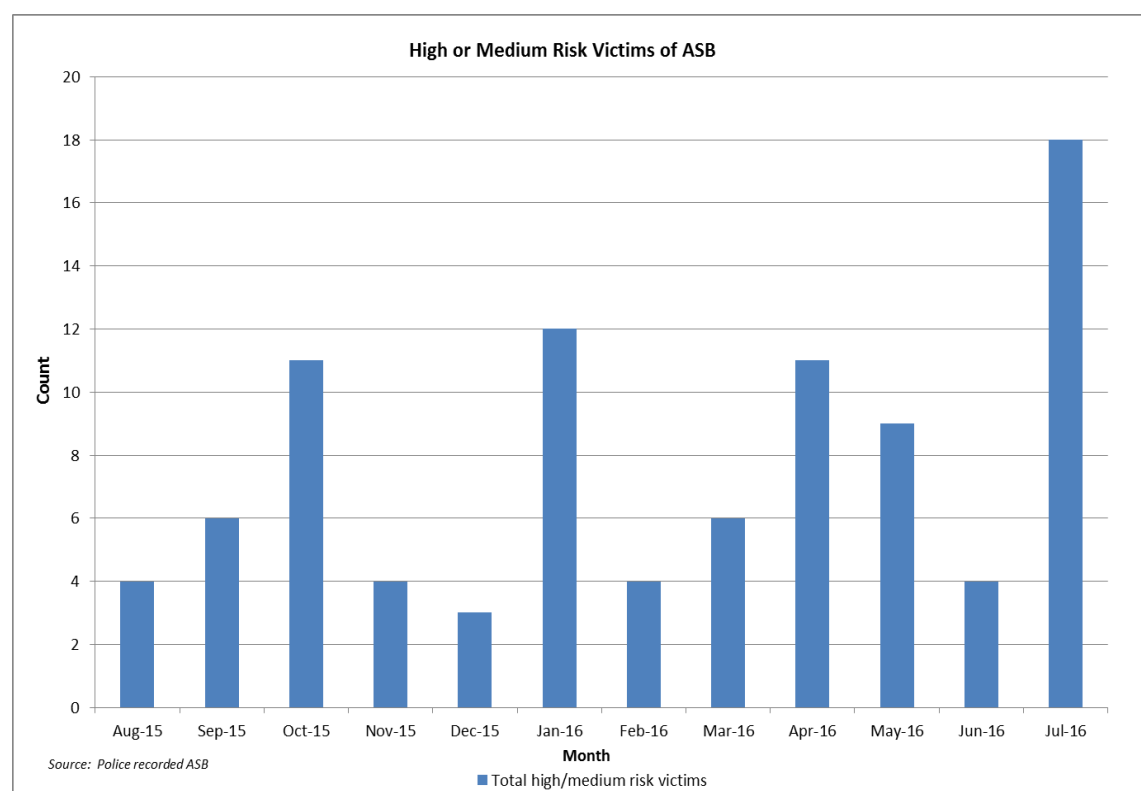
The E-Cins system currently highlights 21 high priority perpetrators of anti-social behaviour and 88 medium priority perpetrators. Amongst those high priority perpetrators, identified vulnerabilities include alcohol issues, homelessness, mental health and self-neglect. Of the 21 high priority perpetrator profiles on E-Cins, there was a total of 4 cases where mental health was an identified vulnerability and three cases of alcohol vulnerabilities.

**Table 2: A dip simple highlighting victim vulnerability and offender warning markers of existing victim and perpetrator profiles on E-Cins**

Victims (Identified Vulnerabilities)		Perpetrators (Identified Warning Markers)
no vulnerability x 13 repeat victimisation x 3 initiation x 3 isolation x 3 learning disabilities x 2 mental health x 2	<b>Cases studied include 21 high priority perpetrators and 19 high/medium victims</b>	no warning markers x 17 mental health x 4 alcohol issues x 3 Self-neglect x 3 drugs x 2 isolated x 2

Table 2, above, offers insight into some of the vulnerabilities and warning markers attached to those existing victim and offender profiles recorded on E-Cins. For those individuals that have been assessed as high or medium risk victims, it is important that any suspicion of vulnerability is noted in order to help cross-agency working.

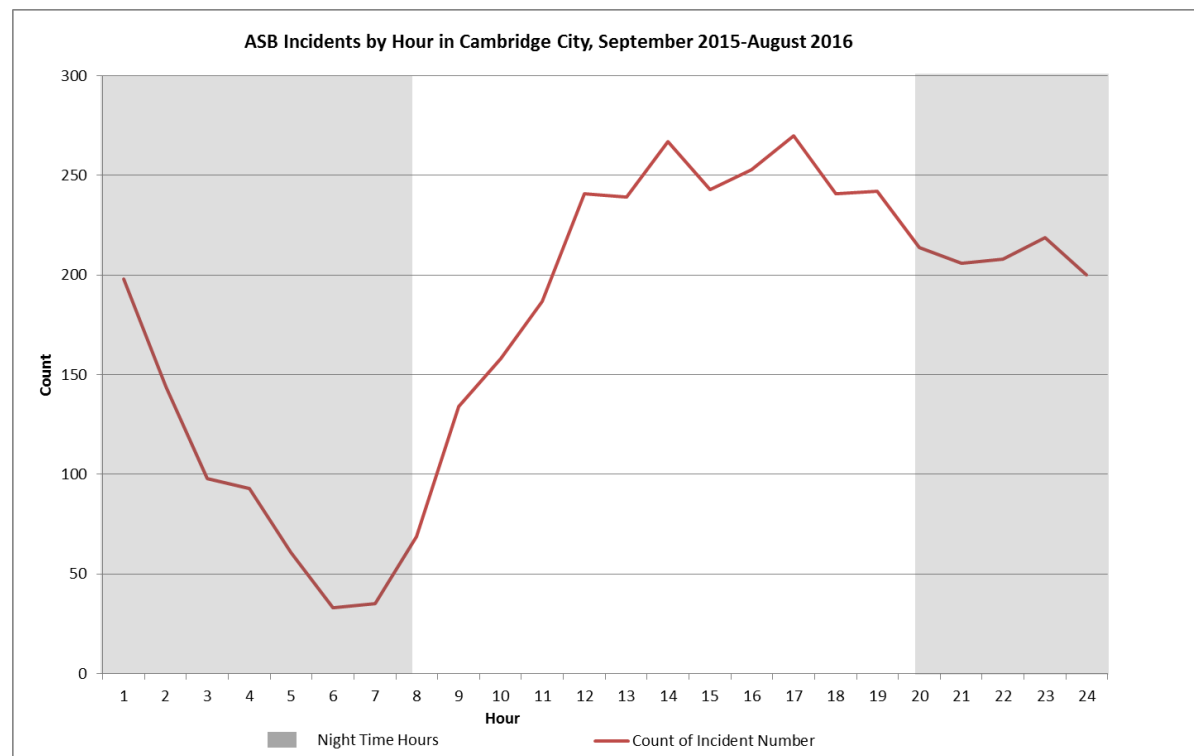
**Figure 4: Count of medium or high risk ASB incidents by month, in Cambridge City August 2015 to July 2016.**



An analysis of police recorded ASB incidents by time of day revealed that 4,253 incidents between September 2015 and August 2016 showed that the highest count were recorded between 16:00 and 17:00 hours (figure 5). Of all of the records within these twelve months, 40.7% were recorded between 13:00 and 20:00 hours. Figure 5, below, highlights the increase in incidents through daytime hours to a mid-afternoon peak. A similar trend can be seen with those incidents that were

identified as having a high or medium risk victim with the highest count of incidents taking place between 17:00 and 18:00 hours.

**Figure 5: Count of personal ASB Incidents by daytime hour in Cambridge City for all incidents between Sept 2015-August 2016**



An analysis of police recorded ASB incidents by month between September 2015 and August 2016, revealed there an average of 354 incidents per month. The monthly count of incidents data peaked in the summer months of June, July and August when the average number of incidents rose to 441 incidents per month. The month with the highest count of incidents was July 2016 with a total of 472 incidents.

## GEOGRAPHIC ANALYSIS

The ward with the highest rate of ASB incidents is Market ward, mainly due to the night time economy within the area. The proportion of ASB incidents that were recorded in Market ward between the hours of 20:00 and 03:00 were higher than the city-wide figures. Between September 2015 and August 2016, there were a total of 998 ASB incidents in Market ward. Outside Market ward, Petersfield had the highest rate of ASB incidents (56.1 per 1,000 population) followed by Abbey ward (34.1 per 1,000 population) (Table 2).

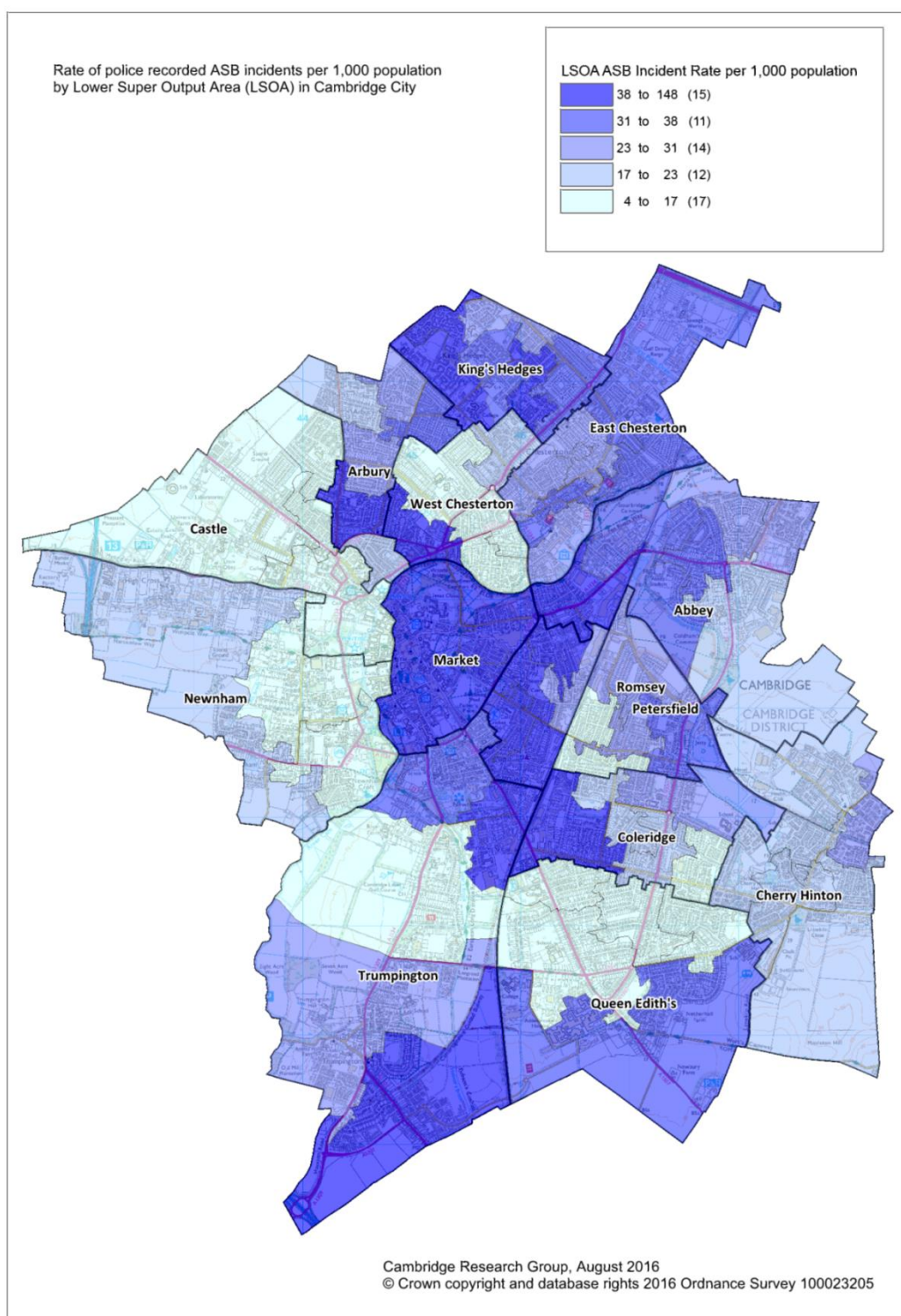
**Table 3: Count and rate of ASB incidents in each Cambridge City ward, Sept 2015-Aug 2016.**

<b>Ward</b>	<b>Count of ASB incidents</b>	<b>Rate per 1,000 population</b>
Abbey	352	34.1
Arbury	313	33.8
Castle	112	11.5
Cherry Hinton	177	19.5
Coleridge	245	25.5
East Chesterton	270	28.0
King's Hedges	349	36.5
Market	998	135.2
Newnham	93	11.4
Petersfield	461	56.1
Queen Edith's	141	15.0
Romsey	225	23.8
Trumpington	297	32.5
West Chesterton	220	24.4

The map below (figure 6) illustrates the rate of police recorded ASB incidents at Lower Super Output Level. Unsurprisingly, the two LSOA's that fall within Market ward have the highest rate of ASB incidents of the 69 LSOA's within the city. West Chesterton, Petersfield, Abbey, Arbury and Trumpington all contained at least one LSOA with an overall incident rate of over 50 crimes per 1,000 population between September 2015 and August 2016.



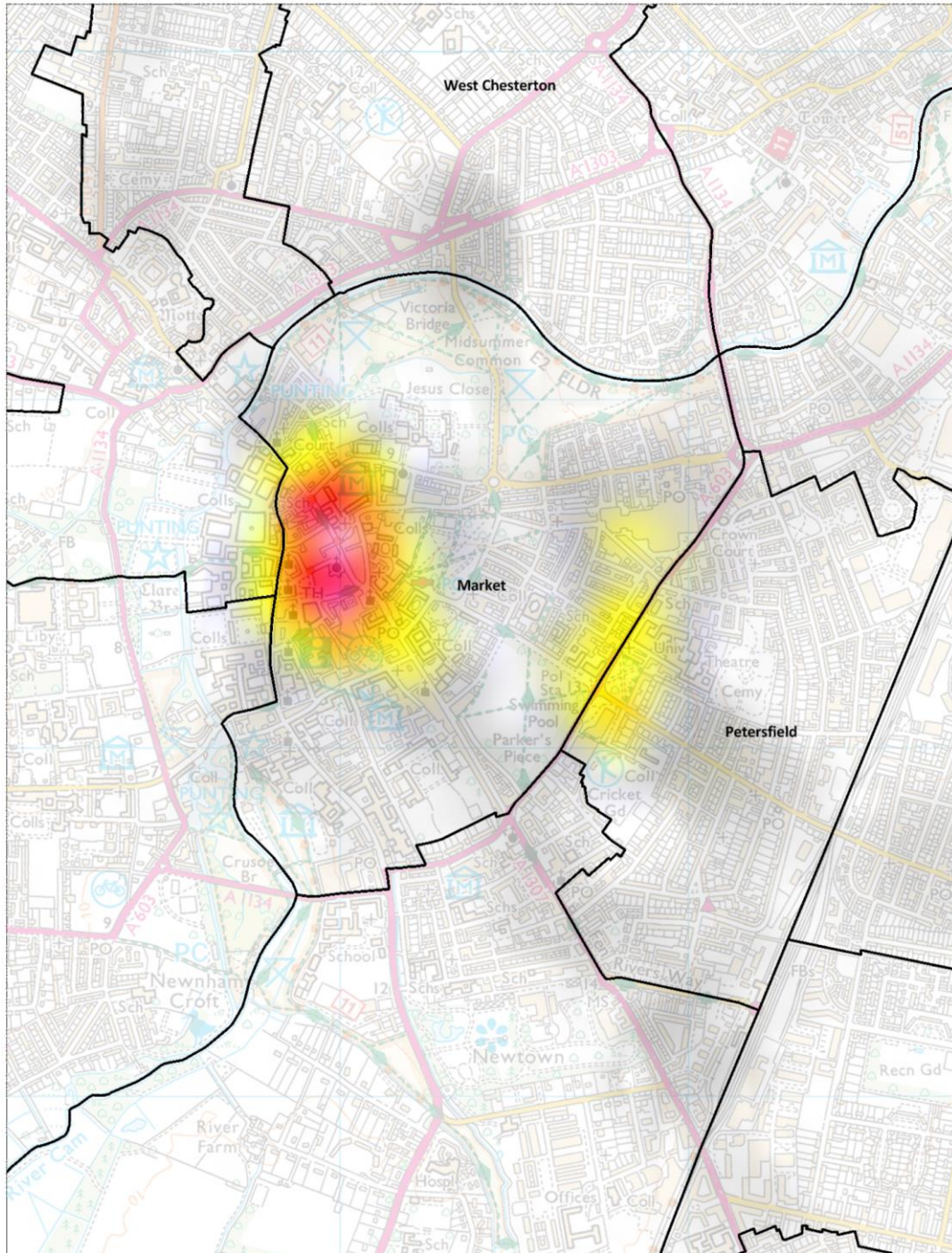
**Figure 6: A map showing the rate of ASB incidents in Cambridge City by Lower Super Output Area**



The high volume of ASB incidents in Market ward is driven by counts of 'nuisance' ASB with low levels of high or medium risk personal ASB. Of the 998 police recorded incidents in Cambridge City, 818 (82.0%) were recorded as nuisance. Of those incidents within Market ward that were classed as personal ASB incidents, 75% were identified as 'standard' risk.

**Figure 7: Geographic hotspot analysis of all ASB incidents with text containing street-life related keywords in Cambridge City, September 2015-August 2016**

Geographic hotspot analysis of all ASB incidents with text containing street-life related keywords in Cambridge City, September 2015-August 2016



Cambridgeshire Research Group, September 2016

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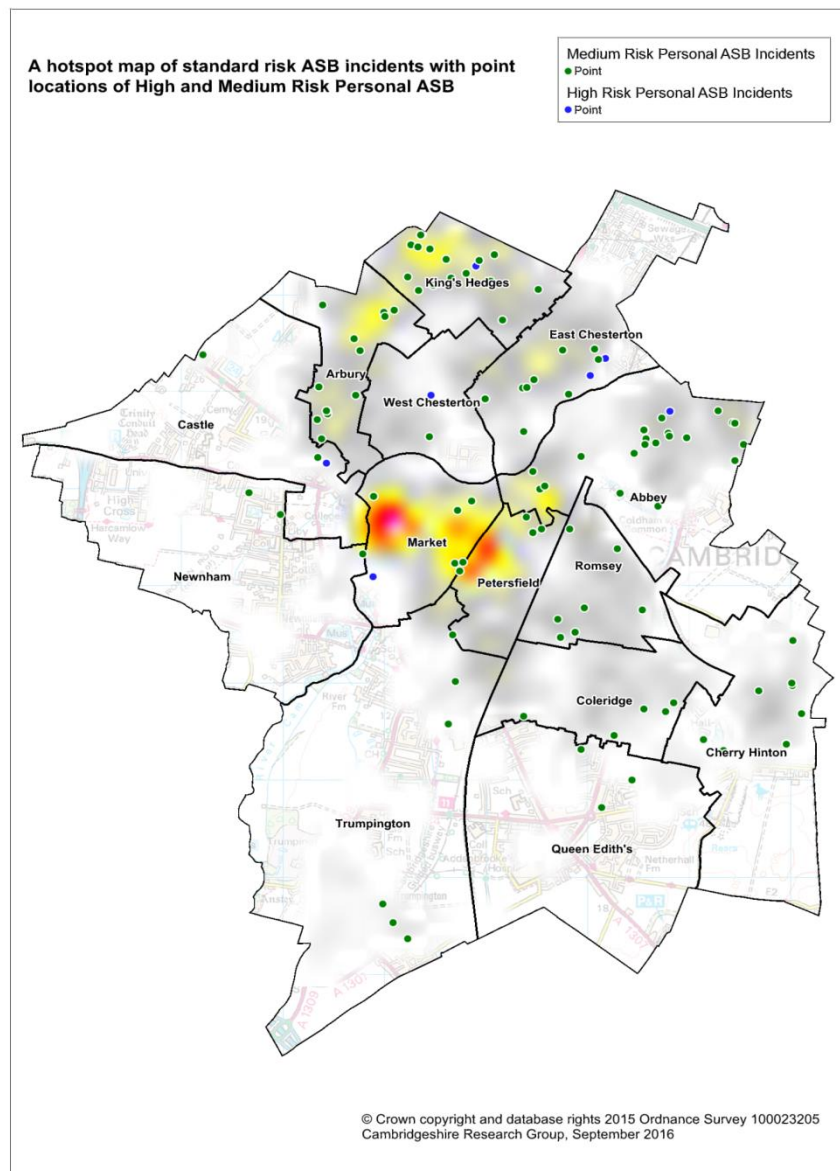
## LOCATION OF PERSONAL HIGH AND MEDIUM RISK ASB INCIDENTS

Although there is a clear concentration of ASB incidents recorded in Market ward, only a small proportion of these are personal ASB cases with a high or medium risk. Of the 126 police recorded ASB incidents within the city that have are tagged by the police as high/medium personal ASB, just 5.6% were recorded in Market ward.

Of the 126 incidents that were highlighted as high or medium risk, 39.7% were recorded in Abbey ward (21.4%) and Kings Hedges (18.3). These areas of the city are significantly more residential than Market ward.

As highlighted, a large proportion of ASB incidents recorded in Cambridge City are classed as 'nuisance.' When nuisance ASB incidents are discarded, the location of ASB incidents, particularly high and medium risk personal incidents are more dispersed around the city- as shown in figure 8.

**Figure 8: Geographic hotspot analysis of standard risk personal ASB including point location of high and medium risk personal ASB**



## TACKLING ASB IN NEW DEVELOPMENTS

Cambridge is a fast growing city, with a large number of developments recently completed, underway or planned. This will see the population of the city grow from 124,000 in 2011 to a forecast population of 154,000 in 2026. In addition, Cambridge City has a very substantial transient population of students and tourists. As the population density increases with large developments taking up green spaces, previously industrial sites, and other in-fill opportunities, new challenges are emerging around ASB in the City. These are a result of more modern approaches to development i.e. mixed tenure and greater levels of integration between housing intended for more affluent residents, affordable housing and flexible accommodation for transient working/vacationing populations as well as the positioning and planning of open spaces.

The Safer Communities team at the Cambridge City Council has identified some new and emerging challenges associated with the some new developments in the City, which are causing a notable increase to the team's workload. CB1 is a significant development at the Cambridge City Station; the area has high density living population. The vision of the developers was to make CB1 an attractive location to invest in businesses and a desirable place to live. The site is comprised of: residential units (private and social housing as well as student accommodation) offices; a hotel (the Ibis hotel will be the largest hotel in Cambridge); retail outlets (a mix of Shops, cafes, restaurants and supermarkets) spread across the development many of which are located around Station Place; and open spaces.

The student accommodation comprises of over 1,000 bedrooms, split between six buildings, primarily intended for Anglia Ruskin University during term-time, and language students over the summer. In the summer, there are 8 summer language programmes, with a continuous cycling of students aged between 14-21 years, from all around the world. The student accommodation is managed by two different accommodation managers each responsible for the three buildings and each has its own arrangement in terms of on-site staff but are closely managed and monitored by CCTV and security staff, with a 24 hour a day, 7 days a week presence.

The residential accommodation is of mixed-tenure. Private residents occupy two buildings. Serviced apartments occupy one building, where owners spend occasional nights, or that are provided for personnel for a range of services e.g. hospitals, and emergency services. There is social housing in two buildings with shared ownership occupying one building and the other building accommodating residents with general needs and supported housing. Amongst the social housing residents there will be families and individuals with vulnerabilities such as mental ill-health and drug/alcohol dependency.

Throughout the site there is open space in the form of courtyards, small public squares and gardens. The intended use of these areas is that of space for recreation and relaxation with trees planted to create a park like feel. The spaces have also been designed to provide thoroughfares to other parts of the city by foot and/or bike.

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## EXISTING AND EMERGING ISSUES.

There are a number of issues that arise around the use of open spaces as would generally arise around the City so in this respect CB1 is not particularly unique. However what has become apparent particularly in the summer months when days are longer is that the open spaces around CB1 provide

recreation and relaxation to many in the immediate area as well as those based on the site, including businesses and education institutions such as Hills Road and Long Road Sixth Forms and those using the trains and /or buses into and from the City.

Some of the issues highlighted at CB1 include:

- Existing issues reported around open spaces have been littering, noise, ball games – resulting in balls hitting properties, congregations resulting in noise at all hours of the day and night.
- There are a number of issues around students that may stem from a lack of suitable space for socialising within the student accommodation. Common rooms provided for students are non-smoking and there are no alternative congregation points for students outside. As such the following issues are being observed:
  - An increasing numbers of reports focus on an open area in front of one of the shared-ownership residential buildings. The area has become a hotspot for students who congregate from evening to the early hours of the morning smoking cigarettes and marijuana and causing noise nuisance from: music; loud voices; and talking on phones. This has mainly been an issue during the timing of the summer schools.
- Similarly, congregations of students loitering around the entrance door to one for the student accommodation buildings has resulted in noise nuisance reports.

The Safer Communities Team did some positive work around summer schools this year. This work will continue in the following years so that any issues can be dealt with directly with representatives of the various schools responsible for summer school hosting. Future work will look at the site as a whole to see what can be done around use of open spaces. The Safer Communities Team has received reports focusing on an open area in front of one of the shared-ownership residential buildings and congregations of students outside their main entrance to Crick House on Mill Park, to note that the only entrance to Crick House is on Mill Park and faces opposite the residential buildings. The area has become a hotspot for students who congregate from evening to the early hours of the morning smoking cigarettes and marijuana and causing noise nuisance from: music; loud voices; and talking on phones. This remains a current issue and was an issue during the timing of the summer schools.

The Safer Communities team has received reports around the use of drugs on the site, some reports relate to students; however some indication of drug use around open spaces has also been reported, where drug paraphernalia has been found. The Safer Communities team feel that agencies should be focussing on the issue of drugs over the next months, targeting action on individuals associated with drugs/use/supply.

Safer Communities, the police and other agencies will continue work around this issue which will involve raising awareness of the issue amongst the student populations about the risks/ and/or consequences around drug use. Safer Communities and the police hope to work with Anglia Ruskin University (ARU), and the on-site student accommodation managers to carry out a joint work around this with emphasis on action been taken by ARU and student accommodation managers where individuals are involved in drug related ASB.

SC and the police continue to share information around the drugs issue; particularly where drug issues arise out of public use of the open spaces and will work closely with site security firms so that information acquired from patrols is shared and where action is relevant this will be progressed.

The SC team is aware of isolated incidents of people sleeping in the public open spaces on site and this is being monitored by the patrols on site. The SC team will continue to link in with patrol reports so that if any individuals are identified as being homeless and rough sleeping then these individuals will be brought to the attention of the City's Task and Target group meetings and outreach services can be deployed.

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#### LOOKING FORWARD: CAMBRIDGE CITY COUNCIL SAFER COMMUNITIES TEAM

The Safer Communities (SC) team are looking to arrange a site security audit with the Police Community Safety Officer (Parkside Police) to highlight and advise how to move forward around issues involving open spaces. The audit report will provide a useful starting point for conversations with the site management company.

One of the main tasks for the SC team this autumn /winter is to get a Residents Association (RA) set up and running for the CB1 Community. Setting up a RA will be of great benefit to the Community at CB1; it will give residents a formal platform to raise issues with stakeholders and we hope that the RA will include representatives from the students' side. In this way there can be more productive and open communication around the current issues and, hopefully, an increase in community cohesion. Ideally the creation of a Neighbourhood Watch group would result from the RA, with representatives or volunteers who may act as estate champions.

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#### MULTI- AGENCY WORKING IN THE AREA

The Local Authority and the Police are the statutory bodies responsible for reducing anti-social behaviour and crime within the City by working in partnerships with other agencies. At CB1 this is key. The Safer Communities Team continue to work with partner agencies involved at CB1 to address issues and to link in with resident representatives who represent the community.

The Safer Communities Team looked at the security firms operating at CB1 and found that each of the stakeholders had their own systems and CCTV. A meeting with representatives from the students' halls managers and the site management company determined that a rota of patrols to target hot spot times after 9pm would help resolve issues arising from congregations during peak times.

Links have also been made with the British Transport Police (BTP), after receiving a report of noise from the station place (the jurisdiction of the BTP). The BTP advised that some of the incidents of noise were attributable to revellers passing to and from the leisure park. So there may also be a need to manage the expectations of the residents of CB1 as it is in a busy inner-city area.

The Safer Communities Team continue to link in with student accommodation teams at Anglia Ruskin University, and the head of residences, in terms of bringing issues to them. Further work is required around expectations - and perhaps join up some responsibilities between the site hall managers and the university teams. Work continues between the Safer Communities Team and the BPHA social housing providers at CB1 in terms of tenancy issues.

## KEY LESSONS FROM CB1

The Safer Communities team has made some notable progress against some of the issues at CB1, and continue to do so. Some of the best successes are also lessons that will be applied to other high density, inner-city-style developments in the future. Our insights will allow us to feedback into planning applications, as well as help with tactics to resolve issues if they arise.

Entering into negotiations after aspects of the CB1 development were already completed has been a challenge at times but some results have been achieved. One key example is around the open spaces issues. The Safer Communities team have asked that the site managers consider lighting in these areas and cut back shrubs; these have been taken on board and proposals are now in discussion around open spaces and lighting.

A further request to re-design the large open space to detract football playing and others open spaces related ASB has been made, which might include the installation of planter boxes or other structural features. The current proposal is still in discussion together with possibility of increasing further CCTV on site.

Determining the source of noise from within buildings has been difficult for both environmental services out of hour's noise officers and residents which has made it harder to identify or target action. The Safer Communities have now produced a good map with building post codes which will help with allocating calls and therefore highlight buildings and/or individuals where action is needed. Where noise is as a result of congregations outside buildings it is hoped to be able to pick this up with the relevant security patrols. Further work on this technique is hoped will increase efficiency in resolving issues.

The successes achieved working with the security companies and the sharing of CCTV show that there may be further opportunities to better understand the dynamics of CB1. The Safer Communities Team now wants to look at how information from security firms is shared so that the wealth of information they have can help improve aspects of ASB and Crime issues at CB1.

There have been a number of notable achievements arising out of a positive multi-agency working approach.

*Recommendation: Lessons learnt from the ASB concerns in the CB1 development are valuable and should be shared with planners within the Cambridge City Council and the Cambridgeshire County Council, so that similar situations might be avoided in future developments. It is recommended that information and progress is actively shared to raise awareness in these departments, through presentations and briefing papers.*

## ENGAGING WITH THE STREET LIFE COMMUNITY

Antisocial behaviour associated with the street-life community is monitored by the partnership each quarter. Specifically, ASB incidents with any of five keywords (alcohol, drunk, homeless, begging and abusive language) in police text fields are reported on within the quarterly monitoring report. Between July 2015 and June 2016, there were a total of 683 ASB incidents in Cambridge that included one these five key words which was an increase of 8.6%.

Throughout the past year there have been a range of interventions carried out by teams at the Cambridge City council, as reported below.

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#### CURRENT INITIATIVES BY THE CAMBRIDGE CITY COUNCIL

##### *Wintercomfort*

Monthly reporting from the Street Outreach Team with Cambridge City Council has highlighted recent increases in the total number of instances of rough sleeping. The first quarter of this financial year also saw an increase of around 48% in the number of individuals accessing Wintercomfort for provision (includes breakfast, showers and laundry facilities) when compared to the quarter one of the previous financial year. A review of homelessness in Cambridge City highlighted that 'high demand for housing leading to high house prices and private rents; a shortage of social housing for rent; increasing household bills; cuts in welfare benefits and an increase in the number of people in work and claiming benefits; and cuts in funding for statutory and voluntary services offering support to vulnerable people are just some of the issues putting households at risk.' Within this review in 2014, it was identified that around 40% of all rough sleepers within Cambridge had no connection to the City.

##### *Streetlife project*

The Street Life project is focussing on dealing with the most problematic rough sleepers, beggars and street drinkers through a targeted multi agency approach agreed at regular Task and Target group meetings. Individuals are referred to the Task and Target group consisting of outreach workers and officers and a plan of action is agreed. This may include support and enforcement as appropriate. The City Council has funded a new support post which will work specifically with those individuals referred through to the Task and Target. A support worker will attend these meetings and report back what progress is being made with the client in line with the agreed action plans. This worker will be in post by November 2016.

The objectives of the Safer Communities team are to ensure that there are multiple preventative actions focusing on street life ASB issues from all angles, ensuring there is support for those who want to engage with it, enforcement where necessary whilst raising awareness of the issues and promoting the work of the organisations in tackling this complex problem.

The Safer Communities Team are working with colleagues in Housing Advice on developing a new campaign which seeks to discourage people from giving to those on the streets. An application for funding towards the set up costs of the scheme has been submitted to the City Bid. The work of the City Council and other key agencies will also be promoted as part of this alongside some positive stories around what can be achieved when someone engages with support.

The Safer Communities Team has also produced some outreach cards which are given to those on the streets detailing where they can go to find food and shelter.

#### CHALLENGES OF COMPLEX ASB CASES

The boundaries of victims and offenders can often be blurred with ASB reports from an individual who believes that they are a victim actually being an offender. This is where multi-agency knowledge is required. The case studies below highlight the necessity for this.



### *Case study 1*

The case relates to complaints of ASB associated with the street life community using the property of an elderly male with reports of drinking and fighting at the property. The elderly tenant had a history of ASB at this address and at a previous tenancy. He was a drinker but not alcohol dependant. There were no diagnosed mental health issues put a possibility of alcohol-related brain damage from excessive drinking which could have an impact on the tenant's memory and decision making processes. Furthermore he had limited literacy skills, no access to a phone and poor health. He was unable to call the police if he felt in danger. The tenant told the Safer Communities team that if he didn't let them in they would bang on his door causing a nuisance. He let them in and they would drink together, this would often end in arguments causing further disturbances to the neighbours. The ASB was having an impact on neighbours and action had to be taken.

As the tenant was clearly vulnerable, steps were taken to ensure he had support and alternative accommodation was offered. However the tenant did not want to move. Additional support was assigned, consisting of regular unannounced visits from the ASB officer and the Police in addition to installation of temporary CCTV, and the situation improved. Neighbouring residents reported that the situation had calmed down significantly. A few months later further reports came in of drug dealers using the property. The tenant was allowing them in and letting them stay at the property. His support workers expressed concerns that once again he was being taken advantage of and his money was going missing. The tenant has been reluctant to say anything for fear of reprisals so gathering evidence against individuals was very difficult. Unwanted visitors would leave when asked by the ASB officer or the Police and often claimed to be helping the tenant.

Ultimately as the tenant refused to move the only option was to take enforcement action. Numerous agencies were involved in trying to support the tenant, however the residents are affected so the council have no option but to take enforcement action. However due to his vulnerabilities this was carried out in parallel to securing appropriate supported accommodation. Working in partnership with Social Care, Mental Health Services and the Police the ASB Officer was able to ensure the tenant, once evicted was accommodated into more appropriate supported accommodation. He is now safe and the community have not reported any further concerns.

### *Case Study 2*

There had been allegations of significant nuisance and anti-social behaviour at the address for a number of years. The case is complicated because of capacity issues linked to the tenant's mental health issues which are exacerbated by substance misuse. The City Council have maintained throughout that the tenant is not able to manage a tenancy in general stock housing and should be in mental health supported housing.

Unfortunately there was no suitable accommodation found by either mental health or social services. The City Council decided to seek possession of the property because of continued ASB and the detrimental effect that it had on neighbours.

However, before going to court the Safer Communities Team spent much time in negotiation with the various agencies involved in the care of the tenant and eventually agreed a comprehensive support package and agreement for the person to be re-housed in appropriate mental health supported accommodation.

The process of negotiation took 18 months to achieve this outcome and in the meantime neighbours have suffered as has the vulnerable offender. It appeared at times to the neighbours that no actions was being taken and that their concerns and anxiety were not being taken seriously.

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## INCREASED COMPLEXITY OF ASB WITH MENTAL ILL-HEALTH

‘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>45</sup>. Although exact prevalence of mental health issues is difficult to determine, several points are useful to consider in relation mental health and ASB.

The Cambridgeshire Research Group has previously produced a mental health impacts report for the partnership including the relationship between Mental Health and Anti-Social Behaviour. A link to this document has been included in Appendix C. There is little data available to build a picture of what support is needed where regarding mental health, but that front line staff express their concerns over Mental Health issues in complex cases. The Safer Communities Team members are trained in awareness around mental health and the ASB team have completed an in-depth course on this. We therefore recommend that the partnership agencies begin to look at training front line staff in mental health to raise awareness and increase skills and capacity to handle problems when they arise. This would help to enable improved awareness of front line agency staff so they are better equipped to identify milder signs of mental illness, disability and personality disorders. A review of front line staff who require mental health first-aid training should take place.

## PERSONAL VULNERABILITIES AND 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>6</sup> This definition was agreed in 2007 by the main statutory criminal justice agencies. There are clear cross overs between Hate Crime and Anti-Social behaviour and increases. 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 perpetrator’s motivation.

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<sup>4</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.

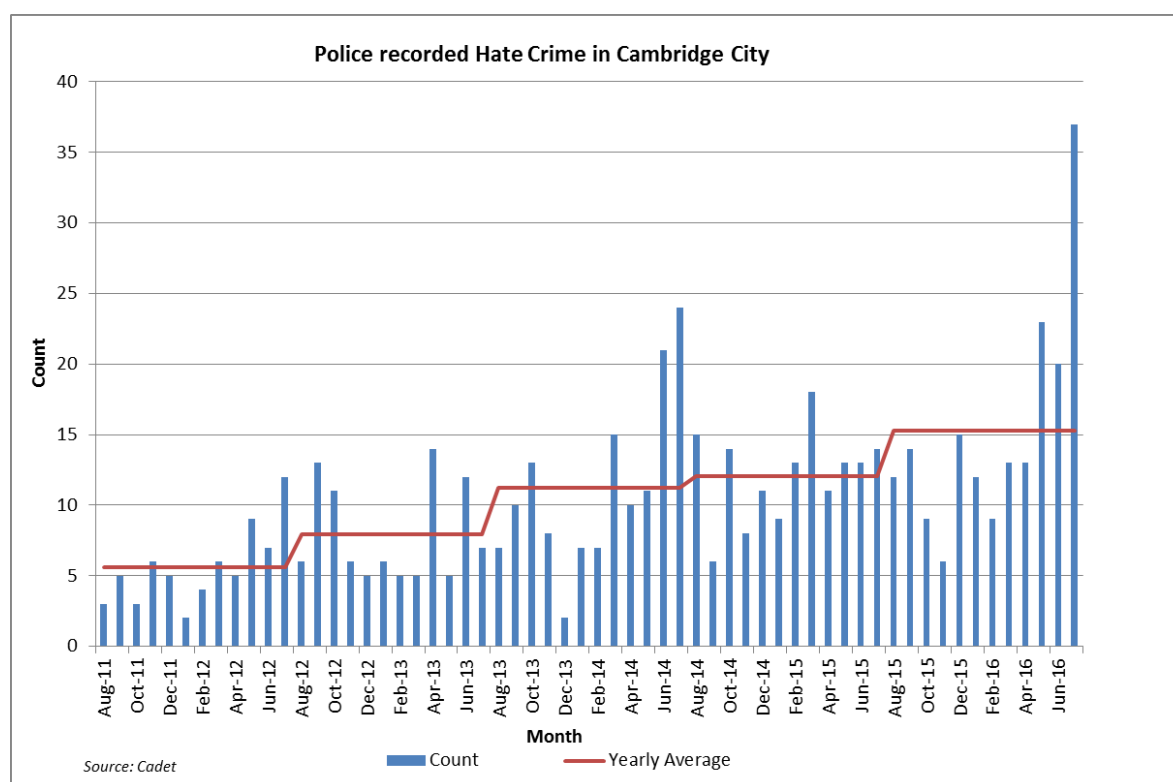
<sup>5</sup> <http://www.mind.org.uk/information-support/types-of-mental-health-problems/statistics-and-facts-about-mental-health/how-common-are-mental-health-problems.aspx>

<sup>6</sup> Hate Crimes, England and Wales 2013/14 Home Officer Statistical Bulletin 02/14 – October 2014

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>7</sup>

The Research Group has produced an infographic on recorded Hate Crime within the force-wide area and this has been included within the appendix of this document. This highlights long-term increases in recorded hate crime in the force-wide area.

**Figure 9: Monthly breakdown of Hate Crime in Cambridge City, 2011-2016**



As shown in figure 9 above, there have been year on year increases in the total count of police recorded hate crime in Cambridge City. Between August 2011 and July 2012, there was a total of 67 police recorded hate crimes in the city but this increased to 183 between August 2015 and July 2016. There was a particular spike in recorded crimes in July 2016 when there were a total of 37 crimes over the course of the month which was significantly higher than the 15.3 monthly average for August 2015-July 2016.

<sup>7</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>

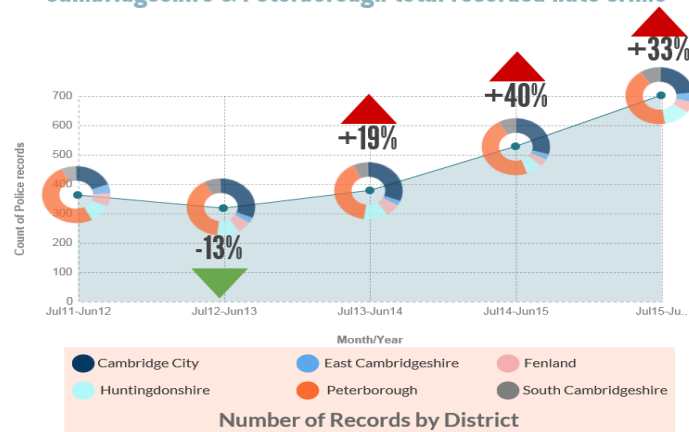
## APPENDIX A. DATA SOURCES AND ACKNOWLEDGEMENTS

Infographic on Hate Crime in Cambridgeshire, Cambridgeshire Research Group August 2016

### Police Recorded Hate Crime Cambridgeshire & Peterborough 2016

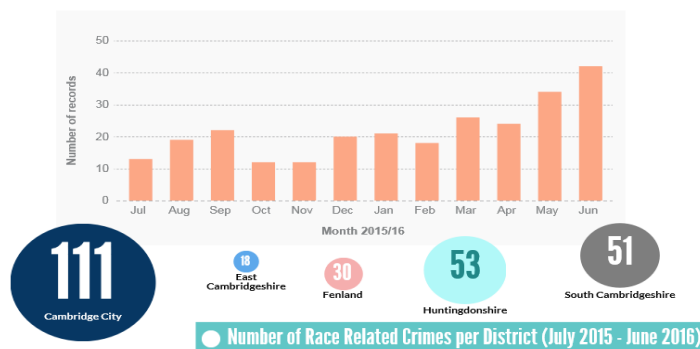


#### Cambridgeshire & Peterborough total recorded hate crime



Source: CADET

#### Race related crimes in Cambridgeshire July 2015 to June 2016



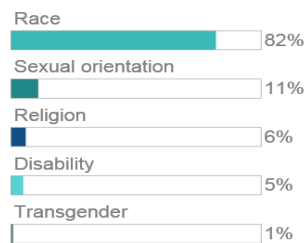
Source: CADET

Average police recorded hate crimes per month July 2015 - June 2016 = **58** Force-wide area

#### England & Wales 2014/15

**52,528**

Police recorded hate crimes in 2014/15 in England & Wales



\*some cross over in crime categories

[www.cambridgeshireinsight.org.uk](http://www.cambridgeshireinsight.org.uk)

Source: Hate Crime 2014/15, Home Office

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

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Justice Inspectorates, Anti-Social behaviour inspections report, Cambridgeshire Constabulary, June 2012  
<https://www.justiceinspectorates.gov.uk/hmic/media/cambridgeshire-anti-social-behaviour-2012.pdf>


Krayer.A, Davies.N, Robinson.C, Poole.R, Vulnerable adults and anti-social behaviour: An exploration of current police and practice, [http://www.wiserd.ac.uk/files/4114/4000/4266/Conf2015D1S1HWSC\\_VulnerableAdultsAntiSocialBehaviour.pdf](http://www.wiserd.ac.uk/files/4114/4000/4266/Conf2015D1S1HWSC_VulnerableAdultsAntiSocialBehaviour.pdf)

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.

Mind, Information on Mental Health Facts and Statistics, <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>

## APPENDIX B. PERFORMANCE DATA TABLE

ASB Incidents in Cambridge City, Cambridgeshire Constabulary

ASB Incidents by type													
<div> <div>Select area</div> <div>Cambridge City ▼</div> </div> <div>Main Menu: </div>													
	Jul-15	Aug-15	Sep-15	Oct-15	Nov-15	Dec-15	Jan-16	Feb-16	Mar-16	Apr-16	May-16	Jun-16	Jul-16
ASB Personal	82	61	57	75	59	46	66	66	62	64	85	75	81
- of which High Risk	1	0	1	1	0	0	1	1	1	0	3	0	1
- of which Medium Risk	9	10	8	10	5	4	3	9	7	13	14	14	16
- of which Standard Risk	58	42	34	56	38	32	52	48	50	40	55	49	53
- of which No Risk	14	9	14	8	16	10	10	8	4	11	13	12	11
ASB Nuisance	265	184	219	270	250	202	209	267	255	239	263	310	332
ASB Environmental	50	48	39	47	39	43	29	38	36	53	55	70	70
<b>Total ASB Incidents</b>	<b>397</b>	<b>293</b>	<b>315</b>	<b>392</b>	<b>348</b>	<b>291</b>	<b>304</b>	<b>371</b>	<b>353</b>	<b>356</b>	<b>403</b>	<b>455</b>	<b>483</b>
ASB IncidentFile Records raised	13	12	7	11	8	5	8	7	6	12	14	10	24
- % of total ASB Incidents	3.3%	4.1%	2.2%	2.8%	2.3%	1.7%	2.6%	1.9%	1.7%	3.4%	3.5%	2.2%	5.0%
<b>Victim Vulnerability *</b>													
High Risk victims	0	0	1	1	0	0	1	0	1	0	1	0	0
Medium Risk victims	6	4	5	10	4	3	11	4	5	11	8	4	18
<b>Total high/medium risk victims</b>	<b>6</b>	<b>4</b>	<b>6</b>	<b>11</b>	<b>4</b>	<b>3</b>	<b>12</b>	<b>4</b>	<b>6</b>	<b>11</b>	<b>9</b>	<b>4</b>	<b>18</b>

\* It is possible for there to be more than one vulnerable victim per record

## APPENDIX C: ADDITIONAL INFORMATION

Cambridge City Council, Anti-Social Behaviour Pocedures, October 2014,  
<https://www.cambridge.gov.uk/sites/default/files/documents/ASB%20Procedures%20-%20October%202014.pdf>