

# COMMUNITY SAFETY STRATEGIC ASSESSMENT

## QUARTER TWO: EXPLOITATION, COHESION, AND COMMUNITY ENGAGEMENT

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## INTRODUCTION

The purpose of this strategic assessment is to provide the East Cambridgeshire Community Safety Partnership (ECSP) with an understanding of the crime, anti-social behaviour, and substance misuse issues affecting the district. 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	Children & young people	June and July	July 2015
2	Exploitation, Cohesion and Community Engagement	July to September	October 2015
3	Vulnerability & risk	October to December	January 2016
4	End of year review	January to March	April 2016

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/east>

## ADDITIONAL DATA

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

The victim offender interactive pyramid, which presents an age and gender profile at district level can be accessed here

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

## KEY FINDINGS

Exploitation in the form of modern slavery and human trafficking are currently high profile issues receiving a lot of media attention. In Cambridgeshire, and Peterborough, they are emerging issues that have been revealed as occurring in other districts by recent police and multi-agency operations, such as Operation Pheasant. In light of this the East Cambridgeshire Community Safety Partnership determined that the existence of, and opportunity for exploitation, in East Cambridgeshire, should be examined. This document aims to inform this process.

There has not been much recent investment in Community Engagement within East Cambridgeshire. This is an area that the Officer Support Group has been particularly interested in developing, and so it is examined in the context of East Cambridgeshire in this report. However, the documentation of the successes of past efforts is scarce so it is not easy to determine what has worked before within the district. However national evidence shows that community cohesion would improve from successful engagement, which in turn has the potential to decrease crime, increase local intelligence gathering, and improve quality of life within the district.

- There is no current or historical evidence for exploitation, of any kind, occurring to adults in East Cambridgeshire, **but** it is likely that pro-active investigation would uncover cases, as has been discovered in other locations across Cambridgeshire where a similar demographic context exists compared to East Cambridgeshire.
- Under-reporting on issues of exploitation, along with other crimes, from migrant communities could be addressed through community engagement
- Slight increases in hate crimes might be early indicators of reducing cohesion, around 50% of which is not racially or religiously motivated.
- The migrant worker profile indicates that there may be increases in the number of Romanian nationals coming to find work in East Cambridgeshire. Generally however the migrant worker profile for East Cambridgeshire has displayed consistencies over the past five years with 75% of workers arriving from five key countries, being predominantly male and aged 18-34 yrs age.
- East Cambridgeshire displays similarities to neighbouring districts in terms of the structure of the migrant worker population in terms of nationality, gender and age. With the same nine countries featuring as predominant across the districts. However, East Cambridgeshire has received significantly less NINo registrations than its neighbouring districts overall.
- Community engagement activities in Soham have been well received by the Polish Community, and show great potential for future development and expansion.
- More extensive and sustained efforts for community engagement are missing from East Cambridgeshire compared to the level of activity in other districts.
- There are lessons to be learned from other similar areas e.g. from the work of the Rosmini Centre in Wisbech.

## RECOMMENDATIONS

### *Exploitation*

- Undertake awareness raising on the vulnerabilities and risk factors as signposts to exploitation.
- Open communications with a range of agencies about sharing information about vulnerabilities and risk factors. Explore the possibility of using ECINS to these ends.
- Review registration requirements by landlords of houses of multiple occupancy.
- Continue to build intelligence and monitor migrant worker movements.

### *Cohesion and Community Engagement*

- Pre-empt problems with partners about services that are struggling or going to struggle to meet needs
- Facilitate the continuation of community engagement activities in Soham, and the instigation of similar activities in Ely. Consider broadening the scope to include other nationalities, such as the Portugese and Romanian community
- Work with Rosmini Centre in Wisbech to develop best practice for working with Romanian and Polish communities.
- Identify where communities are based by determining where they are accessing services – e.g. doctors and schools?

## EXPLOITATION, COHESION AND COMMUNITY ENGAGEMENT

At the start of 2015/16 the East Cambridgeshire Community Safety Partnership (EC CSP) reviewed its priorities and research needs. The new priorities were agreed at the March 2015 meeting, with Exploitation alongside Cohesion and Community Engagement being an area of concern for all partners. It was agreed that these topics would be the examined in the second of the four strategic assessments.

### BACKGROUND

#### *Exploitation*

Most national research surrounding sexual exploitation is limited and is largely centred on Child Sexual Exploitation (CSE). The true extent of sex work and sexual exploitation in East Cambridgeshire, or anywhere in the County, is currently unknown, therefore defining the scale of sexual exploitation is outside of the scope of this document. Specific activities that have been identified by local agencies are currently occurring elsewhere in the County. However, given the previously seen links between migrant workers, human trafficking and sexual exploitation, without evidence to the contrary it would be naive to think that it is not occurring in East Cambridgeshire too.

There have been a number of high profile cases of labour exploitation across Cambridgeshire but there is little intelligence or knowledge of how much of this type of activity is taking place within East Cambridgeshire. The current understanding of labour exploitation being that it is centred on organised crime groups who are exploiting migrant workers being transported to work for long hours and very little pay, with victims generally from Eastern Europe. Given the levels of migration into East Cambridgeshire, it is unlikely that there is no activity of this type in the district.

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

#### *Cohesion and Community Engagement*

Cohesion and community engagement are areas of public policy priority. Previously, the Local Area Agreement 2008-2011, placed community engagement as a priority for, and a responsibility of the East Cambridgeshire District Council. A Community Engagement Strategy was in place<sup>1</sup> which outlined the importance that community engagement has to enriching communities, improving service user experiences and embracing democracy. However, this has not been formally updated since 2011, and many of the initial activities laid out in the strategy have been completed, or have ceased.

The goal of community engagement is to create stronger, more active and more inclusive communities and the achievement of these goals would reduce the opportunity and risk of exploitative activities, along with other crimes. Therefore, community engagement and cohesion are

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<sup>1</sup> <http://www.eastcambs.gov.uk/sites/default/files/communityengagementstrategy.pdf>

complimentary to exploring exploitation in this report, and fundamental to the considerations of the Community Safety Partnership.

A correlation analysis by Wedlock<sup>2</sup> shows those local areas that have a high sense of community, political trust and a sense of belonging generally have lower levels of 'all' reported crime.

## DEMOGRAPHY

There are certain characteristics of the demography in East Cambridgeshire that are of particular relevance when looking at exploitation and cohesion. Firstly, the migrant profile of the area, as it is the migrant workers that will focus on when analysing exploitation in the district. Secondly, the deprivation across the district may help determine where exploitation may be occurring.

### MIGRANT PROFILE

Getting a clear picture of the cultural and ethnic diversity in East Cambridgeshire is not easy as the data recording the volumes and locations of ethnic minorities in the district is scarce, outdated (Census) or at a geography that is not useful for targeting resources. We have used three different sources in this document to build a picture of the nationalities and their distribution, in East Cambridgeshire, these are: the 2011 Census, National Insurance Number registrations (NINo) and the Pupil level School Census data (PLASC).

A Migration Observatory Survey<sup>3</sup> on attitudes to migration shows that in the East of England, 61% of respondents think that migration should be reduced a lot. Looking at cohesiveness, unsurprisingly, if respondents thought that 'ethnic groups got on well' or 'tended to get on well' with other ethnicities in their neighbourhood, they were more inclined to think migration should remain the same, than if they tended to not get on well' or 'definitely did not get on well'. This is a clear indicator of the importance of understanding the cultural diversity within an area and tailoring community engagement to build cohesion between migrants and established communities.

#### *Census 2011*

The Census 2011 data is now five years old, and therefore out of date given the rate of change (observable from the NINo registrations, within the migrant worker workforce). Therefore this data should only be taken as a starting point for looking at diversity within the district. The census recorded 250 different ethnicities in East Cambridgeshire in 2011, including a number of mixed-ethnicities. Of these 25 ethnicities are recorded as having more than 50 individuals living in the district, shown below in Table 1.

East Cambridgeshire is largely rural, with 75% of the population living in rural areas, compared to Cambridgeshire as a whole where 47% of the population live in rural areas. Of the top 25 ethnicities reported in East Cambridgeshire, only White: English/Welsh/Scottish/Northern Irish/British, White: Gypsy or Irish Traveller and Asian/Asian British: Filipino ethnicities exceed 75% living in the rural areas of the district (76%, 85% and 79% respectively), indicating that migrants are more likely to

<sup>2</sup> Wedlock, Crime and Cohesive Communities, Home Office, 2006

<sup>3</sup> <http://migrationobservatory.ox.ac.uk/data-and-resources/charts/create/public-opinion-migration>

settle in urban areas than towns and villages in rural locations, than the established population. However, the percentages do not overwhelmingly indicate a preference for city/town, as for most ethnicities more than half of the population live in rural areas.

These statistics may reflect opportunities available in East Cambridgeshire, the cost of accommodation, ties to existing members of a community on arrival, or established pathways to finding work through gang leaders (legal or illegal) in the areas.

Looking at the County as a whole, there is much less tendency for migrants to end up in rural areas, with 53% of the population living in urban areas, and much lower proportions of non- White: English/Welsh/Scottish/Northern Irish/British living in rural areas.

**Table 1: Summary of East Cambridgeshire Census 2011 results for ethnicity, and residency in rural and urban areas, showing only ethnicities that have at least 50 individuals or more.**

<b>Ethnic Group</b>	<b>Total</b>	<b>Urban (total)</b>	<b>Rural (total)</b>	<b>Urban %</b>	<b>Rural %</b>
White: English/Welsh/Scottish/Northern Irish/British	75,218	17,949	57,269	24%	76%
White: North American	988	362	626	37%	63%
White: Polish	917	390	527	43%	57%
White: Other Western European	679	262	417	39%	61%
White: Irish	527	181	346	34%	66%
White: European Mixed	474	161	313	34%	66%
Mixed/multiple ethnic group: White and Asian	370	126	244	34%	66%
Asian/Asian British: Indian or British Indian	316	124	192	39%	61%
White: Baltic States	294	137	157	47%	53%
Asian/Asian British: Chinese	290	146	144	50%	50%
Black/African/Caribbean/Black British: African	288	143	145	50%	50%
White: Gypsy or Irish Traveller	239	35	204	15%	85%
Mixed/multiple ethnic group: White and Black Caribbean	230	82	148	36%	64%
Mixed/multiple ethnic group: Any other ethnic group	199	64	135	32%	68%
Mixed/multiple ethnic group: White and Black African	185	58	127	31%	69%
White: Other Eastern European	142	46	96	32%	68%
White: Australian/New Zealander	127	51	76	40%	60%
Asian/Asian British: Filipino	126	27	99	21%	79%
White: Italian	119	37	82	31%	69%
Asian/Asian British: Pakistani or British Pakistani	103	43	60	42%	58%
White: Commonwealth of (Russian) Independent States	96	51	45	53%	47%
Black/African/Caribbean/Black British: Caribbean	95	30	65	32%	68%
Asian/Asian British: Bangladeshi, British Bangladeshi	80	39	41	49%	51%
Asian/Asian British: Thai	68	35	33	51%	49%
Other ethnic group: Arab	66	38	28	58%	42%
All categories: Ethnic group	83,818	21,232	62,586	25%	75%

Source: KS201EW, Census 2011, ONS

### *National Insurance Number Registrations*

All people coming to the UK to take up employment for the first time must obtain a National Insurance Number. NINO data show registration by nationality, age, and residential location by district and are a means of monitoring international migration trends.

NINO registrations of adult overseas nationals are useful in identifying volumes of migrant workers who have arrived and can work legally. They give us an approximation of the recent arrivals, but not the total volumes in the district. There is also no guarantee that workers remain in the district after registration. In fact, if illegal gang masters are committing identity fraud to obtain NINO numbers it might be expected that they may register workers in areas remote to their working location. However the NINO data give an indication of the changing picture of migrant workers within the district, and give some idea of the nationality of new arrivals for the purposes of tailoring community engagement and responding to issues of cohesion.

In East Cambridgeshire over recent years, the top five countries from which NINO registrations have been received are Poland, Romania, Bulgaria, Lithuania, and Portugal. These countries constitute a large proportion of (74.7% or 728 out of 974) of all NINO registrations in East Cambridgeshire for 2014/15.

The typical trend has been for the largest number of NINOs to be received from Polish nationals. However, in 2014/15 registrations from Poland were the lowest in four years and the largest number were received from Romanian nationals for the first time (279 registrations). Registrations from Bulgaria have seen a notable decrease in comparison to previous years (**Error! Reference source not found.** and Source: Dept of Work and Pensions

), which is counter to the national trend<sup>4</sup>. It may be worth investigating this further as data becomes available, to try and determine if this is perhaps an indicator of NINO reuse/re assignment to facilitate exploitation.

**Table 2: NINO registrations for East Cambridgeshire from top five countries of origin, 2011-2014.**

Nationality	2011/12	2012/13	2013/14	2014/15
Poland	323	275	327	264
Romania	185	206	179	279
Bulgaria	166	139	171	98
Lithuania	80	48	37	59
Portugal	26	35	45	28

Source: Dept of Work and Pensions

Analysis of the NINO registration data by age identifies a clear age profile of migrant workers (Table 3). For both genders and all nationalities the registrations predominantly fall within the ages 18-34 years, with no less than 67% of registrations from this age group. There are much higher volumes of male workers than female. Interestingly the age profile of Polish registrations is much more evenly spread across all age brackets than the other nationalities, for female registrations. The female registrations from other nations fall mainly in the 18-24 year age bracket (>50%).

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<sup>4</sup> <http://www.ons.gov.uk/ons/rel/migration1/migration-statistics-quarterly-report/february-2015/stb-msqr-feb-2015.html>

Figure 1: NINo registrations for East Cambridgeshire from top five countries of origin, 2011-2014

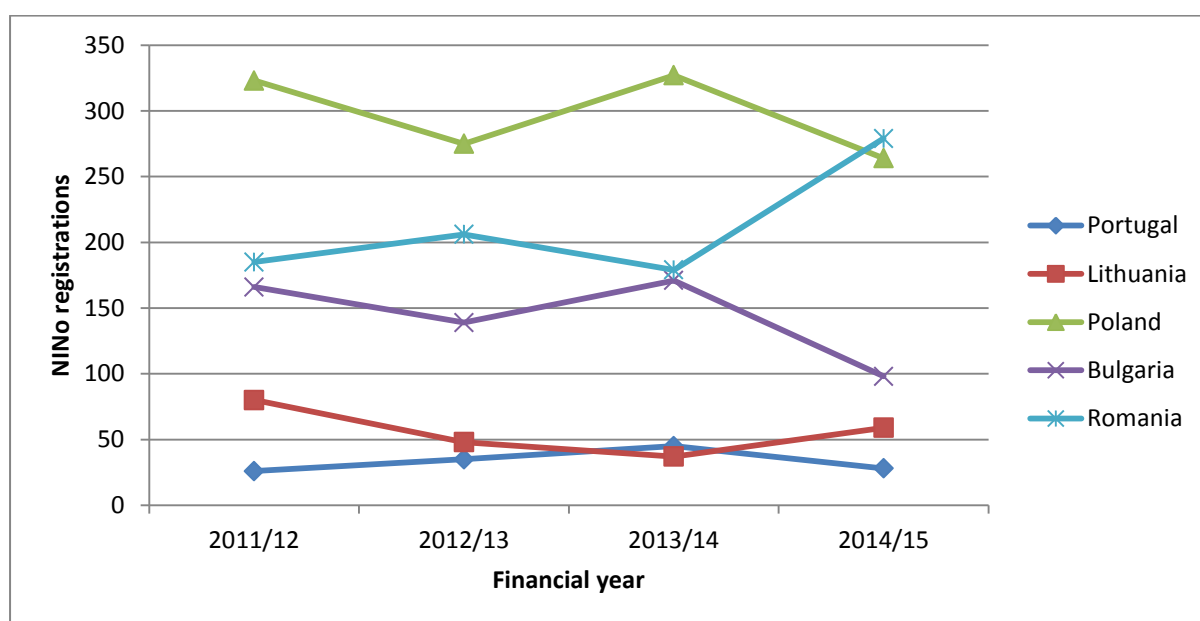


Table 3: NINo registrations for East Cambridgeshire by age from top five countries of origin, Source: Department for Work and Pensions.

Age	Nationality	Poland		Romania		Bulgaria		Portugal		Lithuania	
		count	%	count	%	count	%	count	%	count	%
Males	Less than 18	..	..	..	..	..	..	..	..	..	..
	18-24	64	41%	89	37%	22	30%	7	37%	22	51%
	25-34	51	33%	101	42%	42	58%	11	58%	13	30%
	35-44	25	16%	36	15%	7	10%	6	32%	11	26%
	45-54	13	8%	12	5%	..	..	..	..	..	..
	55-59	..	..	..	..	..	..	..	..	..	..
	60 and over	..	..	..	..	..	..	..	..	..	..
	Total	155	..	238	..	73	..	19	..	43	..
Females	Less than 18	..	..	..	..	..	..	..	..	..	..
	18-24	51	47%	25	57%	11	52%	..	..	12	63%
	25-34	22	20%	17	39%	6	29%	5	71%	..	..
	35-44	11	10%	..	..	..	..	..	..	..	..
	45-54	12	11%	..	..	..	..	..	..	..	..
	55-59	7	6%	..	..	..	..	..	..	..	..
	60 and over	..	..	..	..	..	..	..	..	..	..
	Total	108	..	44	..	21	..	7	..	19	..

Source: Department of Work and Pensions

\*Nb – numbers may not total as cells <5 have been suppressed

Comparison of East Cambridgeshire with geographically neighbouring districts highlights similarities as they also receive a large number of NINo registrations from a few key countries. As shown in Table 4, nine countries of origin encompass the top five countries of origin for NINo registrations to all seven districts. Poland and Romania, the top two counties of origin for East Cambridgeshire since 2010/11, are also in the top five for each of the neighbouring districts, with one exception. However the numbers in East Cambridgeshire are considerably higher for these nationalities than the other districts, as are registrations from Bulgarians. This gives a clear picture that certain nationalities gravitate to areas where there is an established community, or perhaps established relationships with gang masters, legal or otherwise. However, we are completely unsighted on how much movement there is between districts.

East Cambridgeshire has received fewer NINo registrations than most of its neighbouring districts.

**Table 4: Total NINo registrations for East Cambridgeshire and neighbouring districts between 2010/11-2014/15 for main countries of origin. Top five countries are shaded for each district.**

Nationality	East Cambridgeshire	Forest Heath	King's Lynn and West Norfolk	St Edmundsbury	Fenland	Huntingdonshire	South Cambridgeshire
Italy*	43	94	25	43	18	87	270
Portugal*	158	152	361	237	148	203	221
Spain*	69	34	111	84	42	150	336
Hungary~	63	90	55	109	379	121	242
Latvia~	31	83	986	91	1256	356	106
Lithuania~	340	379	2578	360	4444	674	274
Poland~	1566	713	617	635	1217	1496	729
Bulgaria	841	67	269	106	310	69	366
Romania	1026	182	279	200	375	274	468
Asia	174	555	182	197	115	435	691
Rest of the World	300	550	252	296	114	498	568
Total	3265	6138	2701	4920	8877	4857	5301

Note: \*EU15 country, ~EU8 country

Source: Department of Work and Pensions

\*Nb – numbers may not total as cells <5 have been suppressed

### **School Census (PLASC)**

The school census collects information on students, including main language spoken at home. We have used this as a proxy for nationality to give a sense of the geographical distribution of the numerous migrant communities.

Across the schools in East Cambridgeshire, schools have recorded up to thirty different languages as a main language within their student population, according to the January 2015 school census. Whilst over 90% of pupils on roll at an East Cambridgeshire school have English confirmed as their main language, the next three most popular main languages were Polish (244 pupils - 2% of all pupils), Portuguese (80 pupils), and Lithuanian (75 pupils). The next language was Spanish with only 24 pupils recorded as having it as a main language. A breakdown of those schools that have pupils on roll with Polish, Portuguese or Lithuanian as their main language can be seen in

(overleaf). School in Ely and Soham have the highest numbers of Polish, Portuguese and Lithuanian speakers.

This information may be useful for exploring community engagement opportunities. In terms of migrant workers it may be limited in its application as the age breakdown of migrant workers shows that many of them may not have children yet and thus may have little impact on the school census language data.

**Table 5: Pupils on rolls that speak Polish, Portuguese or Lithuanian as main language in East Cambridgeshire Schools, January 2015 school census.**

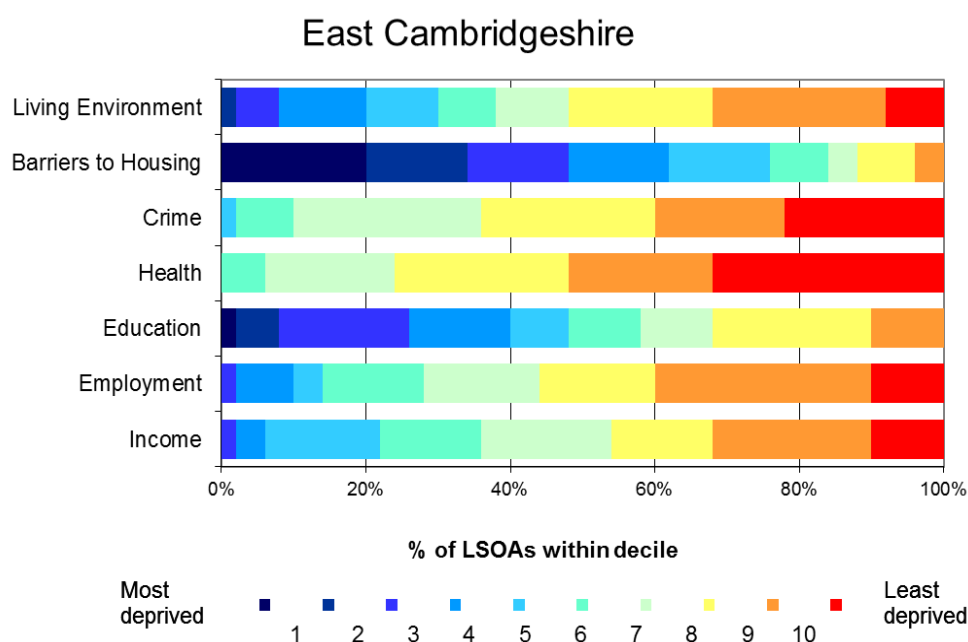
School	Town	Polish	Portuguese	Lithuanian
Weatheralls	Soham	42	<10	10
Ely College (Secondary)	Ely	35	<10	14
Soham VC (Secondary)	Soham	21	15	<10
Spring Meadow	Ely	24	11	<10
St Andrew's	Soham	24	12	<10
St Mary's	Ely	18	<10	<10
Ely St John's	Ely	13	<10	<10
Millfield	Littleport	12	<10	<10
Lantern	Ely	10	<10	<10
Littleport	Littleport	<10	<10	<10
Witchford VC (Secondary)	Witchford	<10	<10	<10
Sutton	Sutton	<10	<10	<10
Rackham	Witchford	<10	0	0
The Shade Primary	Soham	<10	<10	0
Bottisham	Bottisham	<10	<10	<10
Burwell College	Burwell	<10	0	0
Cheveley	Cheverley	<10	0	0
Kennett	Kennett	<10	0	0
Burrough Green	Burrough Green	0	0	<10
Isle of Ely	Ely	<10	0	0
Robert Arkenstall	Haddenham	<10	0	0
Swaffham Prior	Swaffham	0	0	<10
Wilburton	Wilburton	0	<10	0
<b>Grand Total</b>		<b>244</b>	<b>82</b>	<b>75</b>

\*Nb Cells less than 10 have been suppressed

## DEPRIVATION AND INDUSTRY

The 2015 Indices of Multiple Deprivation (IMD) showed that whilst there are areas of East Cambridgeshire that enjoy low levels of income and employment linked deprivation (see Figure 2) there are also areas that experience higher levels of deprivation in other domains. For example, there is one Lower Super Output Area (LSOA) in Littleport West ward that is ranked 47 of the 365 LSOAs in the Cambridgeshire. Similarly, two of the three LSOAs in Ely East Ward are in the top 21% most deprived LSOA's in the county.

Figure 2: A breakdown of 2015 Indices of Multiple Occupation by domain in East Cambridgeshire.



The local economy benefits from the districts agricultural industry but it is work of this nature which is seen to be more vulnerable to the exploitation of migrant workers. In 2013, around 18% of potential forced labour victims who referred to services in the UK came from the agriculture and food sector.<sup>5</sup> The agriculture and food-processing industry have vulnerabilities to low-pay and long hours and these are areas in which exploitation can manifest.

## EXPLOITATION

*There are currently no police recorded crimes of exploitation in East Cambridgeshire. So the following section provides county and country wide examples, and examines the context of exploitation and the knowledge needed to identify exploitation when it is happening.*

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

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

<sup>5</sup> Modern Slavery: A briefing for the agricultural sector (farming, cereal, livestock), [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/380466/FactsheetAgricultural.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/380466/FactsheetAgricultural.pdf)

There is little provision to draw a clear picture of how exploitation is changing as police recording of the relevant crimes is only recent. The crime groups "Child Sexual Exploitation", "Human Trafficking", were introduced in April 2014 and no history exists prior to this. "Modern Slavery" (of which "Human Trafficking" is a part) was introduced in April 2015 through the Modern Slavery Act, 2015.

The introduction of the Modern Slavery Act 2015<sup>6</sup> makes provision in relation to slavery, servitude, forced or compulsory and human trafficking. With the powers available under this legislation, there is a greater ability for the CSP to provide a proactive response to these types of crime. This legislation also places a duty to co-operate on the Local Authority, Police and Health Service in relation to requests made by the Independent Anti-Slavery commissioner.

## SEXUAL EXPLOITATION

The trafficking and exploitation of sex workers is not a new phenomenon and it is important that a key distinction from Child Exploitation is made. An important lesson from an investigation into the systematic abuse of vulnerable girls and adults in Newcastle revealed the victims were a mixture of young girls and vulnerable women - not just children.<sup>7</sup> The Serious Organised Crime Profile for the constabulary highlighted that there has been a recent increase in information surrounding organised activity in a number of areas across the county.

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>8</sup>

However, a study<sup>9</sup> of the vulnerabilities of sex workers found that 78% of the most vulnerable sex workers had been 'looked after' by their local authority, reminds us that sexual exploitation is not just associated with human trafficking of migrants. 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.

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

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<sup>6</sup> Home Office, Victims of modern slavery-frontline staff guidance, version 2, 2015, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/450834/Victims\\_of\\_modern\\_slavery\\_frontline\\_staff\\_guidance\\_v2\\_0\\_ext.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/450834/Victims_of_modern_slavery_frontline_staff_guidance_v2_0_ext.pdf)

<sup>7</sup> Newcastle Multi-Agency Sexual Exploitation Strategy, [https://www.newcastle.gov.uk/sites/drupalncc.newcastle.gov.uk/files/wwwfileroot/health-and-social-care/se\\_strategy\\_july\\_2015.pdf](https://www.newcastle.gov.uk/sites/drupalncc.newcastle.gov.uk/files/wwwfileroot/health-and-social-care/se_strategy_july_2015.pdf), July 2015

<sup>8</sup> Serious Organised Crime Profile, Cambridgeshire Constabulary

<sup>9</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)

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

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## IDENTIFYING AND RESPONDING TO SEXUAL EXPLOITATION

A study<sup>10</sup> into the vulnerabilities of sex workers found that participants within the study had a higher level of drug use than respondents 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. The authors also indicated that there are a potential signs of vulnerability to sexual exploitation:

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

As the reporting of sexual exploitation is limited, it is difficult to know the true extent of the problem but a lack of data does not mean that there is not a problem. As with Child Sexual Exploitation, it is important for the partnership, professionals and wider society to have a greater understanding of the key vulnerabilities and signs of sexual exploitation so that incidents and cases are more likely to be uncovered and reported.

National estimates of sex trafficking have been as high as identifying that 80 per cent of sex workers in some areas<sup>11</sup> had been trafficked. Results analysis of the national Operation Pentameter Two (2009) initially identified that of 822 raids on brothels 167 possible victims of trafficking were identified (although these figures have since been challenged by the Guardian newspaper). More recent operations by the Metropolitan Police Service in the run up to the 2012 Olympics identified 73 possible victims of trafficking out of 177 brothels visited.

The Home Office suggest that whilst community concerns are the immediate impetus for CSP's to take action, the most effective responses take account of concerns of a broad range of stakeholders including residents; people involved in prostitution and voluntary sector agencies. A review by the Home Office highlighted that methods that areas have adopted for ensuring that views of community members help to formulate the local response include inviting representatives of local organisations such as Neighbourhood Watch to be part of the operational forums.<sup>12</sup>

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<sup>10</sup> Cusick, L, Martin, A and May, T, Vulnerability and involvement in drug use and sex work, Home Office, [http://www.popcenter.org/problems/street\\_prostitution/PDFs/Cusick\\_etal\\_findings.pdf](http://www.popcenter.org/problems/street_prostitution/PDFs/Cusick_etal_findings.pdf)

<sup>11</sup> Silence the Violence, Improving the Safety of Women. The Policing of Off Street sex work and trafficking in London, 2012 quoting the 'Poppy Project 2004. A survey of London prostitutes working 'off the street' identified that 81% were foreign nationals and the assertion that "a large proportion are likely to have been trafficked into the country"

<sup>12</sup> Home Office, A Review of Effective Practice in Responding to Prostitution [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/97778/responding-to-prostitution.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97778/responding-to-prostitution.pdf)

### Case study: Liverpool<sup>13</sup>

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

**Key aspects of this are:**

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

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

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

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

## FORCED LABOUR AND HUMAN TRAFFICKING

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

Forced labour is found across the UK in sectors characterised as low-skilled and low-paid such as food processing or agriculture. There have been high profile cases of both of these types of exploitation in other parts of the county that are largely agricultural in nature, although exploitation was not always linked to the agricultural industry. In light of this, despite the lack of clear indication of activities occurring in East Cambridgeshire, the partnership should remain concerned about exploitative activities.

The Joseph Rowntree Foundation (JRF) estimate that at least 3,000 to 5,000 people across the UK are affected by forced labour. The International Labour Organisation (ILO) highlighted six indicators of what forced labour constituted in practice in order to help raise understanding of the issue. These are:<sup>14</sup>

- Threats or physical harm to the worker
- Restriction of movement or confinement to the workplace
- Debt bondages
- Withholding of wages or excessive wage reductions

<sup>13</sup> Home Office, A Review of Effective Practice in Responding to Prostitution

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

<sup>14</sup> Skrivankova, K, Joseph Rowntree Foundation, Forced Labour in the United Kingdom, June 2014

- Retention of identity documents
- Threat of denunciation to the authorities

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

Across the force-wide police area, there have been a number of cases which highlighted victims of some or all of the above activities. Whilst cases in the north of the County have been centred on the exploitation for mainly agricultural work, cases in South Cambridgeshire involved the organised exploitation of workers in local car-washes. The specific nature of the forced labour should not necessarily be the focus; instead emphasis should be placed on the avenues for exploitation, looking at potential vulnerabilities as a means for identifying activity.

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

Operation Pheasant was a successful, multi-agency approach which highlighted the extent of labour exploitation in the Fenland and Peterborough, largely driven by organised activity. This also highlighted the importance of multi-agency responses in identifying potential victims, responding to the issue and preventing further activity.<sup>15</sup>

## LOCAL PICTURE

Locally we have very limited intelligence on modern slavery in Cambridgeshire overall, and given that levels of crime in East Cambridgeshire are lower than other areas of the county, it is not surprising that there is not much known.

We do know that migrant workers are brought in legally and that licensed gang masters operate within East Cambridgeshire. We also know that the Police work with local employers of migrant workers; they have a good relationship with one of the largest employers of migrant workers in the district, (G's on Barway Rd, Barway) and are involved in their recruitment events<sup>16</sup>. However it is the illegal activity that the partnership wants to detect, so we need to look for indicators to help focus investigative efforts in the absence of actionable intelligence.

## HOUSES OF MULTIPLE OCCUPANCY

Key characteristics of houses of multiple occupancy (HMOs) include large numbers of people living in dwellings, taking shifts in beds and large number of individuals from various nationalities and cultures. Those HMOs that are linked to labour exploitations not likely to be registered and there are only two registered HMOs with East Cambridgeshire District Council.

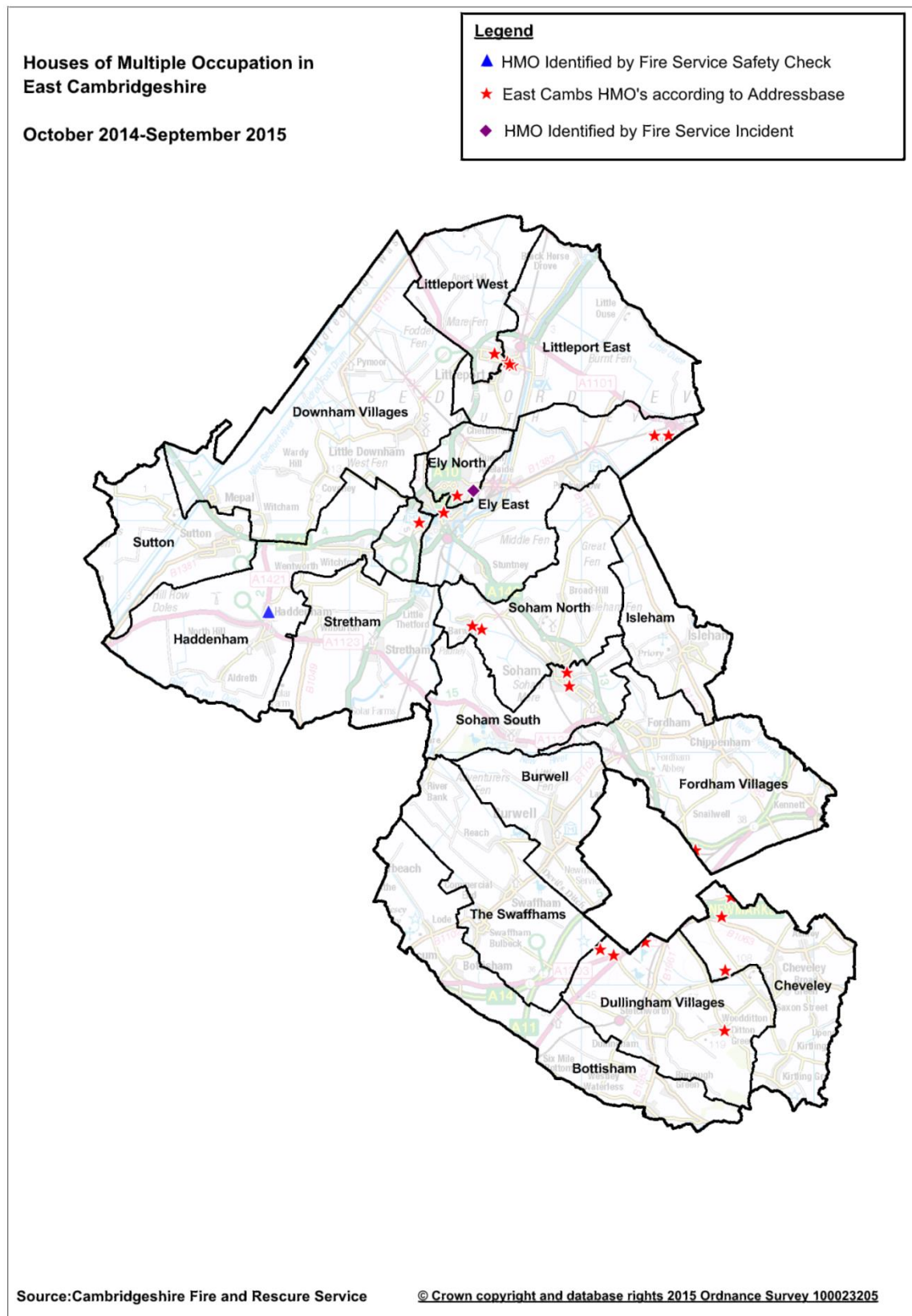
Cambridgeshire Fire Service have provided indicators of properties they believed fit the description of HMOs, described through fire safety activities and through attendance at incidents. Figure 3

<sup>15</sup> Serious Organised Crime Profile, Cambridgeshire Constabulary

<sup>16</sup> Inspector Marcia Nichols

below highlights where in the district the fire service has identified these HMO's, as well as known registered HMOs, and police recorded ASB incidents have also been included. As a means of trying to determine which of these properties might be of some interest for further investigation, we attempted to look at the ASB that might occur in the vicinity of the properties (as ASB might be expected when there are lots of people coming and going and not enough living space, people in disadvantaged circumstances etc.) A group of workers being picked up or dropped off from a property, often at unusual times, may also be treated as a sign of exploitation.

Figure 3: Houses of multiple occupancy within East Cambridgeshire, from Oct 2014 – Sept 2015.



## SIGNS OF POTENTIAL VICTIMS OF FORCED LABOUR

As with sexual exploitation, forced labour exploitation's hidden nature means that actual numbers of victims and offenders are likely to be much higher than data suggests. It is therefore important that the partnership seek to gain a greater understanding of signs of potential victims which will help to identify cases of labour exploitation in the district.

The government released a list of signs of exploitation which the individual organisations within the partnership can use to help identify cases of exploitation.<sup>17</sup> This includes-

- **Pay-** Are there a group of workers receiving wages through a pooled bank account, are deductions being made to their wages to repay debt or for accommodation/food?
- **Transport-** Are a group of workers picked up/dropped off from a location at unusual times of the day or the same property?
- **Appearance-** Does the person look malnourished or suffering from injuries? Do they have few personal possessions or often wear the same clothes?
- **Behaviour-** Is the person withdrawn or frightened? Are they inconsistent with information they provide or do they appear under the influence of other?
- **Medical Care-** Does the person have old or serious untreated injuries? Are they inconsistent in explaining how the injury occurred?
- **Fear of authorities-** Is the person scared of authorities or scared of removal or what might happen to their families?
- **Debt bondage-** Does the victims perceive themselves to be in debt to somebody or in a situation of dependence?<sup>18</sup>

## COHESION

Cohesive Communities have been defined as having five key attributes: A sense of community; similar life opportunities; respect for diversity; political trust and a sense of belonging. Longevity of residence can often drive a sense of belonging and community, however transient groups, such as the migrant worker population of East Cambridgeshire, can find it difficult to engage with the communities they are working in, and issues around cohesion may arise.

Reports by one of the Country's experts, Ted Cantle consider the factors that should be addressed when trying to reduce the 'parallel lives' of communities and increasing community cohesion<sup>19</sup>. He

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<sup>17</sup> Modern Slavery: A briefing for the agricultural sector (farming, cereal, livestock), [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/380466/FactsheetAgricultural.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/380466/FactsheetAgricultural.pdf)

<sup>18</sup>  
<sup>19</sup> Cantle, T, 2004, The End of Parallel Lives? The Report of the Community Cohesion Panel <http://tedcantle.co.uk/pdf/TheEndofParallelLives.pdf>

points to the very real pressures felt by communities in relation to services and infrastructure when accommodating inward migration. Issues relating to schools, housing and health are often tackled after tensions have developed, i.e. after the demand is stretching or greater than the supply. His work suggests that this is more apparent in less affluent areas, where inward migration is more commonly perceived as a threat, in particular competing for lower skilled jobs. Further community cohesion should to be “mainstreamed” and much more closely linked to tackling disadvantage, which is where the greater likelihood of tension arises.

Areas of deprivation and disadvantage are more susceptible to crime, tensions, poorer health and academic outcomes. Tackling these with both long term and migrant residents is highly likely to reduce tension. Ted Cante recommends that areas with inward migration also target resources to invest in existing communities. Greater engagement with migrant communities is needed to develop good lines of communication, increase reporting of victimisation and increase cohesion.

Measures for cohesion are scarce, especially in the absence of events that can be used a point around which comparisons can be made. One indicator of a less cohesive community is the presence of hate crime, which has been recorded in East Cambridgeshire so we review this below.

## HATE CRIME

Wider narrative surrounding levels of cohesion is often centred on race, religion or culture but the partnership should be mindful that, although we focus on migrant populations a lot in this document, cohesion (and acts of hate) can spread much wider than this across all individuals protected characteristics.

Hate crime is defined as ‘any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice towards someone based on a personal characteristic.’<sup>20</sup> This definition was agreed in 2007 by the main statutory criminal justice agencies. There are five centrally monitored strands of hate crime:

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

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

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## RECORDED HATE CRIME OFFENCES

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

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<sup>20</sup> Hate Crimes, England and Wales 2013/14 Home Officer Statistical Bulletin 02/14 – October 2014

- 82% were race hate crimes;
- 11% were sexual orientation hate crimes;
- 6% were relation hate crimes;
- 5% were disability hate crimes; and
- 1% were transgender hate crimes.<sup>21</sup>

Between the 2013/14 and the 2014/15 financial year, there was a 43% increase in the number of Religious linked hate crimes in England and Wales. One key concern is that there can be confusion surrounding whether an incident is driven by race or religion, especially in those communities that there is a strong correlation. For example, it could be difficult to identify whether a victim of Pakistani Muslim origin is a victim of an attack on their race or religion.

Between October 2014 and September 2015, there was a total of 24 police recorded crimes that had the 'hate crime' marker applied or were 'racially or religiously aggravated' (13), which gives an insight into the number of recorded crimes that possess an element of 'hate' towards one of the centrally monitored strands of hate crime. A breakdown of the different 'racially or religiously aggravated' crime types, committed over a twelve month period, can be seen in Table 6.

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

Crime Type	Count
Racially or religiously aggravated violence	11
Racially or religiously aggravated harassment	1
Racially or religiously aggravated criminal damage	1
Grand Total	13

Source: Cadet

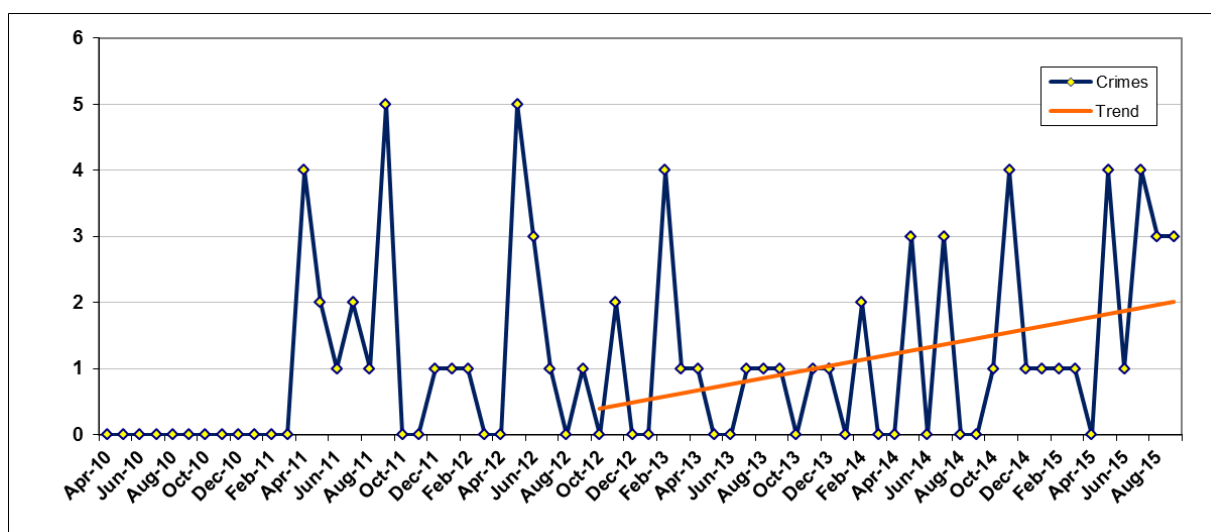
It was not possible to separate the crimes with the hate crime marker from the racially or religiously aggravated crimes using our data set, however if we remove all the 13 racially or religiously motivated crimes from the 24 hate crimes then almost half of the hate crimes were motivated by prejudices of other defining characteristics e.g. sexuality or disability. There is evidence, both locally and nationally, that hate crimes linked to the characteristics other than race are under-reported and the true extent of hate-based activity is unknown. In East Cambridgeshire, overall numbers are small so these statistics are by no means a definitive profile of hate crimes, but it does indicate that there are a broader range of prejudices being expressed than just race and religion.

Locally the hate crimes show an upward trend (see Table 7 and

Table 8) looking back over three years. This may be the first signs of reducing cohesion. However the numbers are so small that these trends may not be meaningful, and indeed looking back over a longer time frame flattens the trend markedly.

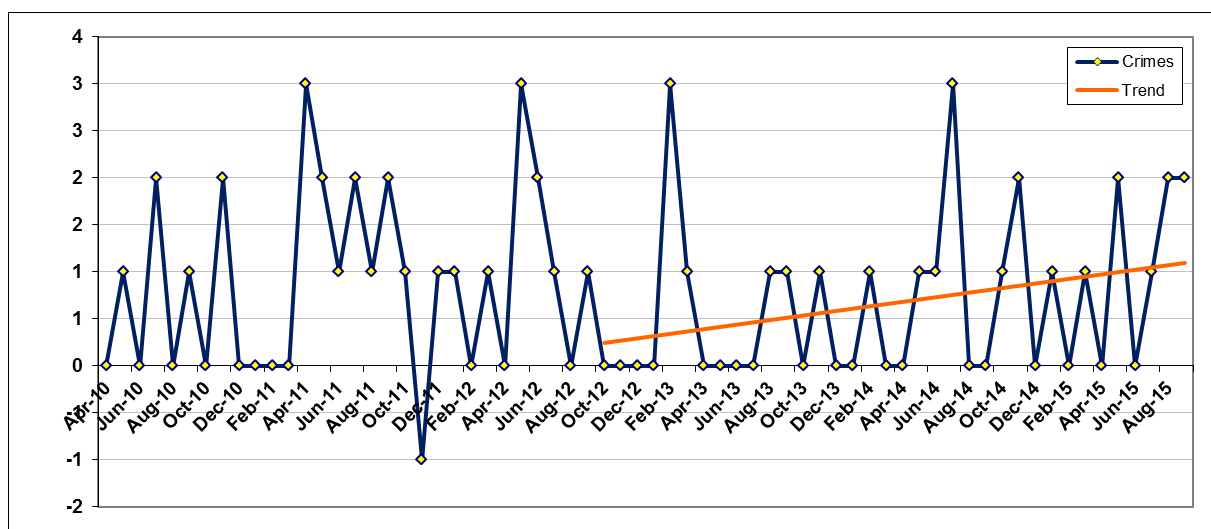
<sup>21</sup> Hate Crime 2014/15, Home Office,  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/467366/hosb0515.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/467366/hosb0515.pdf)

**Table 7: Monthly counts, and three year trend, of police recorded ‘hate crime’ in East Cambridgeshire, April 2011-Sept 2015.**



Source: Cadet

**Table 8: Monthly counts, and three year trend, of police recorded ‘racially or religiously aggravated crime’ in East Cambridgeshire, April 2010-Sept 2015.**



Source: Cadet

Under-reporting of hate crime remains a significant problem for agencies. With victims often reluctant to come forward for many reasons, including fear of reprisals, low confidence in the police to effectively deal with the issue, embarrassment or feeling that it is ‘not a police matter’. There is also concern, both locally and nationally, that hate crimes linked to disability are severely under-reported. Despite this, the Justice Inspectorates highlighted a new national impetus that focuses on improving awareness of what disability hate crime is, increasing the reporting of disability hate crime

and embedding hate crime processes within the routine working practices of the police, Crown Prosecution Service and probation trust.<sup>22</sup> The partnership may wish to take action locally here.

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## ECINS

Empowering- Communities Inclusion & Neighbourhood Management System (E-CINS) is a web-based secure, encrypted IT system which provides the opportunity for improved information sharing between partner agencies. Being a web-based system means that it can be used within any partner agency without undue IT problems. The work of the partners using the system is covered by overarching information sharing agreements. Each user has a secure log in to the site and a set of tailored permissions as to what they can see and do once they log in. Users can create a case that needs to be managed and share the case details with partners.

Each case has a risk assessment applied and they are clearly highlighted on the system as red, amber or green. Red cases indicate that there is either a vulnerable victim to the anti-social behaviour and / or a set of behaviours are being carried out by the perpetrator that have a serious impact on the community. An important aspect of the system is a case-log where partners can assign actions to each other and a log of contacts with the victim and perpetrator which can be maintained and shared. In particular, it enables a focus on the provision of more joined up support and monitoring of victims and locations. It also reduces the need for partnership meetings and facilitates partnership ASB case management. For further details see the evaluation document<sup>85</sup>

There was no current caseload of 'Hate Crime' identified within East Cambridgeshire on ECINS. Furthermore, analysis of the 'CSE', 'ASB', 'Group Offending', and 'Vulnerable' categories on ECINS provided no further insight into the area of exploitation either.

We were unable to identify whether the absence of data was due to the absence of this crime type in East Cambridgeshire, or due to under usage of ECINS by partners. Furthering the potential of this data sharing tool may be an area of data sharing that the partnership could explore.

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## RESPONDING TO HATE CRIME

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

As part of the UK's anti-terrorism strategy, the Neighbourhood Support Officer at the East Cambridgeshire District Council has received accreditation through the Home Office: Raise Awareness of Prevent (WRAP) workshop to provide training to council staff. So far 18 officers (Environmental Health – 10; Housing Services – 8) have undergone the Prevent training. A further 40 staff to be trained in December (Customer Services – 10; Parks and Open Spaces – 15; Other departments – 15)

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<sup>22</sup> Joint Review of Disability Hate Crime; Living in A Difference World, Justice Inspectorates, <http://www.justiceinspectorates.gov.uk/hmic/media/a-joint-review-of-disability-hate-crime-living-in-a-different-world-20130321.pdf>

## COMMUNITY ENGAGEMENT

Community engagement and cohesion have been public policy priorities for a number of years, but continues to be challenging in practise. Blake et al (2008)<sup>23</sup> made some excellent points about the hurdles of being inclusive of diversity and changing populations when approaching community engagement and cohesion. They say:

- The views of new arrivals and those of the established community need to be heard and resources allocated with visible fairness. Those particularly at risk of not being heard are asylum seekers, refugees and migrant workers – especially those from Eastern European countries. Some groups have been more successful at being heard than others. Women and young people tend also to have difficulty.
- Informal networks are a good way to communicate with new communities but ‘traditional leaders’ may not be representative of the whole community.
- There are barriers within new communities that make it difficult for them to be heard, or get involved. These include: lack of information, language barriers, lack of time, and barriers to recognition (e.g. ineligibility to vote or provision to public funds).
- A lack of continuity, whether in the policies of services, or people, that new arrivals may interact with, make it difficult for those trying to engage to do so.
- New communities, especially when small, may be fragmented across much wider areas than neighborhoods, making it difficult to engage at the typical neighborhood scale of engagement activities. Some of the services that we would want new arrivals, or hard to reach groups to engage with are not necessarily available in the same geographic areas e.g. there maybe a demand for language classes for a certain nationality but the demand is spread across the whole district rather than concentrated in one town.
- Fear of racism and prejudice can be a barrier to engagement. Community development support can help involve new communities to promote cohesion and reduce this fear.

In light of these points, the engagement activities rolled out in Soham this year, and run by the police, have managed to tackle some of these challenges head on. The activities have provided: a safe place to have conversations, with a continuity of people that allows the building of trust and relationships, they have targeted those members of the community known to under-represented by traditional community leaders i.e. women and young people, and have promoted cohesion by bringing established and new community members together.

There would be real value in the partnership continuing and expanding some of these activities, as they will continue to build on the relationships that have been forged and broaden the scope for inclusion to other communities that may be more difficult to engage with, now that a successful model has been developed. In fact, not continuing to run such activities may re-impose the barriers

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<sup>23</sup> <https://www.jrf.org.uk/report/community-engagement-and-community-cohesion>

to engagement by appearing to be lose interest in the relationships that have been developed, and by taking away the conduit for being heard.

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## ENGAGING THE POLISH COMMUNITY IN SOHAM

Inspector Marcia Nichols, from East Cambridgeshire Constabulary has been leading on police and community engagement projects. The purpose of the projects has been to open channels of communication between the police and the Polish community.

The Polish, and other Eastern European communities, have low levels of trust of police due to activities within their home countries. The goals of the engagement activities in Soham have been to build trust with the Polish Community and demonstrate that the Police are approachable, that there are Polish PCSO and Polish interpreters available, and in this way improve reporting from this sector of the community: tackling safeguarding, domestic abuse, hate crime and exploitation.

The Polish Community were chosen as the first community to trial these activities as they are one of the larger minority Eastern European nationalities in the area, and have been established for some time now. By focussing on this group there was a better chance for success and to develop a model that can be applied to subsequent communities. There were also already some connections through police and locality staff, who themselves are Polish, which would mean that overcoming the language barrier was easier.

### *Cook and chat*

The cook and chat sessions were a series of two hour sessions run out of the Shades School in Soham, who kindly donated use of the cooking facilities every Thursday evening for 8 weeks. Food was bought by the Constabulary. Members of the Polish Community were invited to come and cook Polish dishes together with members of the Constabulary and Locality Teams.

Initially Polish mothers with children were the target audience, but the sessions attracted other family members also. A crèche facility was available for the first hour, then for the second hour children were brought in as everyone ate the spoils of the evening. A range of people attended the sessions, but there was a regular cohort in attendance.

A Polish/English recipe book was produced to compliment the sessions, and was subsequently made available elsewhere for a cost of 50p. The recipe book had information on reporting written in Polish in small print within the headers and footers of the book.

The partnership might consider supporting the expansion of this to include, or replicate for, other Eastern European communities. The potential for improving cohesion and intelligence gathering is great. The partnership would need to investigate the provision of further resources and capacity for this to happen

### *Polish fun day*

The Polish Fun Day was held on September 12<sup>th</sup> at the Wetherall School in Soham at the Soham Children's Centre. The event was intended to attract any local families as a cultural education experience to build cohesion between the Polish community and other residents in Soham. There were activities for families and children in a number of areas. The event was very well received,

actually overrunning its scheduled timing for the day because people did not want to leave. Staff attending the event indicating that there was a good appetite for similar events in the future. Again, similar events would provide opportunities for communities to come together, and increase the sense of belonging for the community that hosts the event.

### *Outcomes*

Although it is too early to tell what the impact on reporting from these events has been, the engagement activities were well received and Inspector Nichols is currently scoping for the potential to replicate them in Ely, and the partnership might consider supporting Inspector Nichols efforts to accomplish this.

Police satisfaction surveys were administered at the Polish Fun Day, enabling responses to be collected in Polish by a Polish speaking PCSO. Although these have not been analysed separately, it does mean that this previously under-represented demographic have found a voice for their concerns.

As a result of the engagement activities in Soham, the police have become aware of a potential children's safeguarding issue regarding child care for migrant workers. There is some concern that the prohibitive cost of childcare for those on low incomes is resulting in unsafe practices. There is a rumour that children of agricultural workers are 'being left in hedges while their parents work. It is not possible to clarify or substantiate this particular statement, but it has raised the issue that migrant workers are facing particular difficulties.

Inspector Nichols has been investigating the options of having workers from within the migrant worker community becoming accredited Ofsted child minders, but this has proved difficult as language barriers seem prohibitive to becoming accredited by Ofsted. Further investigation of how this might be achieved might be an avenue the partnership may want to take on.

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## POLICE COMMUNITY ENGAGEMENT VOLUNTEER

In November a Community Engagement volunteer was taken on by the Constabulary. The purpose of this role is to look at a number of ways to improve engagement, including social media. This is complimentary to the Area Commander's, DI Donna Wass, goal to build a 'Citizens Academy' in East Cambridgeshire to draw on the skills and knowledge of local residents, as well as effectively increase the number of people collecting intelligence for the police.

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## POLICE ENGAGEMENT AND COMMUNITY PERCEPTION OF CRIME

The Police in East Cambridgeshire are conducting surveys to gauge the community perception of crime locally, as well as to engage with the public. The PCSOs are conducting surveys at events such as the Ely Market day and other localities where PCSO's are in attendance.

The PCSOs have collected 87 responses across East Cambridgeshire between July-September 2015. There were responses from residents of 22 towns across the district with a majority (68.9%) living in three towns: Ely (31 responses), Soham (20 responses) or Littleport (9 responses). As a result of

these small numbers it is not possible to draw any strong conclusions, but as further responses are collected this may change. Our analysis reflects this by concentrating on broad descriptive statistics

Respondents were asked what their main concerns were regarding community safety and policing. Some respondents provided more than one concern. In all 82 concerns were supplied, this includes multiple responses from some respondents. Overwhelmingly, the dominant response was around road safety (20 responses or 24.4% of concerns). The next three concerns were: parking (13 responses or 15.9% of all concerns), ASB (9 responses or 11% of concerns) and Police visibility (8 responses or 9.8% of concerns). Table 9 summarises the concerns of all respondents

**Table 9 All concerns expressed by respondents grouped by broad area of concern, July-September PCSO surveys, East Cambridgeshire.**

<b>Broad concern</b>	<b>Count</b>	<b>%</b>
Road Safety	20	24.4
Parking	13	15.9
ASB	9	11.0
Police visibility	8	9.8
Drugs	6	7.3
Street drinking	5	6.1
Dog fouling	3	3.7
Burglary	2	2.4
Cycling on footpaths	2	2.4
Vehicle crime	2	2.4
Theft	2	2.4
Violence	2	2.4
Boy racers	1	1.2
CCTV in Ely	1	1.2
Lighting	1	1.2
Loitering	1	1.2
Paedophiles	1	1.2
Prevention	1	1.2
Rural Crime	1	1.2
Traffic	1	1.2
<b>Total</b>	<b>82</b>	<b>100.0</b>

Looking at the towns with the largest number of responses, Ely and Soham, the top three concerns of respondents were road safety (16% of responses in Ely and 26% in Soham), ASB (13% of responses in Ely and 16% in Soham), and parking (13% of responses in Ely and 16% in Soham) in both towns.

Respondents were also asked if they had experienced crime, ASB or rural issues. Nine respondents experienced crime (10%), fourteen had experienced ASB (16%) and one person had experienced rural issues (1%). Interestingly, of the fourteen respondents that experienced ASB, only four indicated they were concerned about ASB.

To use this survey towards improving cohesion, more details of the types of ASB could be collected so that efforts could be targeted. For example, restorative justice activities might be a way to break down some of the barriers to cohesion where ASB is occurring.

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## DELIVER SAFER STRONGER COMMUNITIES

There is a broad indicator of Community engagement to report. The Deliver Safer Stronger Communities along with local Parishes and Police have been tackling long term entrenched community safety issues and finding mutual solutions using new ASB Powers and Community Payback. The goal is to achieve an agreed solution among all key stakeholders to address 5 discrete antisocial behaviour issues in the District<sup>24</sup>.

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## WHAT IS AVAILABLE IN EAST CAMBRIDGESHIRE?

The community engagement activities in East Cambridgeshire, which have been discussed above, all centre around Police organised activities. There have no doubt been other events and activities around the district that have not come to the attention of this report. However it is important highlight what Cantle<sup>25</sup> argued, which is that tension with communities often occurs due to pressures on services due to the arrival of new comers - who are seen as competing for resources they do not deserve. While Wedlock<sup>26</sup> indicates that cohesion depends upon having a strong sense of community and a sense of belonging, implying a much broader acceptance and ease of interactions with all manner of community institutions and services. This sentiment is echoed by Blake et al<sup>27</sup> who found that difficult interactions with services impeded engagement. Therefore to achieve community engagement and that 'sense of belonging' discussed by Wedlock, a more diverse response to community engagement from the Partnership is needed.

Blake et al's research looked at a range of community engagement initiatives and found that the following had promise but to be successful in other areas would need to be adapted so that they are contextually relevant.

- Welcome packs (in multiple languages) providing information about where and how to access services and how to express service users' concerns.
- Outreach work to engage with new arrivals, including with informal leaders and networks.
- Ways of challenging negative stereotypes, used most effectively when part of wider strategies to promote increased understanding between communities.
- Shared events, including community festivals (such as the Polish Fun Day!), sports events, outings and welcome events as part of wider strategies to promote community cohesion.
- Community development support, from both statutory and voluntary sector anchor agencies, including support to enable new groups to constitute themselves formally and so

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<sup>24</sup> Nick Ball

<sup>25</sup> Cantle, T, 2004, The End of Parallel Lives? The Report of the Community Cohesion Panel  
<http://tedcantle.co.uk/pdf/TheEndofParallelLives.pdf>

<sup>26</sup> Wedlock, Crime and Cohesive Communities, Home Office, 2006

<sup>27</sup> <https://www.jrf.org.uk/report/community-engagement-and-community-cohesion>

gain increased recognition. For example Peace House, a community-based organisation in Coventry, has been providing space and support to enable the Eve Group, made up of refugee and asylum seeking women, to meet together and find ways of speaking for themselves rather than being spoken for by the men from their communities.

Determining whether initiatives have been successful is an important part of the process of finding the best solutions within an area, and are important to keep in mind when planning.

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#### LOCAL GOOD PRACTICE: ROSMINI CENTRE IN WISBECH



The motto of the Rosmini Centre in Wisbech is: run by the community for the community, giving a clear indication of its purpose. They run a wide range of activities, and provide space for community groups to come and meet or run events of their own.

Locally it is felt that activity led by the Rosmini Centre has successfully improved engagement between the voluntary sector, the statutory sector and new communities. In particular improved engagement with eastern Europeans has been noted. A community run café is also located in the centre.