

# COMMUNITY SAFETY STRATEGIC ASSESSMENT: EXPLOITATION AND END OF YEAR REVIEW

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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        | <i>Exploitation and end of year review</i>    | <i>January to March</i> | <i>April 2017</i> |

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

#### **Sexual Exploitation**

There is still limited knowledge and understanding of the nature of exploitation in Cambridge City although focus has been placed on sexual exploitation and there has been a lot of work undertaken to understand the nature and extent of this strand.

The Home Office suggest that community concerns are the immediate impetus for community safety partnerships to take action on sexual exploitation, and that the most effective responses take account of concerns of a broad range of stakeholders including residents; people involved in sex working and voluntary sector agencies.

Cambridgeshire Constabulary produced a strategic assessment on sexual exploitation, specifically on sex workers across the county following the emergence of the issue in Cambridge City.

Operation Mantus has been a key response by the Constabulary to identify the nature and scale of sexual exploitation within the sex trade. The Operation aims to directly communicate with individuals whose sexual services are being advertised on key online websites, to determine if they are being trafficked or exploited or establish that they are operating out of a safe environment.

#### **Child Sexual Exploitation**

There are clear links between across-county-lines gang-related exploitation and child sexual exploitation (CSE), although CSE does not appear to be a driving factor for gang-related exploitation activities.

Child Sexual Exploitation (CSE) reports continue to be low with 17 crimes in South Cambridgeshire having the CSE marker applied, a slight decrease on 2015.

Barnardo's is the main provider of CSE services in the UK with work taking place alongside services for missing children. They are also involved in raising awareness through the provision of training and education to a number of agencies including the police.

The child abuse reported nationally in local football clubs has some of the hallmarks of Child Sexual Exploitation and casts sports groups into the spotlight as possible higher risk environments than previously thought. The national profile of these cases may result in local cases coming forward requiring further investigation.

There is national concern around cyber-enabled child sexual exploitation. The 2016 Health Related Behaviour Survey found that of the pupils surveyed in South Cambridgeshire and Cambridge, 93% of pupils responded that they have been told how to stay safe while online whilst just 59% said they always follow the advice they have been given.

### **Gang-related exploitation**

Cross-County lines gangs pose a significant threat to vulnerable adults upon whom they rely to conduct and/or facilitate criminality and there is a growing county-wide concern around the exploitation of vulnerable people via gang association.

A particular concern for across-county-line gang activity is the exploitation of vulnerable individuals through 'cuckooing', whereby gangs establish bases for criminal activity, often drug dealing, by taking over the homes of vulnerable people (often drug-users) by force or coercion.

Gang-related violence has been reported by the Youth Offending Service, the Police and localities, and young people at risk of gang and other exploitation have been identified.

The Local Safeguarding Childrens Board (LSCB) has adopted gang-related exploitation involving children as a work stream, which highlights that this is an area of ongoing concern.

### **Emerging Issues**

The Office of Police and Crime Commissioner has commissioned the production of an Offender Needs Assessment, to assess current and future needs of offending prevention and to provide an evidence base to improve the current approach.

The Cambridgeshire County Council released their Community Resilience Strategy in early 2016, which sets out the councils vision for the future in the context of business planning and pressure to resource. There are clear areas of overlap with the Partnerships priorities, in particular 'people helping people', 'communications' and 'community spaces'.

### **End of Year Review**

#### **All crime**

There have been increases in overall police recorded crime since 2013 but this is largely attributed to changes in police recording practices and an increasing population. However, the rate of recorded crime per 1000 has actually decreased in Cambridge City since 2011 when there were 94.1 crimes per 1,000 population, to a rate of 88.7 in 2016.

#### **Anti-Social Behaviour**

Anti-Social Behaviour has been a long standing focus for the Partnership and long term reductions in police recorded incidents have been observed. Between March 2016 and February 2017, there was a total of 4,721 police recorded ASB incidents in Cambridge City (34.7 incidents per 1,000 population).

Despite long term decreases in overall anti-social behaviour in the last five years, there has been an increase in, and greater emphasis on, more complex cases which are more resource intensive. The focus here has been on addressing vulnerability in both victims and offenders.

#### **Dwelling burglary and personal property crime**

Nationally there have been large decreases in personal property crime for the past 10 years, which have been mainly attributed to increased security measures, especially for dwelling burglary and vehicle crime. There has also been a decrease in police recorded dwelling burglary over the last twelve months in Cambridge City.

## Domestic Abuse

Quarterly monitoring provided to the Partnership on police recorded domestic abuse incidents shows continued increases, which continue to be attributed largely to changes in both reporting and recording habits. Between March 2016 and February 2017, there was a total of 1,880 DA incidents in Cambridge City which was an 8% increase on the 12 months previous.

Nationally there has been a push for the focus to move from domestic abuse in isolation to the wider Violence against Women and Girls (VAWG) agenda.

A county-wide needs assessment has now been released on domestic abuse and another assessment planned for later in the year is to be produced by Public Health on the topic of all Violence Against Women and Girls.

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## RECOMMENDATIONS

### **Sexual exploitation**

Continue discussions on the ways the Partnership can support future work around Operations Mantus and Makesafe.

### **Child sexual exploitation**

There are clear links between child exploitation and cybercrime and the Partnership should continue to focus on prevention of cybercrime through awareness raising of cyber security. Including a focus on cyber-enabled child sexual exploitation and the cyber activity of children and young people in the existing work to raise awareness of cyber-related crime could also be considered.

Barnado's emphasise that multi-agency working is key to the success of tackling CSE. Community Safety Partnership environments would be a suitable forum to work with Local Safeguarding Children Boards and discuss such matters and it is recommended that the Partnership offer support for this in Cambridge City.

Following the national reports of child abuse in local football clubs, the Partnership should be aware that the effects of such cases may lead to additional reports locally that may require further investigation.

Furthermore, these casts cast sports groups into the spotlight as possible higher risk environments than previously thought and therefore could be suitable for awareness raising and prevention activities.

### **Gang-related exploitation**

Awareness raising targeting professionals working with vulnerable young people at risk of entering organised crime groups, regardless of their sector to increase understanding of the safeguarding needs of those affected by gangs.

The link between gang-involvement and going missing is a problem that goes across county lines. To address it, agencies need to work across as well as within Local Authorities. It is recommended that the Partnership undertake awareness raising on the vulnerabilities and risk factors increasing the likelihood of exploitation, particularly amongst children and young people. Working with the LSCB would ensure a joined up and consistent approach.

The Partnership should consider options from the Home Office Review: Ending Gang Violence and Exploitation that look to involve community members in formulating a response, such as including local organisations like Neighbourhood Watch in an operational forum.

Open communications with a range of agencies about sharing information on vulnerabilities and risk factors via existing operations and task groups that Partners are involved with. Explore the possibility of using ECINS to these ends. Improvements in this area will increase the value of problem profiles and strategic assessments by enabling easier collation of data.

### **Emerging Issue**

The Partnership should have sight of the Offender Needs Assessment when it is published, as it will help inform service provision around offending and inform targeted responses.

Working in Partnership with the Cambridgeshire County Council on the Community Resilience Strategy could deliver added value on shared priorities and avoid duplication of work streams.

#### **End of Year Review**

*Recommendations from throughout the year, from all quarterly reports can be found in Appendix B*

## BACKGROUND ON EXPLOITATION

Over the last few years, the subject of exploitation has grown nationally and locally across Cambridgeshire and work to uncover the nature of exploitation in Cambridge City has continued. This report will look to capture existing work surrounding intelligence gathering as well as making recommendations for future work.

Exploitation can come in many forms, including<sup>1</sup>:

- sexual violence and abuse
- domestic violence and abuse
- being controlled by a person or persons
- slavery
- forced or compulsory labour
- human trafficking

This report does not aim to cover all of the above areas and rather focusses on what intelligence there is in Cambridge City around exploitative activities. It covers three broad areas: sexual exploitation, child sexual exploitation and gang-related exploitation.

## SEXUAL EXPLOITATION

There are clear cross overs between different strands of exploitation such as Child Sexual Exploitation, Labour Exploitation and Sexual Exploitation. Knowledge of the extent and nature of exploitation in Cambridge City is limited but the urban nature of the City provides the greatest opportunity to those intending sexual exploitation. This will be the main focus of this assessment.

The 2015 Cambridge City strategic assessment highlighted that there have been a number of high profile cases of labour exploitation across Cambridgeshire but that there was little intelligence or knowledge of how much of this type of activity is taking place within Cambridge City itself. Intelligence gathering and information sharing to gain a better understanding of the specific issues in the City is a continuing requirement.

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, so instead we focus on the nature of the exploitation locally. A Home Office 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>2</sup>. In addition, 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.

Since the 2015 annual strategic assessment a lot of work has been done to get an understanding of the nature of sex working and sexual exploitation in Cambridgeshire although they are not mutually exclusive. The main response to uncovering the picture of sexual exploitation in Cambridge has been Operation Mantus.

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<sup>1</sup> <https://www.nidirect.gov.uk/articles/recognising-adult-abuse-exploitation-and-neglect>

<sup>2</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)

## GANG-RELATED EXPLOITATION

Exploitation connected to gangs can refer to a number of different contexts. Broadly legislation defines gangs on two attributes,<sup>3</sup> being that a gang consists of at least 3 people; and, has one or more characteristics that enable its members to be identified by others as a group. However a gang that is involved in people trafficking differs from those that travel in from across county lines to sell drugs, or operate stolen property, for example.

Within this report the discussion focusses on defining what the exploitation associated with gangs looks like rather than trying to define the scope of gang related activities within Cambridge. We therefore use the term 'gang' quite generally to refer to organised criminal groups, unless otherwise specified.

In November 2016, the National Crime Agency highlighted the relationship between gang activities, violence, and exploitation, particularly that of young people. The main emphasis of their report has been on criminalised activity across county-lines and local work has been centred on targeting this strand of activity<sup>4</sup>.

There are increasing concerns for young people within the City, with multiple vulnerable individuals identified as having gang connections by local partnerships of statutory agencies with the suspicion that young people in these scenarios are being exploited. Prevention and intervention work is ongoing through the activities of Organised Crime Task Group and Operation Makesafe.

## REVIEW OF PAST YEAR

By virtue of its nature, exploitation is difficult to detect. Often exploited individuals do not recognise what is happening to them or may not have local connections where exploitation is occurring – such as with human trafficking.

All strands of exploitation are known to be hugely under-reported and work has been done locally, through Operation Mantus to make direct contact with potential victims of sexual exploitation. There are around 280 sex workers advertised online for the Cambridge City area, with around 80 workers actively engaging in activity at peak times. Whilst not all of these sex workers will be forced into this work through exploitative measures, there is a major concern that there is an element of exploitation in the city.

In 2016 there were:

- 14 police recorded crimes of human trafficking in Cambridgeshire although none of these were in Cambridge City.
- increases in police recorded child sexual exploitation in Cambridgeshire but again the under-reported nature of this means that the total count of police recorded crimes in the City are still low.

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<sup>3</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/526379/Statutory\\_Guidance\\_-\\_Injunctions\\_to\\_Prevent\\_Gang-Related\\_Violence\\_\\_web\\_.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/526379/Statutory_Guidance_-_Injunctions_to_Prevent_Gang-Related_Violence__web_.pdf)

<sup>4</sup> Home Office, Ending gang violence and exploitation

- 28 crimes with a CSE marker applied which was a substantial increase from 2015 (9 markers applied) although this is likely to be due to increased reporting and improving recording practices within the constabulary due to greater awareness of the issue.

## SEXUAL EXPLOITATION

Sex workers are at a high risk of victimisation because they are isolated and vulnerable in the work they do. Sex working specifically is not illegal, although it can be associated with activities that are, such as exploitation, organised crime and drug use. Since 1990, 152 sex workers have been murdered in the UK and the NPCC lead for Prostitution and Sexual exploitation is clear to point out:

*"The majority of sex workers are not committing offences but they are a vulnerable group that we have a responsibility to protect. The horrendous murder of five young women in Ipswich in 2006 highlighted the need to improve our response to vulnerable sex workers."*<sup>5</sup>

Trafficking and exploitation of sex workers are not a new phenomenon and it is important that a key distinction from Child Exploitation is made. Whilst a number of high-profile cases of Child Sexual Exploitation (CSE) have significantly raised awareness of the issue, the awareness of the wider sexual exploitation of individuals is often limited.

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

Lessons have been learnt through the work investigating CSE. In particular the Child Exploitation and Online Protection Centre (CEOP) clearly stated that agencies were required to proactively look for sexual exploitation if there was any chance of actually identifying it.

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. 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.

## IDENTIFYING AND RESPONDING TO SEXUAL EXPLOITATION

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.

A study<sup>11</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>12</sup>

<sup>5</sup> <http://news.npcc.police.uk/releases/draft-proposals-developed-to-assist-forces-deal-with-sex-work>

Potential signs of vulnerability include<sup>13</sup>:

- drug use
- previously 'looked after' by their local authority
- homelessness or living in temporary accommodation
- known to have been involved in sex working before the age of 18
- have at least one other conviction, often drug possession

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. 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 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.

One of the major difficulties with identifying victims of exploitation through trafficking is that they are often frequently moved around different areas of the Country. This makes it difficult for the Police to identify properties within the City where sexual exploitation may be taking place.

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 sex working and voluntary sector agencies. A review by the Home Office on ending gang violence and exploitation highlighted methods that areas have adopted for ensuring the views of community members help to formulate the local response, including inviting representatives of local organisations such as Neighbourhood Watch to be part of the operational forums.<sup>6</sup> It is recommended that the Partnership consider this option locally.

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## LOCAL RESPONSE TO SEXUAL EXPLOITATION

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>7</sup>

Over the last couple of years, there has been a large increase in intelligence around sex workers, brothels and sexual exploitation. Whilst it should be stressed that not all of this is indicative of human trafficking, there have been some addresses of concern identified by the Constabulary. The work by the Constabulary in this area tends to focus on the women working in these environments and their employers, with a view to identifying whether they are part of larger trafficking or organised crime network. The current intelligence picture suggests that many of these women are

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<sup>6</sup> Home Office, Ending gang violence and exploitation

<sup>7</sup> Cambridgeshire Constabulary, Serious Organised Crime Profile, 2015

not considering themselves victims. Intelligence development is assisting in identifying which women are likely to be at risk and has a focus on sexual exploitation.

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## OPERATION MANTUS

The main response to understanding the nature of sexual exploitation in Cambridge City has been via Operation Mantus which is currently focusing individuals whose services are advertised as escorts in the UK through a number of websites. The platform of the websites is sophisticated and user friendly, allowing customers to identify exactly what they want, where and for how much. Many are operated from outside the UK. The main focus of Operation Mantus is to ensure that the individuals advertising their services are not being trafficked or exploited and that they are operating out of a safe environment.

Officers select individuals advertising services online and arrange visits with them, during which they provide a welfare package, including condoms and information about sexually transmitted diseases. These ad-hoc visits to sex workers help to negate the impact of transience as it allows for direct access to engage with workers when they are known to be in the City.

The main aims of Operation Mantus are to tackle organised activity surrounding exploitation and to ensure the safety of sex workers in Cambridge City. Since the launch of the Operation, the constabulary have already seized £1 million from an organised gang.<sup>8</sup> The aims of helping to build an intelligence picture those who may be exploited has found that a lot of sex workers are from Romania and many don't know how to contact the police.

The Constabulary did keep a track of all Operation Mantus visits in the City but this is now operated at a Force level and the total number of visits are unknown. The Force have reported that they have seen in excess of 150 sex workers in the City.

During the Operation Mantus visits to sex workers, a range of questions are asked of the women to try and establish if they are being trafficked. Below is a summary of the responses from 31 women.

- Duration in the UK varied greatly but was most often less than six months: 3 days (3), 1-2 weeks (2), 2-10 weeks (3), 10-20 weeks (12), Over 20 weeks (11)
- 100% of women knew where they were and could explain how they arrived at the location
- 26/31 women did not know the 999 emergency telephone number
- The phone used to arrange the visit was controlled by a third party for 7 women
- The web profile of 5 of the women in the sample was only accessed by a third party
- Two women did not have money with them
- Two women could not explain how they bank their money
- Seven women did not speak English, and eight spoke only a little

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<sup>8</sup> Cambridge News, Sex in Cambridge city: the Romanian woman trying to provide for her baby <http://www.cambridge-news.co.uk/news/cambridge-news/sex-cambridge-city-romanian-woman-12321044>

These results highlight how quickly women in the sex trade are moved around, with three of the women having only been in the UK for three days. The transient nature of trafficked sex workers also makes it difficult not only to engage with them but to identify with them in the first place.

## CHILD SEXUAL EXPLOITATION

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>9</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 in Appendix C shows the definitions of the different types of CSE.

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

The 2015 annual strategic assessment highlighted how child sexual exploitation had received a lot of national publicity due to a number of high profile cases. It was recommended that the Partnership needs to fully engage with Operation Makesafe, this will enable consistent monitoring of the issue.

## OPERATION MAKESAFE

Operation Makesafe is a monthly meeting led by the police that has been rolled out in a number of areas across the UK including Cambridgeshire. Its purpose is to make communities aware of their responsibilities to report any concerns of CSE to the police. The operation focuses on raising awareness in hospitality, transport, and licensed premises educating staff in the signs to look out for when encountering young people they believe may be at risk of CSE. It also seeks to provide a forum where information relating to observations, themes, and locations may be shared. In practice, however, concerns about individual young people are typically raised via the safeguarding referral form to the MASH (Multi Agency Safeguarding Hub).

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<sup>9</sup> Department for Education 2012 Tackling Child Sexual Exploitation: National Action Plan Progress Report.

In Cambridgeshire, collaboration between partners led to the identification of hotels in Cambridge City where CSE was thought to be occurring<sup>10</sup>. This intelligence allowed the Police to ensure intervention work would take place to visit the hotels in question and train and raise awareness in their hospitality staff.

The police CSE profile reports that victims in Cambridgeshire are typically white females in the 14-16 age group however, in parts of Fenland and Peterborough, there are a number of young Eastern European female victims.

Between March 2016 and February 2017, there was a total of 37 police recorded crimes with a child sexual exploitation marker applied in Cambridge City. This was a substantial increase from the seven crimes that occurred 12 months previous. It is still difficult to know the true extent of CSE in Cambridge City though as data is limited and it is underreported.

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## TACKLING CSE

Barnardo's is the main provider of CSE services in the UK. Much of their work takes place alongside services for missing children as this is often a CSE indicator and involves raising awareness through the provision of training and education to a number of agencies including the police. This is coupled with providing non-judgemental support and advice to the young people affected by CSE.

All their services use the "Four A's" structure<sup>11</sup>:

- **Access** – their services provide a welcoming environment fitted out with home comforts such as a lounge space, showering and washing facilities, and a kitchen.
- **Attention** – each young person is provided with a key worker who stays with them throughout their time with the service.
- **Assertive outreach** – support staff tour areas known to be high risk in order to engage young people who are often unaware of the danger in their situation.
- **Advocacy for young people in need** – staff help young people gain access to key services and act as advocates if the relationship between the young person and service breaks down.

A recent report<sup>12</sup> produced by Barnardo's asks the UK government to do the following:

- raise awareness to enable early identification of CSE
- improve statutory responses to CSE and access to services
- increase the evidence base on the prevalence and forms of CSE
- improve prosecution procedures through the provision of training to legal professionals with an emphasis on victim support

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<sup>10</sup> Cambridgeshire LSCB Annual Report 2015-16 (2016)

<sup>11</sup> Barnardo's (2011) *Puppet on a string: The urgent need to cut children free from sexual exploitation*  
[http://www.barnardos.org.uk/ctf\\_puppetonastring\\_report\\_final.pdf](http://www.barnardos.org.uk/ctf_puppetonastring_report_final.pdf)

<sup>12</sup> Barnardo's (2014) *Report of the Parliamentary inquiry into the effectiveness of legislation for tackling child sexual exploitation and trafficking within the UK*:  
[http://www.barnardos.org.uk/cse\\_parliamentary\\_inquiry\\_report.pdf](http://www.barnardos.org.uk/cse_parliamentary_inquiry_report.pdf)

- give the chairs of LSCBs the power to require local agencies provide them with information to aid profiling and mapping of problem cases
- to create an expert group to support education professionals on the issue

Source: Barnardo's (2014)

Barnardo's have also run campaigns to tackle CSE. One example is the *Cut Them Free* campaign that was signed up to by 66% of England's local authorities. It has been lauded for securing a UK ministerial lead in CSE and a commitment from the Government to develop a national action plan for England that identifies five key areas that are deemed central to tackling CSE<sup>13</sup>:

- Awareness raising
- Understanding what is happening
- Developing a strategic response
- Supporting victims of exploitation
- Facilitating policing and prosecutions.

Furthermore, their work has been successful in introducing offences related to grooming, coercion and control of children to the Sexual Offences Act 2003 thus improving protections for the under 18s<sup>14</sup>.

It is also emphasised that multi-agency working is key to the success of tackling CSE. Consequently Community Safety Partnership environments would act as a suitable forum to work with Local Safeguarding Children Boards and discuss such matters, and the Partnership should make .

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#### CHELSEA'S CHOICE AND TOUGH LOVE

Chelsea's Choice is a theatre production aimed at raising awareness of Child Sexual Exploitation (CSE) amongst all year 9 students across Cambridgeshire. In 2015/16 the tour comprised of 52 performances held across all Cambridgeshire Districts and reached a range of audiences including young people in educational institutions (including secondary and post-16 pupils), community members, those with special educational needs, and professionals. Approximately 6,000 young people, 500 professionals and 70 parents/carers/grand-parents attended performances in Cambridgeshire. Chelsea's Choice toured Cambridge City in February/March 2016.

In 2016, an evaluation of the Chelsea's Choice production and how it had been received was performed. A number of key issues were raised by professionals within this report and these are summarised below:

- Chelsea's Choice focuses on a girls' story. There needs to be work developed to raise awareness for boys
- There are a lack of adults available at the performances for young people to talk to if they have questions or concerns about their relationships

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<sup>13</sup> Barnardo's (2012) *Tackling child sexual exploitation*

[https://www.barnardos.org.uk/tackling\\_child\\_sexual\\_exploitation.pdf](https://www.barnardos.org.uk/tackling_child_sexual_exploitation.pdf)

<sup>14</sup> [http://www.barnardos.org.uk/what\\_we\\_do/policy\\_research\\_unit/research\\_and\\_publications/sexual\\_exploitation\\_research\\_resources.htm](http://www.barnardos.org.uk/what_we_do/policy_research_unit/research_and_publications/sexual_exploitation_research_resources.htm)

- There needs to be greater awareness raising with the community in generally and with specific groups e.g. different professionals working with young people; groups who do not speak English or where English is not a first language
- Need to look at the needs of young people living in care homes and staff working there as they are a high risk group

A more detailed summary of the evaluation can be found in Appendix D, which includes recommendations for future performances. This information may be valuable looking forward in preparation for the Tough Love production.

In addition to the evaluation, anecdotal evidence from discussions at public and professional meetings within the County suggests that the production had a positive impact on local awareness of CSE<sup>15</sup>.

Given the success of Chelsea's Choice, the Partnership have commissioned another production called 'Tough Love' which focussed on relationships, unhealthy relationships and abuse within relationships. Whilst this does not specifically focus on exploitation, there are some cross-over themes between the abuse of a teenage girl within the play and exploitation.

#### CHILD ABUSE IN LOCAL FOOTBALL CLUBS

In December 2016, numerous reports of historic child abuse in UK football clubs gained prominence in the media. At the time of writing, 98 clubs from all tiers of the game had been involved in some way and the police had identified 83 potential suspects<sup>16</sup>. Whilst these reports have been predominantly referred to as *child abuse* cases, the presence of an abuse of trust on the part of a much older perpetrator in a group/club environment would suggest that many of these reported cases display characteristics typical of CSE. Consequently, the Partnership should be aware that the effects of such cases may lead to additional reports locally that may require further investigation. Furthermore, these cast sports groups into the spotlight as possible higher risk environments than previously thought and therefore could be suitable for awareness raising and prevention activities.

#### GANG INVOLVEMENT AND EXPLOITATION

##### YOUNG PEOPLE

Two key indicators of individual vulnerability to exploitation, particularly amongst young people, are gang involvement and 'going missing'<sup>17</sup>. A report by the National Crime Agency in November 2016, on gang violence and exploitation, highlighted that 'county lines gangs pose a significant threat to vulnerable adults upon whom they rely to conduct and/or facilitate criminality.' The close proximity and ease of access from London, where gang activity is most prevalent, makes Cambridge vulnerable.

<sup>15</sup> Meetings attended by Research Group analysts – anecdotal impression

<sup>16</sup> BBC News (15<sup>th</sup> Dec 2016) *Football child sex abuse claims: What has happened so far?:*  
<http://www.bbc.co.uk/sport/football/38211167>

<sup>17</sup> College of Policing definition: Anyone whose whereabouts cannot be established will be considered as missing until located, and their well-being or otherwise confirmed.

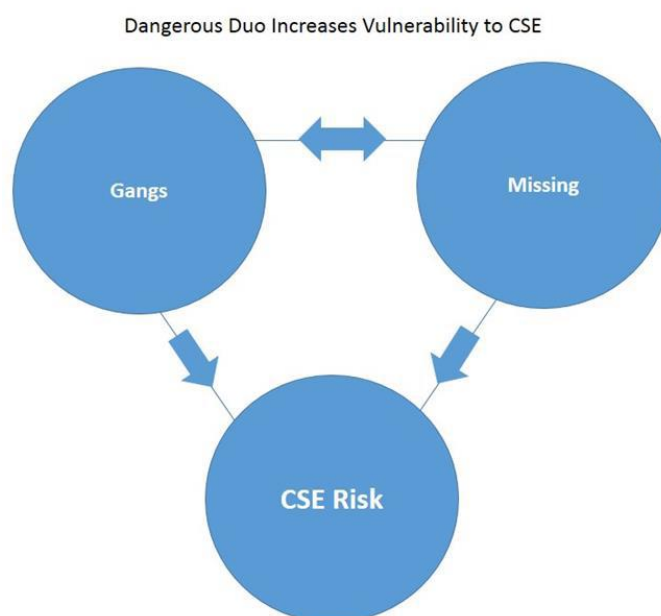
Children, usually from urban areas like Cambridge, are recruited by gangs to courier drugs and money and have reported to have been kept in poor conditions.<sup>18</sup> The true extent of children being exploited by gangs is unclear and it is likely that many children are not safeguarded. It is important to stress that although Child Sexual Exploitation is not generally linked to gang activity, there are clear links (Figure 1).

Research from *Catch 22*<sup>19</sup> highlights that missing children and those associated with gang activity often show similarities in terms of demographics and risk factors. These similarities include:

- First, the peak ages of running away and of becoming involved with gangs is the same, at 15 years old.
- Second, risk factors linked to parenting and difficult family environments are predictors of both going missing and gang involvement.<sup>11</sup>

Research also indicates that experiencing gang involvement or going missing may increase the risk of experiencing the other.

Figure 1: The relationships between gang activity and child sexual exploitation<sup>20</sup>



Going missing should be treated as a warning sign for exploitation and is an area of concern which can be tackled through partnership activity. Catch22 also found that exploitation and coercion are overarching themes linking all the factors pushing or pulling gang-involved children and young people to run away.<sup>21</sup> Professionals working with children that regularly go missing, regardless of their sector, should be trained to understand the safeguarding needs of those vulnerable to gang

<sup>18</sup> National Crime Agency, County lines gang violence, exploitation and drug supply, 2016

<sup>19</sup> <https://www.catch-22.org.uk/wp-content/uploads/2015/07/Catch22-Dawes-Unit-Running-The-Risks-full-report.pdf>

<sup>20</sup> [http://adcs.org.uk/assets/documentation/ADCS\\_ADASS\\_RiP\\_11\\_Dec\\_15.pdf](http://adcs.org.uk/assets/documentation/ADCS_ADASS_RiP_11_Dec_15.pdf)

<sup>21</sup> <https://www.catch-22.org.uk/wp-content/uploads/2015/07/Catch22-Dawes-Unit-Running-The-Risks-full-report.pdf>

exploitation. Within the research, gangs were also found to be exploiting young females by drawing them away from their homes and subjecting them to sexual abuse.<sup>22</sup>

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#### ADULTS VULNERABLE TO GANG-RELATED 'CUCKOOING'

Whilst concern surrounding gang activity is focused on the sexual exploitation risk of young people, there is a strong need to focus on vulnerable adults.

Gangs operating in areas require bases for criminal activity, often drug dealing, and this is often done by taking over addresses of vulnerable adults by force or coercion; a process known as cuckooing. From a base, the gangs quickly establish control as drug users 'hosts' fall into debt and must continue to make their property available to pay back the debt. The National Crime Agency have identified the targeting of adults with mental health problems as a new trend, however this is unsurprising considering the established link between drug users and poor mental health.<sup>23</sup>

Vulnerable adults may or may not come from chaotic home environments and this can increase their risk of being exploited. In addition to this, if they are not able to protect themselves and lack capacity to make safe life style choices due to learning disability, mental health problems or the effects of substance misuse, for example, then they may be targeted by gangs for sexual or material exploitation. This can include using them within criminal activities including storing weapons or drugs at their property.<sup>24</sup>

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#### LOCAL CONCERNS

There is evidence of young people linked to the Youth Offending Service (YOS) that are involved in drug dealing through gangs in Cambridgeshire and Peterborough. This links to the County Lines issues across the country. The YOS currently have a number of young people in custody, or subject to court orders, where there are particular concerns around gang exploitation.

The risk or potential risk of harm to the child may be as a victim, a perpetrator or both - in relation to their peers or to a gang-involved adult in their household. Teenagers can be particularly vulnerable to recruitment into gangs and involvement in gang violence. This vulnerability may be exacerbated by risk factors in an individual's background, including violence in the family, involvement of siblings in gangs, poor educational attainment, or mental health problems.

A child who is affected by gang activity or serious youth violence can be at risk of significant harm through physical, sexual and emotional abuse. Girls and boys may be particularly at risk of sexual exploitation.

*Source: Cambridgeshire LSCB*

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<sup>22</sup> <https://www.catch-22.org.uk/wp-content/uploads/2015/07/Catch22-Dawes-Unit-Running-The-Risks-full-report.pdf>

<sup>23</sup> <http://www.nationalcrimeagency.gov.uk/publications/753-county-lines-gang-violence-exploitation-and-drug-supply-2016/file>

<sup>24</sup> Safeguarding Children, Young People and Vulnerable Adults at risk of Gang Activity, Manchester Safeguarding Children Board

Cambridgeshire LSCB have highlighted that information and local knowledge about specific gangs and groups should be shared and the information sharing across the Community Safety Partnership would be valuable here.<sup>25</sup>

Common issues faced by girls and young women affected by sexual violence by gangs include domestic violence, drug and alcohol misuse, school exclusion and going missing from home.

Children may often be at the periphery of involvement for some time before they become active gang members. Children may also follow older siblings into gang involvement. There are often opportunities for preventative work to be undertaken with children which the CSP could seek to implement or support. The Partnership have helped to raise awareness around child sexual exploitation via the commissioning of Chelsea's Choice but general awareness around wider exploitation of young and vulnerable people is still limited. Working with the LSCB, as suggested in relation to CSE (above), may provide opportunities for the Partnership to contribute further in this area.

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## TACKLING VULNERABILITIES OF GANG INVOLVEMENT

The Home Office have identified six priorities for the police and partner agencies to support the response to tackling Gang Violence and Exploitation. In order to address these priorities, it remains very important that agencies continue to work closely together and have a good understanding of current and emerging local problems and how they can be addressed most effectively.<sup>26</sup> These priorities are:

1. Tackle county-lines: the exploitation of vulnerable people by a hard core of gang members to sell drugs
2. Protect vulnerable locations: places where vulnerable young people can be targeted, including pupil referral units and residential children's care homes
3. Reduce violence and knife crime: including improving the way national and local partners use tools and powers
4. Safeguard gang-associated women and girls: including strengthening local practices
5. Promote early intervention: using evidence from the Early Intervention Foundation to identify and support vulnerable children and young people (including identifying mental health problems)
6. Promote meaningful alternatives to gangs such as education, training and employment

Much of this work is already being carried out locally with focus primarily being on reducing organised criminality rather than on the exploitative element.

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## LOCAL RESPONSE TO ORGANISED GROUPS

There has been a huge amount of work taking place across Cambridgeshire and Peterborough around gang exploitation for young people. It has been accepted that the Child Sexual Exploitation groups and strategies led on by the LSCB and the Local Authority are now re-focussed on Child

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<sup>25</sup> [http://cambridgeshirescb.proceduresonline.com/chapters/p\\_gang\\_activ.html](http://cambridgeshirescb.proceduresonline.com/chapters/p_gang_activ.html)

<sup>26</sup> Home Office, 2016. Ending Gang Violence and Exploitation. <https://www.gov.uk/government/publications/ending-gang-violence-and-exploitation>

Exploitation. This includes CSE, gang exploitation, missing and trafficked young people. There are a range of strategic processes now in place linked to the CSE strategy groups, multi-agency CSE risk groups as well as the Organised Crime Group, and the CSP may wish to consider ways in which their intelligence through partnership working can feed into these groups.

The Youth Offending Service (YOS) have worked closely with the Romsey Mill, in Cambridge, who have had a link with wider agencies to co-ordinate knowledge and intervention around young people involved in gangs. Further work will be following around gang based interventions, with members of the YOS going to London to meet up with local groups and youth offending teams to find out the type of work they are delivering.

In Cambridge City, the Constabulary have looked to tackle organised activity, including amongst young people, through the establishment of an organised crime working group. This brings together multiple agencies to discuss individuals, known or suspected to be involved in organised criminality in the city. The focus of this group is not on exploitation specifically but, as already discussed, there are often cross-overs between wider organised criminality and exploitation. The organised crime group meetings have developed their focus to the disruption of organised crime groups and preventing young people from entering serious and organised crime.

## END OF YEAR REVIEW

Key crime trends relevant to the priorities of the Partnership are monitored via the quarterly Crime and Disorder Monitoring report and this is contextualised by quarterly updates by the priority area leads. This section of the report will look to summarise key trends which have emerged and highlight emerging issues for consideration by the Partnership.

## OVERALL CRIME

Cambridge City has seen increases in the total count of police recorded crimes over the last 5 years. As Figure 2 below shows, there have been year on year increases in police recorded violence since 2013.

Figure 2: Monthly count and average monthly count (per year) of police recorded crime in Cambridge City, January 2011 to January 2017

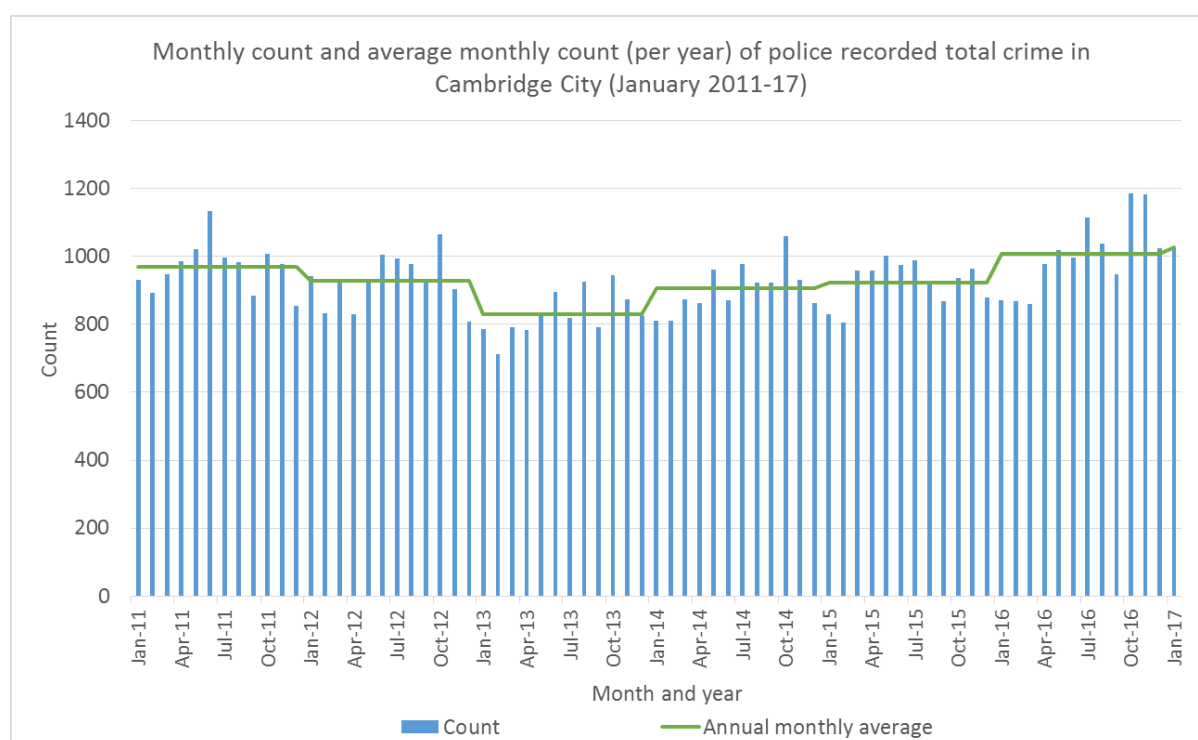
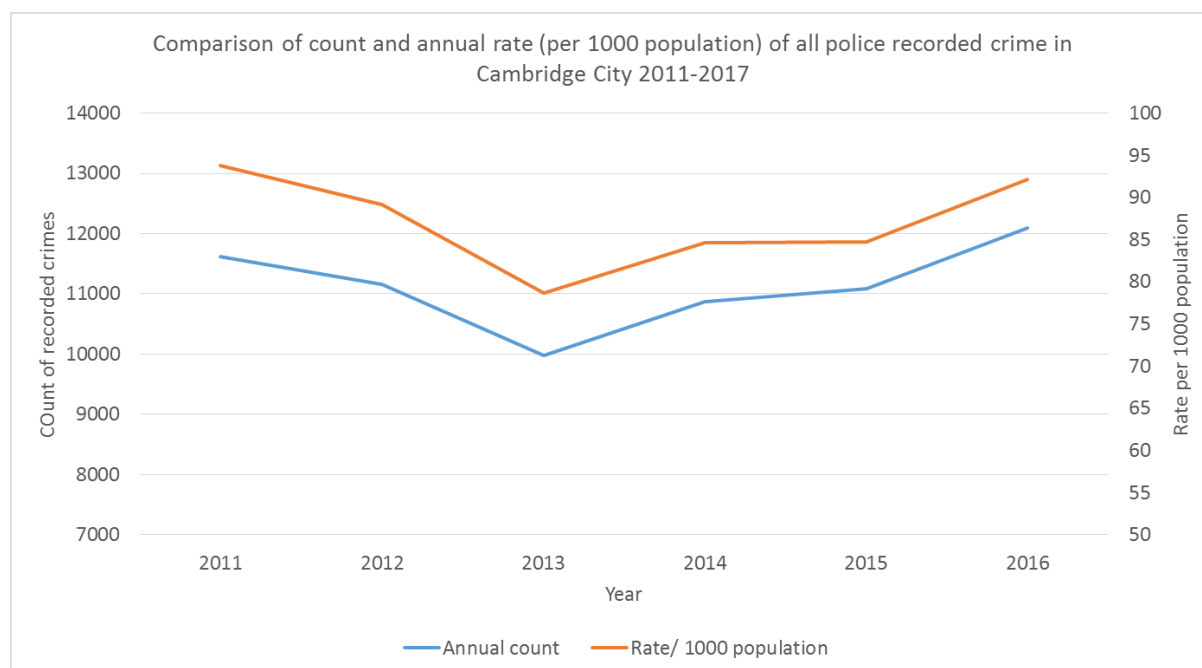


Figure 3 overleaf compares total crime count and rate per 1,000 population and shows that the decreases and increases in count and rate are mirrored, indicating that there have been genuine increases in the number of crimes recorded over time (if population increases were responsible for the increases in the count of crimes we would expect the rate to remain stable over time which it clearly has not).

Increases in the volume of police recorded crime in Cambridge City, and across the country overall, are generally attributed to improved recoding practices by the Constabulary brought about by the 2014 HMIC inspection and subsequent report “Crime recording: making the victim count”, rather than increases in the population of the city. Given the lack of comparable rises in the statistics reported by Crime Survey for England and Wales it is reasonable to assume that the HMIC inspection has indeed had a large impact on police recorded crime. However, it is worth noting that recording

practises can vary between force areas and thus the proximate cause of rises at the local level are less well understood, and the Partnership should not be complacent in making assumptions about observed rise, taking note of any variations from what is expected.

Figure 3: Comparison of count and rate (per 1000 population) of all police recorded crime in Cambridge City 2011-2017



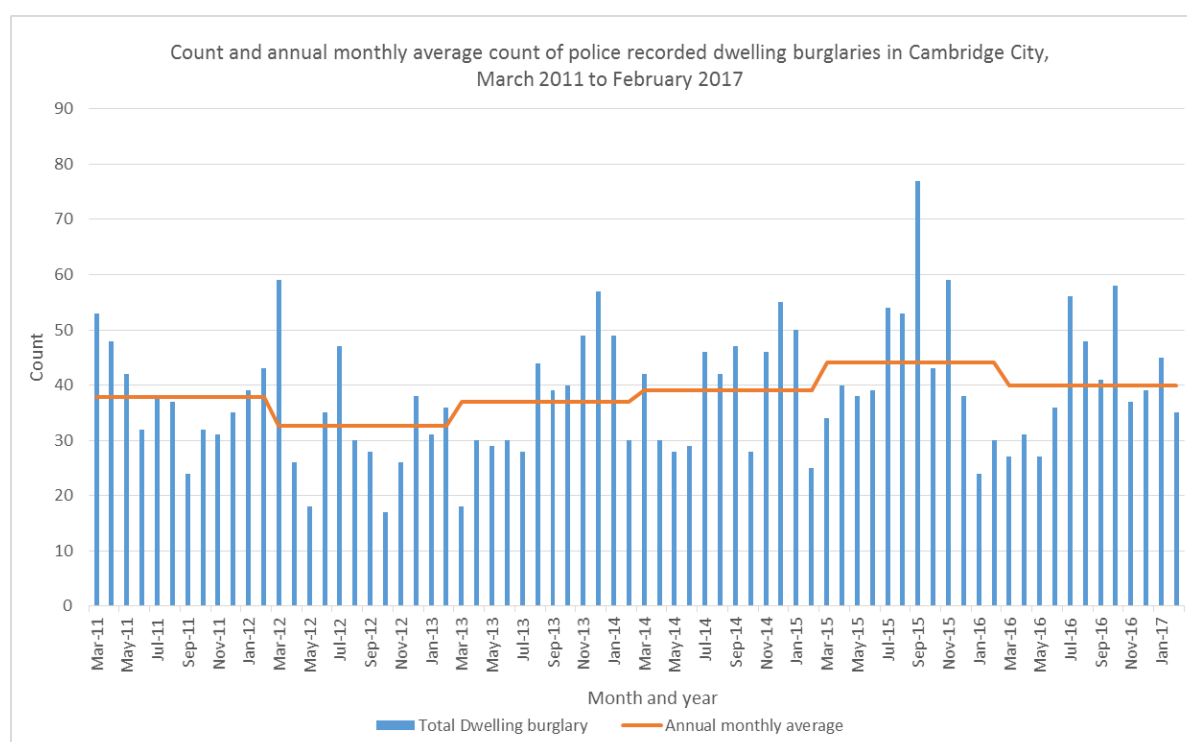
## EXISTING PRIORITY AREAS

### DWELLING BURGLARY AND PERSONAL PROPERTY CRIME

The quarter one strategic assessment highlighted to the partnership that there have been large decreases in personal property crime over the past 10 years nationally, which have been mainly attributed to increased security measures, especially for dwelling burglary and vehicle crime. Further substantial decreases will be more difficult and may rely more on encouraging target hardening through behaviour change.

Figure 4 overleaf, offers the Partnership an update of police recorded dwelling burglary in Cambridge City. Between March 2016 and February 2017, there was a 9% reduction when compared to the previous 12 months. There had been increases for three years in recorded dwelling burglary in the City, prior to this. Decreases should be monitored going forward.

Figure 4: Police recorded dwelling burglaries in Cambridge City, 2011-2017



The Partnership were recommended to view the dynamics of the stolen goods market as a whole, rather than one particular offence type, as this can reveal ways of causing a disruption to local markets.

#### ANTI-SOCIAL BEHAVIOUR WITHIN VULNERABLE GROUPS

Overall, the long term trend for total ASB police incidents continues to decline, however an increase was recorded last year but there is still less ASB than there was six years ago. Between March 2016 and February 2017, there was a total of 4,721 police recorded ASB incidents in Cambridge City which amounts to 34.7 incidents per 1,000 population. Table 1 offers a breakdown of recorded ASB incidents by annual count and rate per 1,000 population for the last six years, which highlights that despite an increase in the total number of recorded incidents they are still comparably low.

Table 1: Count and rate per 1,000 population of police recorded Anti-Social Behaviour incidents in Cambridge City, 2011/12-16/17 (March-Feb)

| Year (March-February) | # of incidents | Rate per 1,000 population |
|-----------------------|----------------|---------------------------|
| 2011/12               | 6,330          | 51.6                      |
| 2012/13               | 5,068          | 40.5                      |
| 2013/14               | 4,707          | 37.2                      |
| 2014/15               | 4,377          | 34.1                      |
| 2015/16               | 4,154          | 31.7                      |
| 2016/17               | 4,721          | 34.7                      |

### Complex ASB cases

A variety of factors, and combinations thereof, influence the level of each individual's vulnerability. This in turn can determine the severity of the impact felt by victims. Work on complex cases highlights that perpetrators also display vulnerabilities and often require support. Keeping a focus on risk will improve safeguarding of vulnerable individuals. 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 complexity of ASB cases impacts negatively on workload and speed of progress for the Safer Communities team. Mental ill-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 cases 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; a problem when resolution relies heavily on strong partnership working.

The mental ill-health of both victims and perpetrators continues to be a concern expressed by frontline officers when dealing with complex ASB cases. The Safer Communities team at the Cambridge City Council has made good progress on ASB reported in the CB1 development, in particular. 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.

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. A more consistent approach to E-Cins use across agencies would potentially improve efficiencies for all partners, identify vulnerabilities and risks that might otherwise go unidentified, and make monitoring of the overall caseload more effective.

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### ALL VIOLENCE INCLUDING DOMESTIC ABUSE

Between March 2016 and February 2017, there was a total of 1,961 domestic abuse incidents in Cambridge City which was an increase of 13% (1,739 incidents) on the 12 months previous.

Coercive control was defined and included in the definition of domestic abuse in 2015, with the first prosecutions occurring in the county late last year. There have been no prosecutions in Cambridge City yet. The Partnership should look to raising awareness around coercive control and the methods employed by perpetrators. Focussing on professionals who need to be able to detect coercive control may help victims more immediately and result in trickle down dissemination of knowledge.

In 2016, the Home Office released their strategy for ending violence against women and girls (VAWG). Subsequently there has been a county-wide VAWG strategic assessment and county-wide action plan has resulted and is open for consultation. The new action plan will impact on the responsibilities of the Partnership in relation to VAWG. The Partnership should consider the recommendations of the county wide VAWG needs assessment and a thorough understanding of the recommended actions within the draft VAWG action plan. As the actions stand, they will require changes in the way that individual CSP's work in relation to VAWG. The release of the VAWG strategy highlights the need for the Partnership to be alert to the other issues under the VAWG definition (such as female genital mutilation or FGM) especially given the ethnic diversity within the City.

Data from primary care on domestic abuse is not collected centrally, or consistently in practices, and this remains a gap in the picture of domestic abuse across Cambridge City. Discussions with a selection of GP's in Cambridge City has highlighted a diverse range of understanding around issues of domestic abuse. The introduction of domestic abuse and sexual violence champions within GP locality groups would help ensure key messages were being understood. The Partnership could offer support by encouraging conversations between lead officers and locality groups to help make this a reality.

## EMERGING ISSUES

### CAMBRIDGESHIRE AND PETERBOROUGH OFFENDER NEEDS ASSESSMENT

A force wide offender joint strategic needs assessment analysis is due for release in May 2016. The purpose of this needs assessment is to inform the Office of Police Crime Commissioner's commissioning intentions, as well as future system-based work, policies and strategies around offending prevention and management in Cambridgeshire and Peterborough. Information will provide a baseline understanding of offending prevention and management needs, trends and potential changes in the future. Key audiences for this work include the OPCC, Cambridgeshire Constabulary, local government, Community Safety Partnerships and HMIC.

The assessment will have two clear aims:

- To assess current and future needs of offending prevention and management across Cambridgeshire and Peterborough, focusing on the wider system impact and demand.
- To carry out an evidence-based options appraisal to improve the approach of current and future systems to offending and re-offending

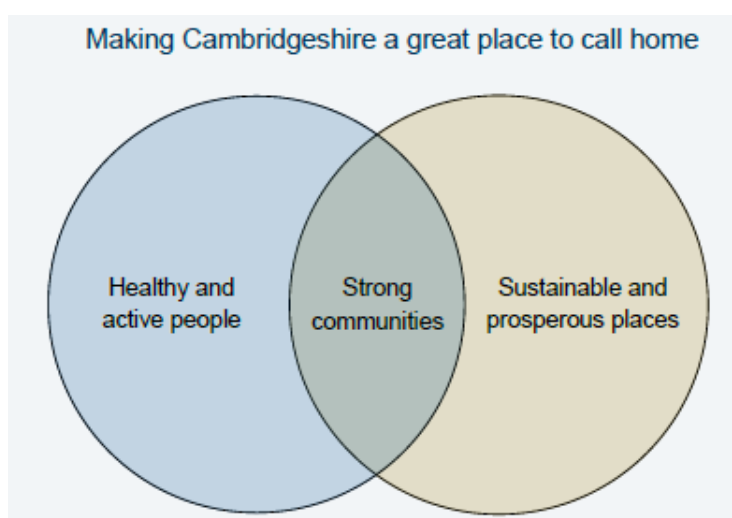
As this work will help to inform future service provision around offending the Cambridgeshire and Peterborough, the Partnership should have a strong sight of the key findings of the report as this will help to target those who cause most harm.

### COUNTY-WIDE COMMUNITY RESILIENCE STRATEGY

In early 2016, Cambridgeshire Public Services Board (CPSB) discussed a paper outlining the Cambridgeshire County Council's strategy for building resilient communities – *Stronger Together*<sup>27</sup>. The County Council's planned activity was discussed, as well as opportunities for work across the Partnership. The document outlined the Council's vision for the future which is set within the wider context of business planning and pressure to resource and is focussed on what the Council aims to achieve. The vision for future planning is:

<sup>27</sup> [http://www.cambridgeshire.gov.uk/downloads/file/4176/community\\_resilience\\_strategy](http://www.cambridgeshire.gov.uk/downloads/file/4176/community_resilience_strategy).

Figure 5: Cambridgeshire County Council's vision for future resilience



Source: Stronger Together Cambridgeshire County Council's Strategy for Building Resilient Communities, October 2015.

The Council's vision and framework for community resilience was to focus on six key areas, each of which defined key achievements to be delivered by 2020:

- **Communication** – improving the collection of local communication, knowledge, and information to ensure activities and services are accessible on a very local level e.g. through *Community Hubs*.
- **People helping people** – strengthening community support networks through improving the recruitment and management of local volunteers in order to coordinate and optimise opportunities.
- **Council Members** – as community leaders, members should play an important role in engaging communities on a local level as well as acting as an advocate for the community.
- **Our workforce** – through the provision of training and an apt recruitment process, Members of Council and staff will learn to tackle issues using a strength-based approach.
- **Community spaces** – engagement should take place in shared community spaces, such as libraries or children centres, where council team, partners, organisations from the voluntary sector and community groups may all work together.
- **Partnerships** – through working in partnership with community stakeholders, the County Council may be able to develop a successful strategy to enhance community resilience. At present this mainly focuses on the role of the County Council and LGSS (Local Government Shared Services), however, in the future, this may also be extended to include organisations from statutory, voluntary, and business sectors.

There are clear areas of overlap with the partnerships priorities, in particular 'people helping people', 'communications' and 'community spaces'. Working in partnership with Cambridgeshire County Council could deliver added value in the area of community resilience. The Partnership should be mindful not to create duplication of work and to clearly establish which partner is leading on delivery of individual work streams.

In a County Council update to Chief Officers in December 2016<sup>28</sup>, it was discussed that the priorities for the year ahead are:

### **1. Community hubs**

Consult with the public to further develop a hub model of community spaces which would be the first port of call for the local community, rationalising the use of existing buildings such as libraries and Children's Centres, and joining with partners where possible around local community spaces. Similar models exist within the County already, for example the Ramsey Hub in Huntingdonshire which opened in 2011 and host a range of statutory services.

### **2. Cambridgeshire Communities Innovation fund<sup>29</sup>**

Launched in late 2016 in partnership with Cambridgeshire Community Foundation. This is a fund for the voluntary, community and social enterprise sectors, and any other public sector organisation in Cambridgeshire with big ideas for transformative preventative work. The fund is open throughout 2017, and is currently looking for proposals which aim to achieve the following:

- Increased capacity within communities to help others, so that people and communities become more resilient
- Reduce the need for people to use Council services
- Demonstrate the social value of the actions undertaken, and the impact on outcomes for the most vulnerable people in our communities.

### **3. Communities Board**

The County Council also aims to create a Communities Board across Cambridgeshire and Peterborough. This will bring together key partners at a strategic level, maximising opportunities to collaborate and pooling ideas and resources together to build stronger communities, for example the development of community hubs.

This report should be used, therefore, to help to identify areas for improvement and best practice at a local level that may feed into this Community Board. Recommendations and discussion may provide an opportunity for the Community Safety Partnership to help shape the countywide approach to community resilience. Understanding the behaviours, motivations and knowledge of local people and what they want will help direct the local, county, voluntary sectors and what is required.

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<sup>28</sup> From: Sarah Ferguson, Service Director, CCC – 14/12/2016.

<sup>29</sup> <http://www.cambscf.org.uk/ccif.html>.

## APPENDIX A: PERFORMANCE TABLE

### Cambridgeshire Constabulary - Recorded Crimes

Select Area:

Vulnerable view only:

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 | Apparent Change |
|------------------------------------------------------------------------------------------------------------------------------------|----------------|--------|--------------|--------|----------------|-----------------|
|                                                                                                                                    | From           | To     | From         | To     |                |                 |
|                                                                                                                                    | Mar-15         | Feb-16 | Mar-16       | Feb-17 |                |                 |
| All Crime                                                                                                                          | 11,194         |        | 12,397       |        | 1,203          | + 10.7%         |
| All Crime (excl Action Fraud)                                                                                                      | 11,194         |        | 12,397       |        | 1,203          | + 10.7%         |
| Crimes with a vulnerable victim                                                                                                    | 1,683          |        | 1,977        |        | 294            | + 17.5%         |
| Burglary Dwelling                                                                                                                  | 529            |        | 480          |        | -49            | - 9.3%          |
| Child Abuse                                                                                                                        | 109            |        | 141          |        | 32             | + 29.4%         |
| Child Sexual Abuse                                                                                                                 | 0              |        | 22           |        | 22             | No Calc         |
| Child Sexual Exploitation                                                                                                          | 7              |        | 37           |        | 30             | + 428.6%        |
| Domestic Abuse                                                                                                                     | 769            |        | 1,052        |        | 283            | + 36.8%         |
| Human Trafficking                                                                                                                  | 0              |        | 0            |        | 0              | No Calc         |
| Cyber Crime                                                                                                                        | 58             |        | 64           |        | 6              | + 10.3%         |
| Safeguarding of Vulnerable Adults                                                                                                  | 40             |        | 55           |        | 15             | + 37.5%         |
| Victim Based Crime                                                                                                                 | 10,063         |        | 10,894       |        | 831            | + 8.3%          |
| All Violence Against The Person                                                                                                    | 2,080          |        | 2,579        |        | 499            | + 24.0%         |
| Homicides                                                                                                                          | 1              |        | 1            |        | 0              | No Calc         |
| Violence with injury                                                                                                               | 750            |        | 837          |        | 87             | + 11.6%         |
| Violence without injury                                                                                                            | 1,329          |        | 1,741        |        | 412            | + 31.0%         |
| Modern Slavery                                                                                                                     | 0              |        | 0            |        | 0              | No Calc         |
| All Sexual Offences                                                                                                                | 260            |        | 283          |        | 23             | + 8.8%          |
| Serious Sexual Offences                                                                                                            | 203            |        | 222          |        | 19             | + 9.4%          |
| Rape                                                                                                                               | 92             |        | 91           |        | -1             | - 1.1%          |
| Sexual Assaults                                                                                                                    | 103            |        | 105          |        | 2              | + 1.9%          |
| Other Serious Sexual Offences                                                                                                      | 8              |        | 26           |        | 18             | + 225.0%        |
| Other Sexual Offences                                                                                                              | 57             |        | 61           |        | 4              | + 7.0%          |
| All Robbery                                                                                                                        | 100            |        | 117          |        | 17             | + 17.0%         |
| Robbery (Business)                                                                                                                 | 7              |        | 14           |        | 7              | + 100.0%        |
| Robbery (Personal)                                                                                                                 | 93             |        | 103          |        | 10             | + 10.8%         |
| Theft Offences                                                                                                                     | 6,505          |        | 6,818        |        | 313            | + 4.8%          |
| Burglary Dwelling                                                                                                                  | 529            |        | 480          |        | -49            | - 9.3%          |
| Burglary Non Dwelling                                                                                                              | 481            |        | 459          |        | -22            | - 4.6%          |
| Burglary Shed/Garage                                                                                                               | 250            |        | 252          |        | 2              | + 0.8%          |
| Burglary Commercial                                                                                                                | 231            |        | 206          |        | -25            | - 10.8%         |
| Aggravated Burglary Non Dwelling                                                                                                   | 0              |        | 1            |        | 1              | No Calc         |
| Shoplifting                                                                                                                        | 1,049          |        | 998          |        | -51            | - 4.9%          |
| Theft from the Person                                                                                                              | 294            |        | 387          |        | 93             | + 31.6%         |
| Theft of Pedal Cycles                                                                                                              | 2,167          |        | 2,260        |        | 93             | + 4.3%          |
| Vehicle Crime                                                                                                                      | 623            |        | 934          |        | 311            | + 49.9%         |
| Vehicle Taking                                                                                                                     | 84             |        | 112          |        | 28             | + 33.3%         |
| Theft from a Vehicle                                                                                                               | 498            |        | 767          |        | 269            | + 54.0%         |
| Vehicle Interference                                                                                                               | 41             |        | 55           |        | 14             | + 34.1%         |
| All other theft offences                                                                                                           | 1,362          |        | 1,300        |        | -62            | - 4.6%          |
| Making off without payment                                                                                                         | 66             |        | 86           |        | 20             | + 30.3%         |
| Theft in a Dwelling                                                                                                                | 118            |        | 120          |        | 2              | + 1.7%          |
| Other theft offences                                                                                                               | 1,178          |        | 1,094        |        | -84            | - 7.1%          |
| All Criminal Damage                                                                                                                | 1,118          |        | 1,097        |        | -21            | - 1.9%          |
| Criminal Damage to Dwellings                                                                                                       | 247            |        | 226          |        | -21            | - 8.5%          |
| Criminal Damage to Other Buildings                                                                                                 | 157            |        | 123          |        | -34            | - 21.7%         |
| Criminal Damage to Vehicles                                                                                                        | 433            |        | 418          |        | -15            | - 3.5%          |
| Criminal Damage Other                                                                                                              | 239            |        | 293          |        | 54             | + 22.6%         |
| Racially Aggravated Criminal Damage                                                                                                | 1              |        | 2            |        | 1              | + 100.0%        |
| Arson                                                                                                                              | 41             |        | 35           |        | -6             | - 14.6%         |
| Other Crimes Against Society                                                                                                       | 1,131          |        | 1,503        |        | 372            | + 32.9%         |
| All Drugs Offences                                                                                                                 | 474            |        | 440          |        | -34            | - 7.2%          |
| Drugs (Trafficking)                                                                                                                | 86             |        | 126          |        | 40             | + 46.5%         |
| Drugs (Simple Possession)                                                                                                          | 386            |        | 306          |        | -80            | - 20.7%         |
| Drugs (Other Offences)                                                                                                             | 2              |        | 8            |        | 6              | + 300.0%        |
| Possession of Weapons Offences                                                                                                     | 61             |        | 102          |        | 41             | + 67.2%         |
| Public Order Offences                                                                                                              | 471            |        | 793          |        | 322            | + 68.4%         |
| Miscellaneous Crimes Against Society                                                                                               | 125            |        | 168          |        | 43             | + 34.4%         |
| All Racially Aggravated Crime                                                                                                      | 109            |        | 178          |        | 69             | + 63.3%         |
| All Racially Aggravated Violence                                                                                                   | 104            |        | 175          |        | 71             | + 68.3%         |
| All Racially Aggravated Harassment                                                                                                 | 4              |        | 1            |        | -3             | - 75.0%         |
| Racially Aggravated Criminal Damage                                                                                                | 1              |        | 2            |        | 1              | + 100.0%        |
| Hate Crime                                                                                                                         | 146            |        | 260          |        | 114            | + 78.1%         |
| Personal Property Crime                                                                                                            | 3,140          |        | 3,638        |        | 498            | + 15.9%         |
| Business Crime                                                                                                                     | 1,515          |        | 1,712        |        | 197            | + 13.0%         |
| Knife/Sharp Instrument                                                                                                             | 158            |        | 191          |        | 33             | + 20.9%         |
| Rape incidents (N100 - not reportable to police)                                                                                   | 20             |        | 9            |        | -11            | - 55.0%         |
| Crimes not reportable to the Home Office                                                                                           | 207            |        | 240          |        | 33             | + 15.9%         |
| Alcohol-related Violence (excl Serious Sexual Offences and Domestic Abuse)                                                         | 406            |        | 473          |        | 67             | + 16.5%         |
| Violent Crime (excl Serious Sexual Offences and Domestic Abuse)                                                                    | 1,635          |        | 1,962        |        | 327            | + 20.0%         |

## APPENDIX B: ALL RECOMMENDATIONS FROM 2016/17 ASSESSMENTS

### *Quarter 1: Personal Property Crime*

#### **Victims**

- Explore different avenues for engaging with potential victims from different demographics, such as: the unemployed, students and international students.
- Continue to support awareness raising amongst students by engaging colleges, especially targeting hotspot areas for different crime types.
- Investigate avenues for engaging students in awareness raising, such as the most effective ways of reaching the wider student population e.g social media, student events etc
- Review awareness raising campaigns for members of the public to ascertain if all the opportunities to disrupt stolen good markets are being taken. Monitoring the effect of such campaigns on outcomes and convictions will help refine which campaigns are most effective and worthy of regular roll-out.

#### **Offenders**

- Support the restorative justice approach by providing support, such as locations for mediation meetings
- Consider the option of using 'traps' to facilitate the disruption of the market for stolen property, using information about crime hotspots for each crime type.

#### **Dwelling burglary**

- Focus target hardening around dwelling burglary around hotspots and at areas identified as at higher risk by the Mosaic profiling tool. i.e. 'young, well-educated city dwellers' and 'middle income families living in moderate suburban semis'
- Continue cocooning for dwelling burglary
- Consider broadening target hardening to include landlords, to improve preventative measures for tenants.

#### **Personal robbery**

- Consider further opportunities to apply a variation of cocooning activities to increase vigilance and victim safety for other crime types, especially theft from the person and robbery
- Monitor personal robbery volumes and locations to evaluate the impact that the new street lighting regimen has on personal robbery (and other crimes) around the City. In this way they will be responding to the concerns of residents of and visitors to the city, and enable quick response to any safety concerns that may arise.
- Monitor the impact of any local improvements that potentially improve public pride and confidence to enable evaluation on the impact on crime. In this way determine which improvements could be used to improve crime rates in locations of crime hotspots.

## *Quarter 2: ASB within vulnerable groups*

### **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.

## *Quarter 3: All violence including domestic abuse*

- The Partnership should look to raising awareness around coercive control and the methods employed by perpetrators. Focussing on professionals who need to be able to detect coercive control may help victims more immediately and result in trickle down dissemination of knowledge.

- The partnership should consider the recommendations of the county wide VAWG needs assessment and a thorough understanding of the recommended actions within the draft VAWG action plan. As the actions stand, they will require changes in the way that individual CSP's work in relation to VAWG.
- The release of the VAWG strategy highlights the need for the Partnership to be alert to the other issues under the VAWG definition (such as female genital mutilation or FGM) especially given the ethnic diversity within the City.
- The Partnership should consider trying to facilitate communication between key domestic abuse stakeholders and agencies locally, and assert that better understanding of the referral pathways into the MARAC may lead to reducing risk to victims.
- The Partnership should continue to try and strengthen the relationships between local GPs and other stakeholders to improve communication and knowledge around domestic violence.
- The introduction of domestic abuse and sexual violence champions within GP locality groups would help ensure key messages were being understood. The Partnership could offer support by encouraging conversations between lead officers and locality groups to help make this a reality.

## APPENDIX C: DEFINITIONS OF CSE

*Barnardo's definition of child sexual exploitation (Source: Adapted from Cambridgeshire LCSB CSE Strategy quoting Barnardo's)*

| <b>Type of CSE</b>                                            | <b>Description</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|---------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <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 associate's. Sometimes this can be associated with gang activity but not always                                                                                                                                                                                                                                                                                                        |
| <b>Organised/networked sexual exploitation or trafficking</b> | 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. |

## APPENDIX D: EXTRACT FROM CHELSEA'S CHOICE EVALUATION 2015/16

*Extract from Chelsea's Choice Cambridgeshire 2015/6 Summary and Evaluation (Hanby, 2016) document.*

### Comments and Recommendations for the Future

1. Young people and adults agreed that the Chelsea's Choice performance was an effective way to present the difficult issues related to CSE; that the play was well performed and the actors were suitably knowledgeable. However, the programme could be improved if...

- More parents were to see it. We have examples of good practice in recruiting parents to community performances e.g. direct promotion via staff working with individual parents; using parent mail and school websites in primary and secondary schools; promotion via e-cops and promotion in key work places
- There was more/more effective follow up work that could counter inaccurate messages; allay fears and put risks of CSE into perspective; help young people to identify adults who they can talk to and help young people learn more about healthy relationships. Support and information to help with follow up work was available to schools and others but there is no evidence that this was taken up

Young people said the actor led discussions were too big for them to engage with. Feedback from young people suggests that useful follow up would ...

- take place soon after the show
  - take place in small groups e.g. tutor groups so they feel more comfortable and have more time to think about questions
  - allow time after the show for them to process what they have seen before being put on the spot and expected to have an answer
  - provide information on who to talk to; specific to their area and not just in school
  - help them identify healthy and unhealthy relationships; how to avoid them and how to get out of them
  - address other types of CSE
2. There were a limited number of disclosures raised directly by the performances and these were dealt with using appropriate referral pathways (school or locality). However, in the evaluations there were a small but significant number of responses where young people said they had concerns about someone they know. We do not know if these were followed up – where there is little or inadequate follow up there is less opportunity for young people to follow up these concerns and bring them to the attention of services
  3. The range of professionals attending workshops and performances suggests this is a topic of interest for a wide range of agencies. It would be useful to look in detail at how agencies can work better together to promote awareness messages and offer support for young people. For example, a midwife attending a community event was interested in how her service could identify young women at risk and provide a safe route to disclose
  4. Comments from staff in some settings suggest Chelsea's Choice is not appropriate for some young people as it is 'too close to home' others report that young people say it is not relevant to them and we know that some young people (especially older boys) left the

performances. How do we address complacency and offer support to vulnerable groups if Chelsea's Choice is not appropriate?

5. All the professionals' workshops were well attended but those hosting performances were not well represented. This meant they did not preview the show (some had seen it before); were reliant on e-mail communications re the directory and follow up support and did not have an opportunity to engage face-to-face with people who could support follow up. For Project Workers this meant they had to make individual arrangements with lead contacts which was time consuming
6. Participation in both the immediate and 3 month evaluation was patchy. Best responses were received in Fenland and South Cambs where evaluations were led by strong project workers.

Where number of settings were relatively small, focus group interviews proved useful. In South Cambs and City where the number of settings made this approach prohibitive a Smart Survey was used. This had a good response especially in South Cambs and provided good information. The questions have now been tested and can be used in future evaluations

7. Young people across the county were largely unaware of where they could get more help/information or find someone to talk to. Often they were not aware of services in their own school
8. The theatre company like to stage the play on the same level as the audience. Where audience numbers were over 30 this made visibility difficult and resulted in some young people disengaging – it would be useful to make a recommendation to all settings in future to request performances for larger audiences to take place on a raised stage

#### **Recommendations**

1. This evaluation report to be sent to all lead contacts from the 2015/6 tour
2. Task Groups to be set up in each area to promote joint working and to maximise contacts and support the Project Worker
3. All 'hosts' should attend pre-show workshops and previews
4. There should be more effective follow up in all settings based on feedback from young people. It should...
  - Take place soon after the show
  - Take place in small groups e.g. Tutor Groups
  - Leave time after the show to allow the audience to process what they have seen
  - Provide information on who to talk to that is specific to the area and is not just school based
  - Provide information on healthy relationships - what is an unhealthy relationship?
  - How to avoid them and how to get out of them
  - Include discussion on other types of CSE

Consideration should be given to supporting a healthy relationships package that can be offered as part of any future CSE drama package

5. More parents should be recruited to attend community performances

- Partner organisations who have staff working directly with parents should be encouraged to promote performances with people they are working with and support them to attend if necessary eg by accompanying them to performance
  - Local opportunities to promote events in different communities should be identified – what are the key channels of communication in different areas – eg E cops; community newsletters
  - Primary and secondary schools should promote CSE work and community events on web pages and through parent mail – this should be more than just advertising
  - Thought should be given to venues for community events – can they be hosted by a major employer? Will they encourage staff to attend as well as inviting public in
  - Messages and promotion should consider how opportunities can be sold to different groups
6. Consideration should be given to how to reach and support young people for whom Chelsea's Choice or other powerful dramas are not appropriate
  7. The Smart Survey evaluation piloted in South Cambs and City be used as the main evaluation tool across all projects
  8. Performances where the audience number is above 30 should take place on a stage to enhance visibility
  9. Consideration should be given to how services can work better together to take advantage of opportunities to raise awareness of CSE and provide 'safe' and 'trusted' routes to disclose or raise concerns

## ADDITIONAL RESOURCES

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