

COMMUNITY SAFETY STRATEGIC ASSESSMENT 2016/17 – QUARTER 2

OXMOOR



AUGUST 2016

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Description:	The purpose of this document is to provide the Huntingdonshire Community Safety Partnership with an understanding of key community safety issues affecting the district. This is the second document that will be produced for 2016/17. The focus of this document will be on the Oxmoor estate.
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DOCUMENT OUTLINE

The purpose of the strategic assessment is to provide the Huntingdonshire Community Safety Partnership (the Partnership) with an understanding of the crime and anti-social behaviour affecting the district. This will enable the Partnership to take action that is driven by clear evidence. The focus of this assessment is the Oxmoor area of Huntingdon.

This document and previous strategic assessments can be accessed on the Cambridgeshire Insight pages here <http://www.cambridgeshireinsight.org.uk/community-safety/CSP/hunts>

DOCUMENT SCHEDULE

The Partnership has a continuous assessment process that allows for strategic planning throughout the year. The aim of each document is to gain a better understanding of an agreed key issue in the district. The continuous assessment consists of 4 parts agreed by the Partnership:

Document	Key theme	Analysis & Writing	Presentation
1	Domestic Abuse	Jun and July	July 2016
2	Oxmoor	Aug & Sept	October 2016
3	Child Sexual Exploitation	Tbc	January 2017
4	Violence	Tbc	April 2017

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 Pyramid of Crime victim offender interactive profile is presented at district level and can be accessed here:

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

It will be updated shortly.

EXECUTIVE SUMMARY

This report in particular looks to update and develop the information available on historical and current issues affecting the Oxmoor area; as well as highlighting the resources and interventions that are currently being used to tackle these issues.

KEY FINDINGS

Locally for 'North ward'

- The rate for total crime has increased in line with national and district data however periodic monthly deviations from district trend occur.
- The rate of crime per 1000 population is much lower than national rates however it consistently exceeds that of Huntingdonshire, meaning that within the district this ward remains an area of concern.
- Increases were recorded in the volume of violence against the person (VAP) and arson and criminal damage.
- Decreases were recorded in the volume of anti-social behaviour (ASB), burglary, vehicle crime, and drug offences.
- The decline in ASB levels has slowed since early 2015, with seasonal fluctuations.

Whilst over the years resources and interventions have been targeted at the Oxmoor area, sometimes at the expense of other areas, the clear need and scale of the problems has justified it. It must be acknowledged that with the substantial cuts taking place within local government these resources are under threat and Oxmoor still clearly demonstrates additional needs compared to other areas. In particular;

- Areas within Oxmoor are still scored as relatively highly deprived.
- Oxmoor (and Huntingdon North ward) show variable but relatively high rates of crime and ASB for the district.
- Feedback from professionals demonstrates that there are still families that require a high level of support over a long time period to tackle engrained issues.
- The diverse communities and nature of high turnover of housing has limited the impact of some of the interventions already delivered.

Below are some key aspects from the evidence of what works to tackle these issues;

ASB:	Deprivation:
<ul style="list-style-type: none">• A combination of universal and targeted services.	<ul style="list-style-type: none">• Regeneration through community engagement and empowerment.
<ul style="list-style-type: none">• Adopting a developmental rather than coercive approach.	<ul style="list-style-type: none">• Bringing about a change in the perception of the area.
<ul style="list-style-type: none">• Diversionary activities.	<ul style="list-style-type: none">• Job proofing regeneration projects.

RECOMMENDATIONS

Progress is being made within the area and measures such as crime statistics are improving, however there are still families and communities that require additional support. The Partnership should consider the following recommendations in order to improve outcomes within the areas;

- Maintain the provision of universal service and organise diversionary activities to further deter young people from becoming involved in ASB, aiming to continue to decrease the level of ASB experienced in the area.
- Continue to work in partnership to tackle ASB and cases to break through embedded issues. E.g. working long term to divert individuals from offending or re-offending.
- Re-assess existing attempts at regeneration to incorporate targets to change how Oxmoor is perceived by both resident and non-resident communities. This might include;
 - Stimulating a feeling of belonging by careful consideration of housing tenancy agreements
 - Building on existing engagement within communities
 - Continue to visibly tackle hate crime and provide easy access to reporting mechanisms for victims.
 - Publicise success locally and provide positive feedback to those individuals who have engaged well e.g. Transforming lives completion ceremony.
- Further insight in community resilience is needed. A review led by the communities on what has already been tried and worked / failed and how what is working can be developed further. This could include feedback on current projects invested in by the community such as the Grub Hub (a community café). Feedback and suggestions from staff and community members on how these can be duplicated but remain sustainable despite current uncertainties within Local Government.
- For the future, the Partnership should consider not what more it can deliver, but what it can help communities deliver for themselves. This is a longer term aim and might require some early resource from the Partnership to embed the approach. Such as helping smaller community groups write bids or access training.
- Targeted working with service-reliant families for longer in order to gain long term self-reliance may reap greater rewards than focusing on delivering short term interventions to a larger number of people.

INTRODUCTION

The purpose of this strategic assessment is to provide the Huntingdonshire Community Safety Partnership (the Partnership) with an understanding of issues that are currently facing the area in Huntingdon known as Oxmoor. It includes a review of previous recommendations and actions taken to tackle them.

Previous research on this geographic area is available on the Cambridgeshire Insight webpage for this Partnership <http://cambridgeshireinsight.org.uk/community-safety/CSP/hunts>. This will enable the Partnership to understand the impact of recent interventions and take further action that is driven by clear evidence. This document aims to increase the overall body of evidence from Cambridgeshire Research Group.

BACKGROUND

Huntingdon North is a densely populated with a diverse community of approaching seven thousand residents; this accounts for more than 3% of Huntingdonshire's total population. The population is young and relatively diverse with 72% of the population falling within the age bracket of 0-44 years, and one in ten have lived in the UK for less than five years. Whilst 77% of residents were born in the UK, 13% were born elsewhere in the EU and the remaining 10% were born outside the EU. 70% of the population is described as White/British, 8% as Asian/Asian British, 3% as Black/Black British and 3% as Mixed ethnicity, whereas for Huntingdonshire as a whole 90% of the population is classed as White/British.

Huntingdon North has a high population density (people per hectare) of 22.4 (Huntingdonshire is 1.9). Two-thirds of the accommodation type is terraced (compared to 19% for Huntingdonshire) and 10% are flats, maisonettes and apartments. Consequently, the proportion of overcrowded households (defined as one too few bedrooms for the household size) is relatively high, at 8%, and more than three times higher than for the district as a whole. Owner-occupation levels, at 49%, are much lower than for Huntingdonshire as a whole (72%). Just over a quarter of property is social rented.

Oxmoor is within Huntingdon North ward (See Appendix A) making up the majority of its residential areas. It is characterised by social housing built between 1965 and 1975 as 'London Overspill' to accommodate the additional housing needs of the capital. The area contains a primary school, a pub, some retail outlets, and green spaces as well as the residential buildings. It also provides a transport link to Huntingdon town centre.

It is difficult to accurately report the scale of some of the issues within Oxmoor relating to housing as a number of the Houses of Multiple Occupancy (HMOs) are unreported. The district council currently know of 220 HMOs, although this is believed to be an under-estimate. Some of these HMOs are found to have as many as 8 adults living in a converted 2 bedroom terrace. Upon inspection many of these properties are found to be of poor quality with residents living in cramped, dirty and unsafe conditions.

This range of factors has been linked to some of the issues currently being faced: communication difficulties, perceptions of fear, exploitation, overcrowding, and poor community cohesion.

The Oxmoor area was adopted as a priority in 2014/15 after analysis of a variety of data revealed that concern remained for the area. For example whilst the rate of crime per 1000 population was reducing for Huntingdon North Ward, the rate was higher than for the overall rate for the district. The report notes that reductions were found in the rates of vehicle crime per 1000 population exceeding that of the rest of Huntingdonshire. Meanwhile, rates of dwelling burglary and cycle theft per 1000 population increased between 2007 and 2014. Crime in Oxmoor was found to be concentrated in areas of high human population e.g. retail areas, areas of specialist housing. The report identifies the short term increase in dwelling burglary rate, relatively high rates of domestic violence as well as street drinking and the associated anti-social behaviour (ASB) as three areas of concern.

Main findings from the 2014/15 report;

- **Violence:** Reports of violence showed a 27% increase across the district. Although a change in reporting standards led to the increase (the impact was seen across Cambridgeshire and Peterborough, it was not uniformly observed across Huntingdonshire, and therefore the previous report determined that some of the increase was likely that a real increase in offences occurred.
- **Anti-Social Behaviour (ASB):** In Oxmoor, incidents for ASB were found to have fallen from 120 per 1000 population in 2007/8 to 71 per 1000 in 2013/14 however it is noted that greater reductions were seen in the rest of the district. At the time of writing the previous report, the housing association Luminus had 22 'open' cases relating to their properties as well as a number of low level issues that were averted before an ASB case was opened.
- **Victimisation:** Analysis of repeat victimisation data covering the 2011-2013 period identified a repeat victimisation rate of 47.33 per 1000 population for Huntingdon North, proving to be the highest of all the wards in Huntingdonshire. Huntingdon North victims, who were split 47% female and 51% male, were most likely to be the victim of criminal damage (32%), theft and handling stolen goods (28%), and VAP (27%) potentially linked to domestic violence. 25% of repeat victims were found to be between 25 and 34 years old.
- **Previous interventions:** The report notes that, in the years running up to its publication, a 'grass roots' approach was adopted to address crime in Oxmoor. This included the 'All Ears' project which identified the impact of poverty on individuals' lives as a problem residents felt to be a priority. The project then supported individuals who felt passionately about poverty to help implement a range of projects. It is noted that recruiting members of the community who feel strongly about an issue was an ongoing problem.

CURRENT WORK

Luminus Interventions

Luminus, the main Housing Association in the area, have been working with local agencies to tackle many of the issues facing Oxmoor, an area they consider to be a priority. Problems that predominate include fly tipping, parking, and gang and drug related issues (See Appendix B). Luminus staff have adopted a number of approaches in order to tackle these problems including running Street Surgeries, attending Police meetings and walkabouts, joint property visits with a member of the Police, the application of ASB cards, and, in one severe case, the eviction of a tenant. Below are a few examples of current ways of working, the full list can be found in Appendix B:

- Luminus Anti-Social Behaviour Officer has undertaken numerous joint visits with PC Bacon to Luminus properties, supporting victims and taking action against perpetrators of Anti-social Behaviour. This joined up approach is well received.
- When issues are reported it is standard practice for Luminus Officers to use the 'Anti-Social Behaviour Cards' to seek feedback from residents to allow action to be taken.
- Luminus staff attends regular police meetings and undertake walkabouts in the area to provide that important presence with the local Neighbourhood Policing Team. This offers further reassurance to the community, confident that a strong partnership approach is in operation.

Limit Youth Club

Limit Youth Club is run by three members of staff and one volunteer for young people aged 11-17. The young people who attend have varying needs: some have Child Assessment Framework (CAFS), some are from families with social care involvement, others are no longer in mainstream education and some young people have Special Educational Needs (SEN).

The club has members from a diverse mix of cultures and, as it is run by 3 very experienced workers who have known most of the young people from the age of 8, attendees are made to feel very comfortable. This sense of belonging and safety can be a vital part of the work's success due to many of the young people lacking additional support from their families. This is evidenced through the regular disclosures made by young people to members of staff. Recently these have covered a range of issues relating to relationships, health, and online safety with one case involving a young person seeking advice following the breakdown of her relationship with her girlfriend, whilst another involved an individual worried she might be pregnant. Further examples include a case where an individual had been receiving and sending inappropriate pictures online, someone who had taken an overdose and wanted further support, and another who was being bullied online.

The club provides vital, non-judgemental advice and support to a number of young people over as long a period as they wish to engage. Feedback from members has shown, in a significant number of cases the advice received is heeded, and consequently the number of people at risk of harm is reduced.

CASE STUDIES

The following case studies illustrate the work carried out by the Daisy Chain Project. For the purposes of this section, individuals will be referred to as A, B & C.

Study 1 Daisy Chain Project

A came to the program after a referral was made to the Multi-Agency Safety Hub (MASH) regarding sexual activity with a group of older males. Initially she was reluctant to attend as she could not see the risks she was taking however, during the program, she engaged and half way through the program made a disclosure that resulted in a police investigation. On completing the program A said that it had helped her understand the risks she was taking and, through creating a safety plan, she was helped in making future decisions sensibly. For example she decided not to attend a party she had been invited to.

Session feedback comments made by other participants can be found in Table 1.

Table 1: Direct comments taken from session feedback forms from the most recent cohort of Daisy Chain.

<i>Before coming to group</i>	<i>After coming to group</i>
Getting drunk in park with known perpetrators.	Now find it weird that older boys give us alcohol (what do they want).
Putting self at risk – taking drugs.	Cut down on drugs but still smoke weed.
Going to lots of house parties and drinking with older boys present still go to parties but not as many.	Put safety plans in place – have more gatherings with the girls – not spending time with the older boys.
Didn't see the risks or concerns with being with older boys.	More understand of the risks and warning signs of CSE.
Staying out late and not telling parents where I was.	Still out but not as late – parents know where I am.

Study 2 Girls Group

B, who had been violently attacked by another young person, was referred to the group after the incident left her feeling withdrawn, isolated and anxious. Since joining the group she has slowly gained confidence and formed friendships with the other members. She has recently joined her peers for a meal out and fed back that she enjoyed herself. The young person has stated in evaluations that the group helps her feel like she belongs and gives her a chance to socialise.

Study 3 Boys Group

C, a very withdrawn individual who felt isolated within school, was referred to the group to help build peer relationships and confidence. Since joining he has started to talk to other young people within the group and contribute to group activities. For example, he lacked confidence in his abilities during a group building activity, however with staff encouragement, by the end of he was playing an active role in the challenge. When he completed the group evaluation he recognised that he had helped in the activity giving him a sense of pride.

Transforming Lives

A pilot project funded by the Huntingdonshire Community Safety Fund through funds awarded from the P&CC. The aim of the project was to run the scheme in two areas working with 8 identified young males on each scheme. The first scheme has now been completed and entailed working with 8 boys of secondary school age (aged 12-16) who had been identified as being at risk of gang related activity, this being involved weapons, drugs, violence and exploitation. The boys were identified jointly by professionals through the use of a scoring matrix developed specifically for this project. Over a 12 week period, the boys met weekly with Youth Workers and an allocated male Police Officer to carry out activities to educate and raise awareness about the consequences of criminal activity. The programme was intense and covered decision making and confidence building skills.

The programme works by identifying ways in which the young people could be 'pushed out of their comfort zones and shown new/alternative experiences.' They were exposed to 'hard hitting truths' from partner agencies in regard to their choices, behaviours and possible futures. Partners involved included Peterborough prison, Fire and Rescue, and Cambridgeshire Constabulary. The programmes focused on education, relationships, and honesty.

The group is kept relatively small in number to allow for the staff to develop relationships with each young person on an individual basis. The success of the scheme, in part, is due to these relationships. For example the evaluation showed that, at the end of the project, 100% of young people stated they had support from family or a key adult. The evaluation demonstrates that, as a result of the programme, young people on average could identify risk taking behaviour with a large proportion making changes to their own behaviour. The project has demonstrated some immediate success, with the boys presenting their project, a video they had created, to their parents and professionals at Police HQ. The longer term impact of the project will now be established by monitoring the boys' behaviour and involvement with the Police over the next 12 months.

LOCAL TRENDS

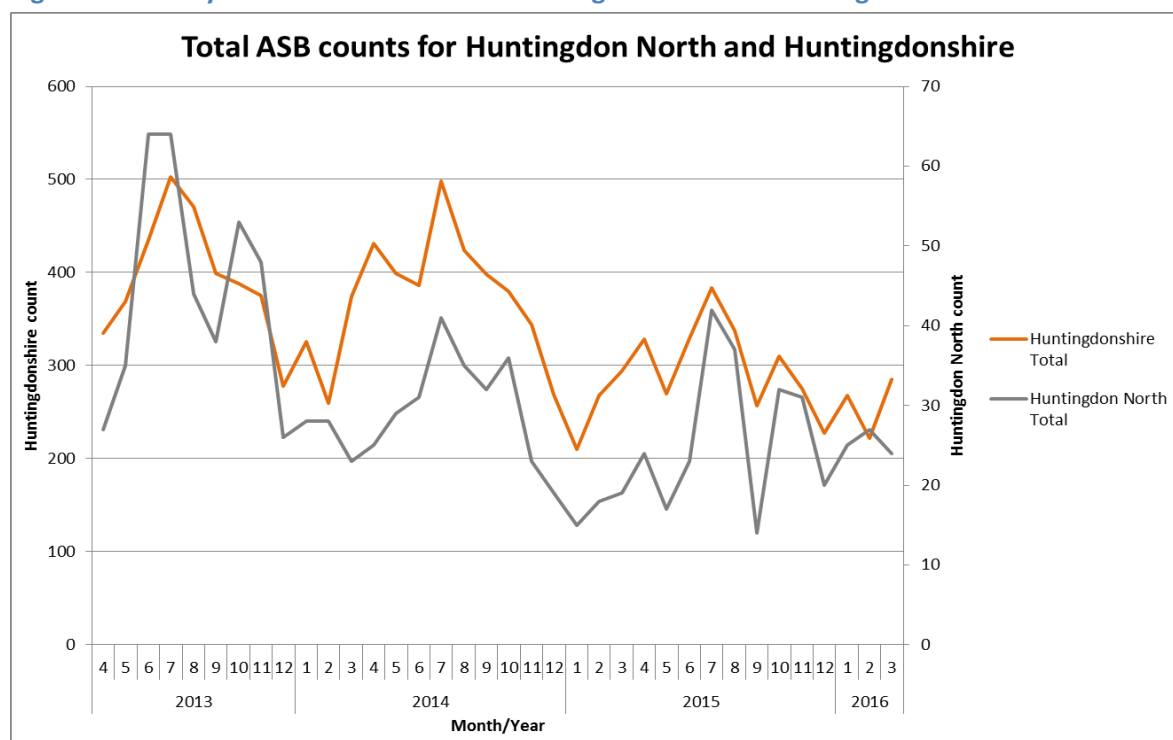
The last document provided analysis of crime trends of the area in two ways: looking at the overall Huntingdon North Ward as well as just within Oxmoor¹. As population data does not exist for the Oxmoor area this report predominately uses counts of crimes and incidents to track the trends. However where context is needed rates have been examined² which provides the opportunity to use for comparisons.

ANTI-SOCIAL BEHAVIOUR (ASB)

Huntingdon North experienced a long-term decline in ASB count (Figure 1) between 2013 and 2016 with very broad monthly fluctuations (range=293). Since early 2015, it is apparent that the rate of decline has slowed somewhat with evidence of a level of seasonality. Peaks occur each July and October throughout the 2013-16 period especially in 2015.

In the 2015/16 period, major peaks occurred in July 2015 and October/November 2015.

Figure 1 Monthly count for Total ASB for Huntingdonshire and Huntingdon North.



¹ The crime counts and rates for Oxmoor refer to those recorded within the Oxmoor polygon as shown in Appendix A.

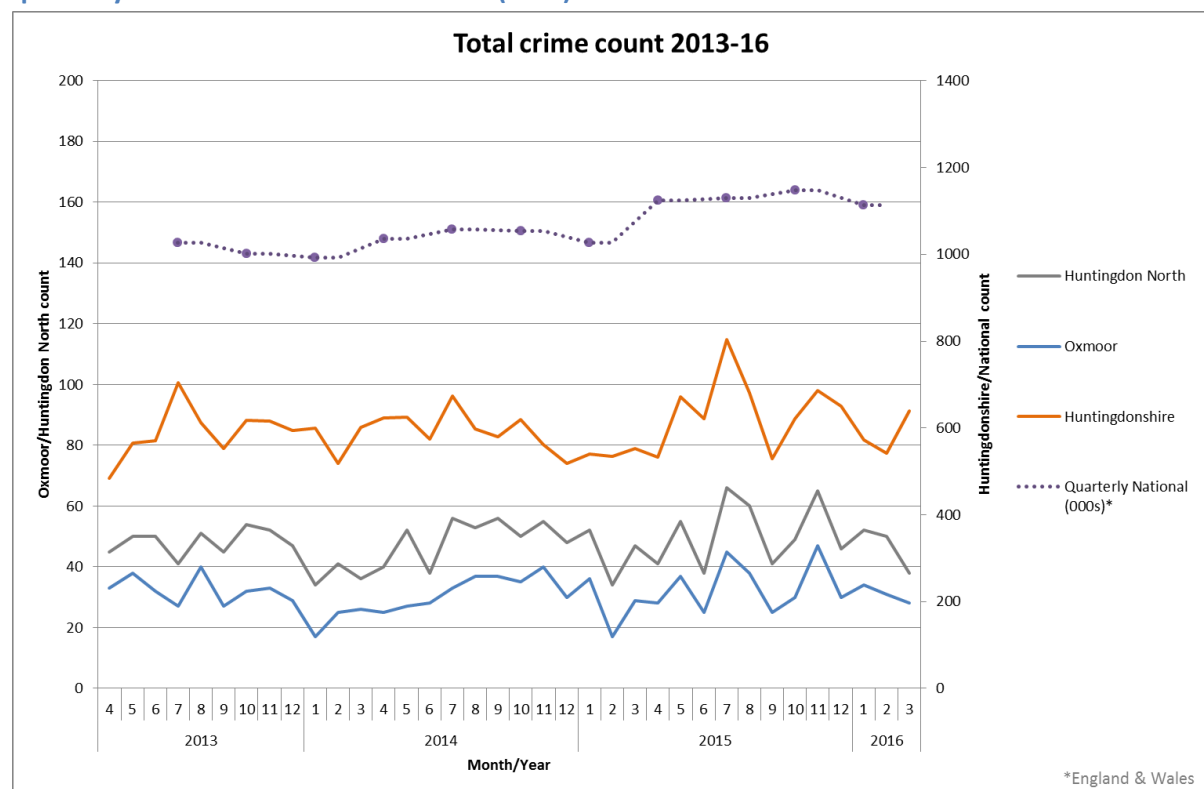
² using the ward rates per 1,000 population unfortunately means results for Oxmoor are likely to be slightly distorted by the artificially high population i.e. crime rates will appear slightly lower than they really are - Cambridgeshire Insight (2016) *Cambridgeshire Population and Dwelling Stock Estimates 2013*. <http://cambridgeshireinsight.org.uk/file/2396/download>

TOTAL CRIME

As in the national data (England and Wales³), overall there appears to be a slight increase in total crime count for Huntingdon North with monthly fluctuations (range=32) (Figure 2). The ward data broadly follows a similar trend to that of Huntingdonshire however, there are some periods when the pattern deviates. Notable examples include July 2013, February 2014, and the period between September and November 2014 when the trend in Huntingdon North counters that of Huntingdonshire. In the 2015/16 period, Huntingdon North data has followed a similar pattern to Huntingdonshire's with peaks in July and November. However, in March 2016, there appears to be evidence of the pattern deviating once more. Decreases in cases can be observed in burglary, vehicle crime, drug offences, and ASB. In contrast, increases have occurred predominantly in violence against the person and, more recently in arson and criminal damage. Huntingdon North rate of total crime per 1000 population is much lower than national rates however it consistently exceeds that of Huntingdonshire (Appendix C:

Figure 6).

Figure 2 Monthly count for total crime for Huntingdonshire, Huntingdon North and Oxmoor and quarterly count for national total crime (000s).



³ ONS (2016) *Crime in England and Wales, year ending March 2016 – Quarterly tables*

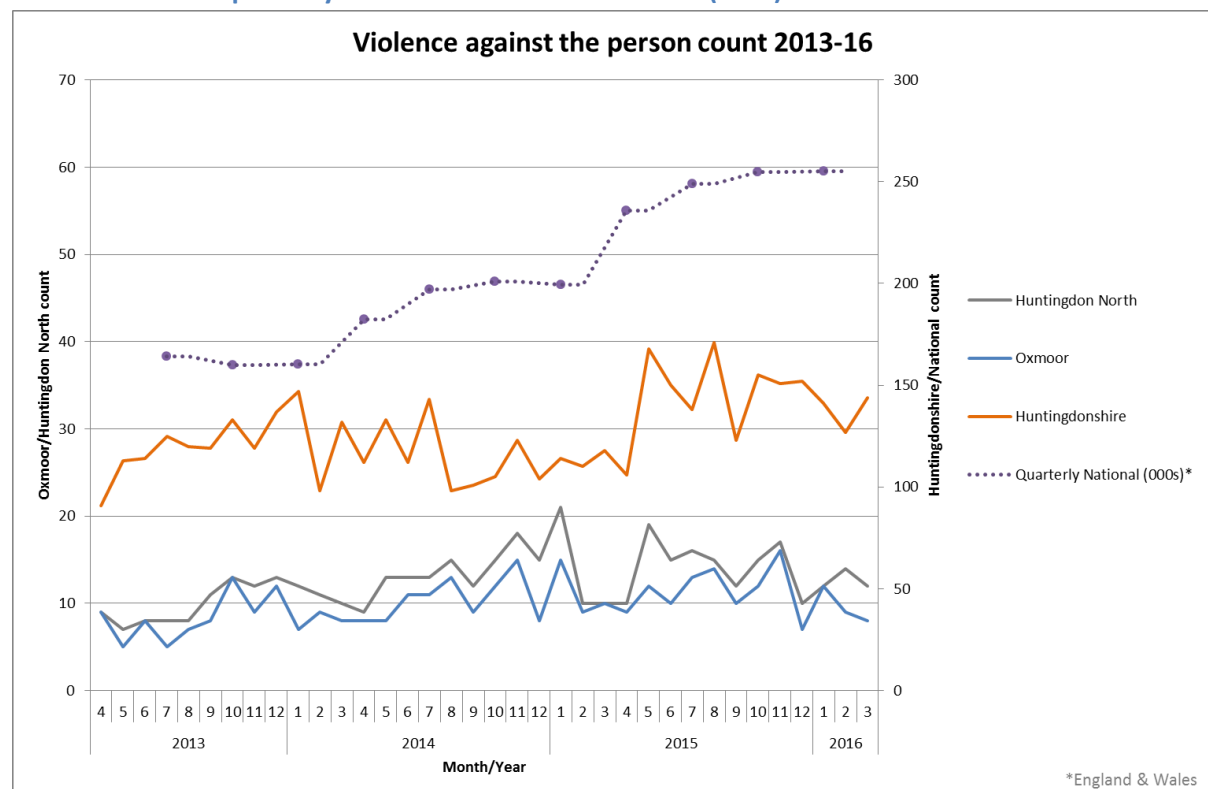
<http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesquarterlydata/tables>

VIOLENCE AGAINST THE PERSON

The impact of violence on the individual and the community can be great. It can lead to increased fear of crime and skew perceptions of the whole area. Over the past two years there has been a dialogue both nationally and locally about the impact of the improved recording practices of the constabulary on the recorded crime data. Unfortunately, whilst it is clear that there was an impact the scale of that impact cannot be determined, particularly in small geographic areas.

The rise in violence against the person (VAP) (Figure 3) experienced on both district and national levels is, on a smaller scale, reflected in the Huntingdon North data. The data shows a broad similarity to Huntingdonshire however it does, at times, deviate. For example, between September 2013 and April 2014, VAP numbers show a gradual sustained decline differing from the fluctuating trend shown in the Huntingdonshire data. In March 2015, Huntingdon North saw a levelling out of VAP cases at 10 whereas Huntingdonshire experienced a brief peak. Finally, more recently (May 2015 – March 2016), National levels continue to rise at a slower rate whereas Huntingdon North and Huntingdonshire show signs of decline. Huntingdon North's rate of VAP per 1000 population is slightly lower than national rates however it is consistently higher than district rates (Appendix C: Figure 8).

Figure 3 Monthly count for violence against the person for Huntingdonshire, Huntingdon North and Oxmoor and quarterly count for national total crime (000s).



- **Burglary:** A slight decline in cases has occurred since 2013 (as in the national and district trends) with the Huntingdon North trend broadly reflecting that of the rest of Huntingdonshire (See Appendix D: Figure 9).
- **Vehicle crime:** After April 2014, vehicle offences in Huntingdon North show a slight decline in number however many of the peaks do not align with those experienced by Huntingdonshire possibly due to the relatively low values distorting the data (Range = 0 – 5) (See Appendix D: Figure 10). It is not possible to comment on trends before March 2014 due to lack of data however, as the national data shows little evidence of long term change, it is likely that the pattern in the 2013/14 data is much the same as more recent entries.
- **Drug Offences:** The trend in drug offences for Huntingdon North shows a gradual decline with vague seasonal variation (peaks occur around December/January, April/May and June/July); this is in keeping with the trends for both district and national records (See Appendix D: Figure 11). There are two occasions where Huntingdon North did not reflect district data:
 - June 2015: Huntingdonshire peak precedes that of Huntingdon North (July 2015)
 - January 2016: Huntingdonshire peak occurs after Huntingdon North's (November-December 2015).
- **Arson & Criminal Damage:** In the long-term, it appears that Huntingdon North arson and criminal damage data broadly reflects Huntingdonshire and National levels (although there monthly counts clearly show higher variability) (Figure 12). The data fluctuates widely each month (range = 14). While this is broadly in keeping with the pattern shown by the district data, at times, Huntingdon North does deviate. For example, in October 2014, Huntingdon North data shows a decline in these crimes whereas the district experiences a rise. Similarly, more recently, between June and September 2015, the data for Huntingdon North appears to counter that for Huntingdonshire. Huntingdon North's rate of arson and criminal damage per 1000 population is lower than national rates however it is higher than Huntingdonshire's rate only dropping below district rates in April 2014, January 2015 and September 2015 (Appendix C: Figure 7).

Oxmoor is geographically small, meaning that small associations can have a large impact on the community. Supporting an individual to change their behaviour is difficult at the best of times. Cases are more complex and consequently difficult to change where an individual is likely to continue to remain in close association with others who are not engaging with services. Below is an actual case study from the Oxmoor area; it highlights how difficult it is to have an impact on ingrained problems.

There are currently ongoing incidents of violence and disorder on the Oxmoor estate predominantly linked to conflict between different families from the Asian community. It is thought that drug supply underlies many of these issues. Incidents of ASB involving residents of Oxmoor and students at a further education college and a local school include violence, common assault, robbery and theft, vehicle and rowdy nuisance, criminal damage, weapons, misuse of drugs, and theft. Two main individuals have been identified as playing significant roles in the disorder; for the purposes of this case study they will be referred to as individual X & Y. They are all residents of the Oxmoor estate and have been known to the Police since June 2014.

X is 17 years old and comes from a large family living in a small terraced property in Huntingdon with siblings who are also connected to ASB; family life is thought to be chaotic. He has been identified as a high priority ASB perpetrator, and is considered to be high priority on the Youth Register and Family Intervention Project. X has ongoing links to ASB and crime and has been identified as a ring leader of ASB at a local school. He is thought to exploit/manipulate younger people within the community. X is currently in prison and due for release in October 2016.

Y is a 16 year old living in Huntingdon. He has a number of convictions dating back to May 2015 including battery and has been identified as a high priority perpetrator of ASB, hate crime, and group offending/group violence. He is a known drug runner, has a 3 year Criminal Behaviour Order (CBO) (issued in June 2015) and is currently in prison due to a main offence of attempted robbery (also firearms) due for release in December 2016. He regularly associates with X.

It is thought that further issues may arise upon their respective releases when they start associating with each other once more. Clearly preventative work did not provide the desired outcome prior to incarceration.

GEOGRAPHIC PROFILE

The crime and ASB data was also analysed geographically to identify key areas within Oxmoor, to highlight any changes over time and to provide a visual representation (Figure 4, also see Appendices E and F).

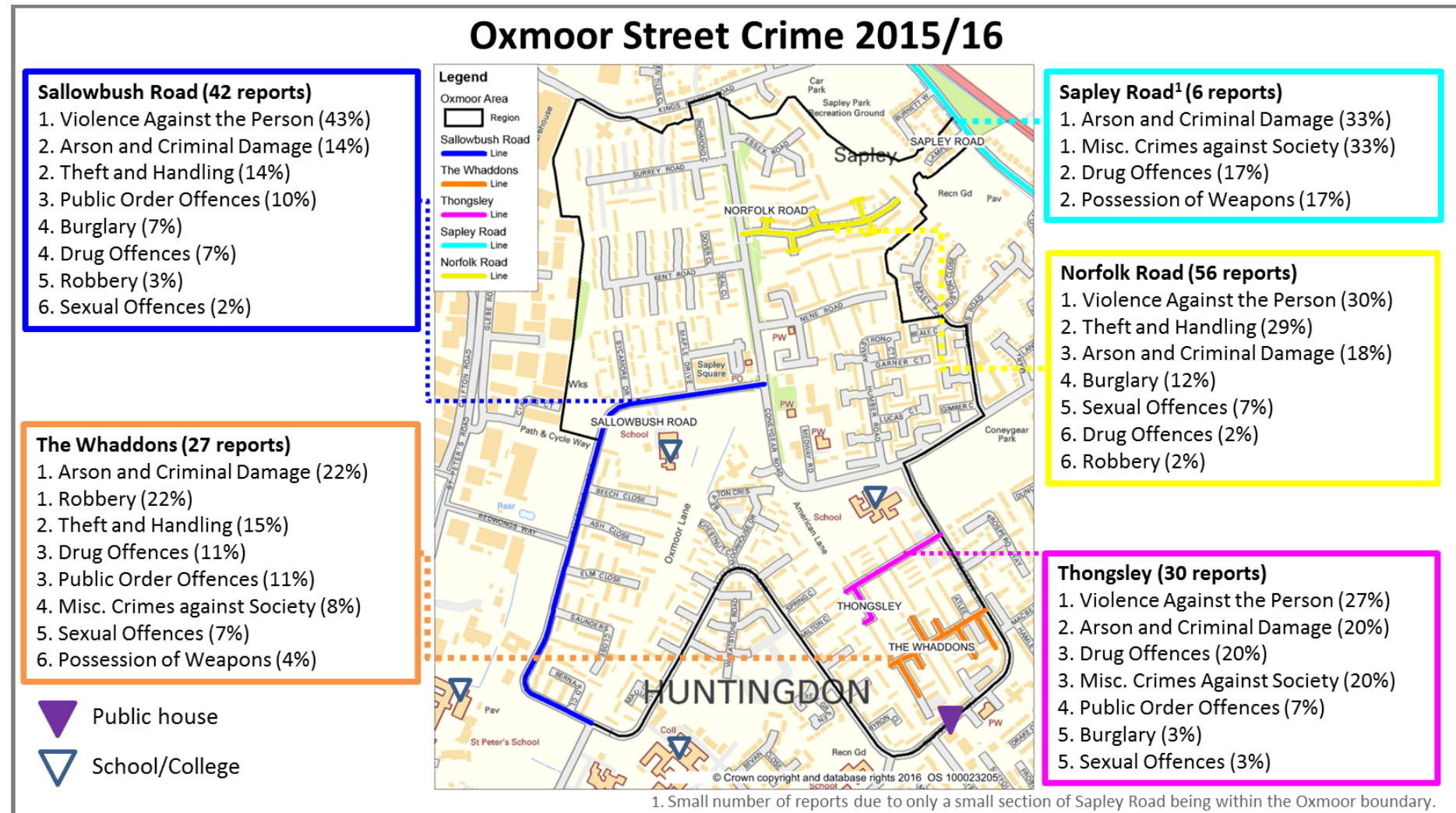
The data shows that total crime is highest in the following streets:

- Norfolk Road – 56 reports
- Sallowbush road – 42 reports
- Thongsley – 30 reports
- The Whaddons – 27 reports

Sapley road was also identified as a problem area. See Figure 4 for a breakdown of the crimes recorded on each street. VAP constitutes the majority of reports for all roads apart from The Whaddons and Sapley road where the highest reported crime is arson and criminal damage.

Through creating hotspot maps for ASB (see Appendix E:Figure 13) it becomes apparent that there is a high concentration of cases around The Whaddons area, an area that also houses the Lord Protector Pub. There also appears to be an area of high concentration in the south-west corner of Oxmoor. This is in close proximity to both St Peters school and Huntingdon Regional College; two locations where the individuals discussed in the case studies frequently operated. Both areas are also in the two most deprived parts of Oxmoor (see Appendix G:Figure 15Figure 14).

Figure 4 Police recorded crime 2016 in Oxmoor defined by streets of concern.



BEST PRACTICE/ WHAT WORKS

OVERVIEW:

Regeneration of communities appears to be the most popular means of tackling poverty in deprived areas with many large and small scale regeneration projects such as the regeneration of the Packington Estate in Islington, London⁴, being completed throughout the UK. Area regeneration through community engagement has been completed in Oxmoor⁵ however, the continued high levels of deprivation suggest further work is needed.

Area regeneration is predominantly carried out by multi-agency partnerships and community engagement such as that seen as a result of *Communities First*, a Welsh government initiative created to tackle poverty through community empowerment. A CRESR (Centre for Regional Economic and Social Research) report⁶ found that regeneration tends to be more effective in tackling 'non-material' (e.g. poor health, negative experiences) forms of poverty than it has for tackling 'material' (lack of income, material deprivation). The latter was found to be improved more effectively through 'place-based interventions' such as addressing housing, the physical environment, and crime. Regeneration was found to create jobs that were rarely 'additional' and often taken up by those living outside the area in question. Consequently measures must be put in place to protect the jobs created. These include:

- 'Job-proofing' future regeneration strategies to ensure future regeneration projects provide as many jobs for local residents as possible.
- Reduce displacement effects through targeting job-creating initiatives to those groups least likely to generate them.
- Help residents to access jobs through the provision of training and employment.
- Create new jobs in areas of high unemployment through implementing large scale Intermediate Labour Market (ILM).

It was also found that job creation outputs proved most successful in areas that were already predisposed to growth e.g. areas with good transport links. Consequently, an alternative method of increasing employment opportunities could be to ensure residents are able to access opportunities in different locations. This could be achieved through increasing job awareness and/or improving public transport links. However travel costs for the residents must be taken into account.

⁴ Department for Communities and Local Government (2016) *Estate Regeneration – Statement* https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/520977/Estate_Regeneration_statement.pdf

⁵ The Royal Town Planning Institute (2007) *Effective Community Involvement and Consultation Case Study 2: Oxmoor, Huntingdon, Cambridgeshire* http://www.rtpi.org.uk/media/6356/Case-Study-2_Oxmoor.pdf

⁶ Crisp et al. (2014) *Regeneration and poverty: evidence and policy review*. <http://www4.shu.ac.uk/research/cresr/sites/shu.ac.uk/files/jrf-regeneration-poverty-final-report.pdf>

COMMUNITY EMPOWERMENT

A report produced by Adamson and Bromiley (2008)⁷ on *Communities First* assesses the effectiveness of such an initiative in encouraging community empowerment as a means of tackling deprivation. The report highlights a number of ways community engagement can be effectively carried out and a number of factors that are required for its success. It is noted that the provision of training is required on various levels during the process:

- *Community members* – whilst many may possess many of the skills required, knowledge and experience gaps must be filled.
- *Local authority, civil service, and public sector staff* – training and support in participatory modes of working is required.
- Wider support is needed in areas with little/no history of community engagement as well as those with low social capital.

Similarly, the means by which community empowerment is promoted must be sensitive to rural areas. This is because many such areas have low levels of engagement due to the low-density and dispersed nature of their populations often coupled with poor transport links. This is likely to be true of parts of Huntingdonshire. This may be addressed through the provision of a range of routes into participation starting at the highly local level (e.g. sub-ward) tailored to recognise the public's varying ability to commit time and support.

The initiative defines the need for one third of the membership to be made up of members of the community with the rest consisting of business and voluntary sector staff. However, the report stresses the importance of encouraging and rewarding the involvement of Local Authority staff. These members were found to be an asset in terms of promoting the partnerships especially if they were a member of the ruling political group.

Finally, this method was considered a success with community members developing a 'can do' attitude in the majority of cases leading to them becoming involved further in local community empowerment forums.

CHANGING ATTITUDES

Other approaches such as increasing understanding of how perceptions of deprived areas affect the behaviour of some individuals who live there⁸ should be pursued in an effort to tackle the variety of factors that contribute to the deprivation of an area. A study carried out by Dean and Hastings (2000)⁹ identified the need for image management as an essential component of area regeneration. The

⁷ Adamson and Bromiley (2008) *Community empowerment in practice: Lessons from Communities First*. <https://www.jrf.org.uk/sites/default/files/jrf/migrated/files/2157-community-wales-empowerment.pdf>

⁸ Scottish Government (2009) *Tackling Multiple Deprivation in Communities: Evidence Event – 2 June 2009*. <http://www.gov.scot/Topics/Built-Environment/regeneration/fairer-scotland-fund/CommEvidenceEvent>

⁹ Dean and Hastings (2000) *Challenging images: Housing estates, stigma and regeneration*. <https://www.jrf.org.uk/file/36452/download?token=ZlF5hO01&filetype=full-report>

report notes that an area's reputation may linger and in some cases reinforce difficulties even after regeneration has taken place. This is attributed to the influence agencies in both the public and private sectors have on shaping an area's image¹⁰. Whilst the report does not suggest a single method of improving an area's image, it identifies a need for an *Image Manager*. This is an individual responsible for overseeing the marketing of the area, to manage its portrayal in the media and to heighten agencies' awareness of the impact their activities may be having on an area's image. The last of these may be tackled through adopting one of two approaches. The first, dubbed the *Altruistic strategy*, acts to alert agencies of the damage their activities may be having on the success of an area's regeneration. This is mainly achieved through encouraging the agencies in question to improve their understanding about the regeneration process and their local area. Alternatively, the *Self interest* strategy may be adopted. This attempts to show agencies how a negative image may be detrimental to them through focusing on how an improved image may have a positive effect on their profits or effectiveness.

Changing how the Oxmoor area is perceived by both residents and non-residents could be particularly effective in tackling deprivation by addressing factors the previous regeneration project may have failed to target.

ANTI-SOCIAL BEHAVIOUR:

A key expectation of CSPs across the country is to set and publicise minimum standards of anti-social behaviour (ASB) in order to monitor their progress when addressing it. Whilst partnerships are able to set standards on a local level, a core group of expectations have been provided by the Home Office. These include tackling a range of issues such as perceptions of ASB, improving the response to reported cases, and bettering victim and witness support¹¹.

In 2011, Cambridgeshire took part in a trial run by the Home Office to test the best ASB call handling and case management techniques¹². In general it was found that collaboration between a wide range of partners allowed for the effective exchange of knowledge and experience within and between partners as well as facilitating the setting of best practice and minimum standards of ASB. Furthermore appropriate reporting lines determined through engaging communities and risk assessment of reported cases both proved to help manage how ASB cases are dealt with. In Cambridgeshire in particular it was found that closer working relationships were nurtured during the trial, understanding and identification of harm was enhanced, and support for individuals most at risk was improved through a more streamlined, joined up management process. Continuing or expanding the implementation of the multi-agency methods found to be effective during this trial may see ASB management improved.

¹⁰ Public sector agencies mentioned as having a large role in shaping image include: Housing organisations, Schools on estate, and Leisure services, and to a lesser extent: Cleansing services and the Police service. Private sector agencies include: Estate agents, and to a lesser extent: Property surveyors, Housing developers, Insurance companies, finance and retail. (Dean and Hastings, 2000:24).

¹¹ Department for Communities and Local Government (2010) *Tackling anti-social behaviour: Tools and powers – toolkit for social landlords* https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/8278/1530807.pdf

¹² Local Government Association (2011) *Anti-social behaviour: Emerging practice from call handling and case management trials* http://www.local.gov.uk/c/document_library/get_file?uuid=139336c2-6bdf-435c-9a35-44a495a194c0&groupId=10180

Alternatively, ASB may be prevented through a more developmental approach with the provision of diversionary activities similar to those established by the *Young People's Fund (YPF)* (set up by the *Big Lottery Fund (BIG)*)¹³. YPF projects have successfully engaged young people across the UK facilitating interaction between different social groups and providing a route into more structured support. Activities such as *Street League*, a two-stage project set up in Glasgow to engage young people in a football club and subsequently an employability programme, have been found to benefit the participants in a number of ways. The young people involved in this and other similar projects have been found to break links with negative peer hierarchies, learn new behavioural social norms, and develop new social skills. Participants have also learnt to think independently helping them to become more employable. Furthermore, through a peer-led approach, participants form positive relationships with relatable adult role-models whilst the peer educators gain confidence and benefit from enhanced employability skills. Developmental approaches such as this have also been found to be effective at reducing recidivism unlike coercive measures¹⁴.

The fund recommends such projects are established to engage young people early on to provide alternative activities before they become involved in negative behaviour or prior to such behaviour becoming ingrained. This approach was adopted when setting up the *Newbald Church Rooms* project in York whereby a social space was provided for young people aged 13-18. As a result, participants felt they were less likely to get into trouble out of boredom and, after the introduction of Friday evening sessions, fewer young people were drinking on the streets. In Oxmoor this method has already been adopted through the maintenance of 'universal' services.

On a wider scale, such work also aids in the identification of ASB and crime hotspots and helps to develop interventions thereby informing the assignment of resources. However, importantly, it also engages young people in their community giving them a sense of ownership and helping them to develop a more positive future for themselves.

BIG note that the success of youth projects is heavily reliant upon the engagement of all key stakeholders including community police, education and social work staff, youth workers, and community leaders. Therefore, due to their structure, CSPs should be an excellent forum in which to discuss such projects. This is evident in the fact that Huntingdonshire CSP acquired funding during the first year of the Community Safety Plan for a project working with children and young people who are involved in ASB resulting from Post-Traumatic Stress Disorder¹⁵.

¹³ Big Lottery Fund *Good practice guides for organisations working young people: 3 Good practice in reducing anti-social behaviour and working with young people who have offended or are at risk of offending*.

¹⁴ RAND (2006) *Interventions to reduce anti-social behaviour and crime*
http://www.rand.org/content/dam/rand/pubs/technical_reports/2006/RAND_TR448.pdf

¹⁵ Huntingdonshire Community Safety Partnership (2015) *Community Safety Plan 2014-17*
<https://applications.huntingdonshire.gov.uk/moderngov/documents/s76072/Huntingdonshire%20Community%20Safety%20Plan%202014-17.pdf>

TARGETED VS UNIVERSAL ASB INTERVENTIONS

The nature of the services provided as ASB interventions influences the outcome. Targeted services focus on a small group or number of individuals who display at-risk behaviours identifying them as being likely to become involved in ASB. In contrast, universal services target a much broader group of people in an attempt to deter ASB even before at-risk behaviours present. Both methods aim to prevent young people from becoming involved in ASB *before* they offend and consequently are often more cost effective than post offence intervention¹⁶.

A report produced by the Centre for Analysis of Youth Transition (CAYT) and the Department for Education (DfE)¹⁷ found that the effectiveness of ASB intervention programmes has been found to rely heavily on the following characteristics:

- The means by which a programme is evaluated.
- The type and mode of intervention – those that adopted a therapeutic approach to bring about positive change were found to be more effective than those relying on coercion or control.
- The quality of implementation – poor intervention plans that are implemented well were found to out-perform poorly implemented good intervention plans.
- The characteristics of the individuals involved – targeting individuals who are already displaying problematic behaviours was found to be more effective than universally applied programmes. The report cites after school patrols as one example however also identifies a lack of evidence of the effectiveness of such programmes in the UK.

Targeted

Child skills training was found to be the most effective form of individual targeted intervention. This approach involves improving young peoples' social, emotional, and cognitive skills through addressing anger management and teaching problem solving skills and "emotion" language. The ideal means of achieving this was found to be through employing cognitive behavioural techniques of instruction to target small classes of older, high risk young people. In practice, if truancy from school is an issue, engaging young people may be more successful if pursued via a diversionary activity.

The report finds a number of family focused and school-based approaches to also be effective. These include:

- Behavioural parent training (BPT)
- Multisystemic therapy (MST)
- Family Functional Therapy (FFT)
- Multi-Dimensional Treatment (MTFC)

¹⁶ Children, Young People and Learning Policy Overview Committee (2014) *Reducing the risk of young people engaging in criminal activity and anti-social behaviour* <http://modgov.hillingdon.gov.uk/documents/s23620/Criminal%20Activity%20and%20ASB%20-%20Submission%20Chris%20Scott.pdf>

¹⁷ Ross et al. (2010) *Prevention and Reduction: A review of strategies for intervening early to prevent or reduce youth crime and anti-social behaviour* https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/182548/DFE-RR111.pdf

School-based approaches mainly revolve around restructuring the school environment:

- Reorganisation of classes
- Classroom management interventions
- School discipline and management strategies

Universal

In order to prevent young people from becoming involved in ASB before symptomatic behaviours arise, universal service provision may be a more effective means of intervention especially when targeting a younger age group. A report produced by the Department for Children, Schools and Families¹⁸ states that a combination of targeted and universal intervention methods must be adopted. Examples of successful universal approaches include the *Safer School Partnerships (SSPs)*. These aim to tackle issues such as ASB, truancy, and bullying through a whole-school approach rather than targeting a small group of individuals. Many schools involved in SSPs have been found to have reduced truancy and exclusion rates¹⁹. Programmes such as these have the potential to prevent young people from becoming involved in ASB before they demonstrate at risk behaviours and consequently before they may be identified as requiring targeted intervention. Unfortunately, the effectiveness of this method may be more difficult to measure due to issues ascertaining the number of young people who have successfully been deterred from being involved in ASB.

If intervention programmes both universal and targeted are to be implemented, it is vital that a control group is identified. This is needed in order to monitor the efficacy of the measure taken due to the number of contextual factors that may too influence ASB levels. It has also proven most cost effective to focus on early intervention.

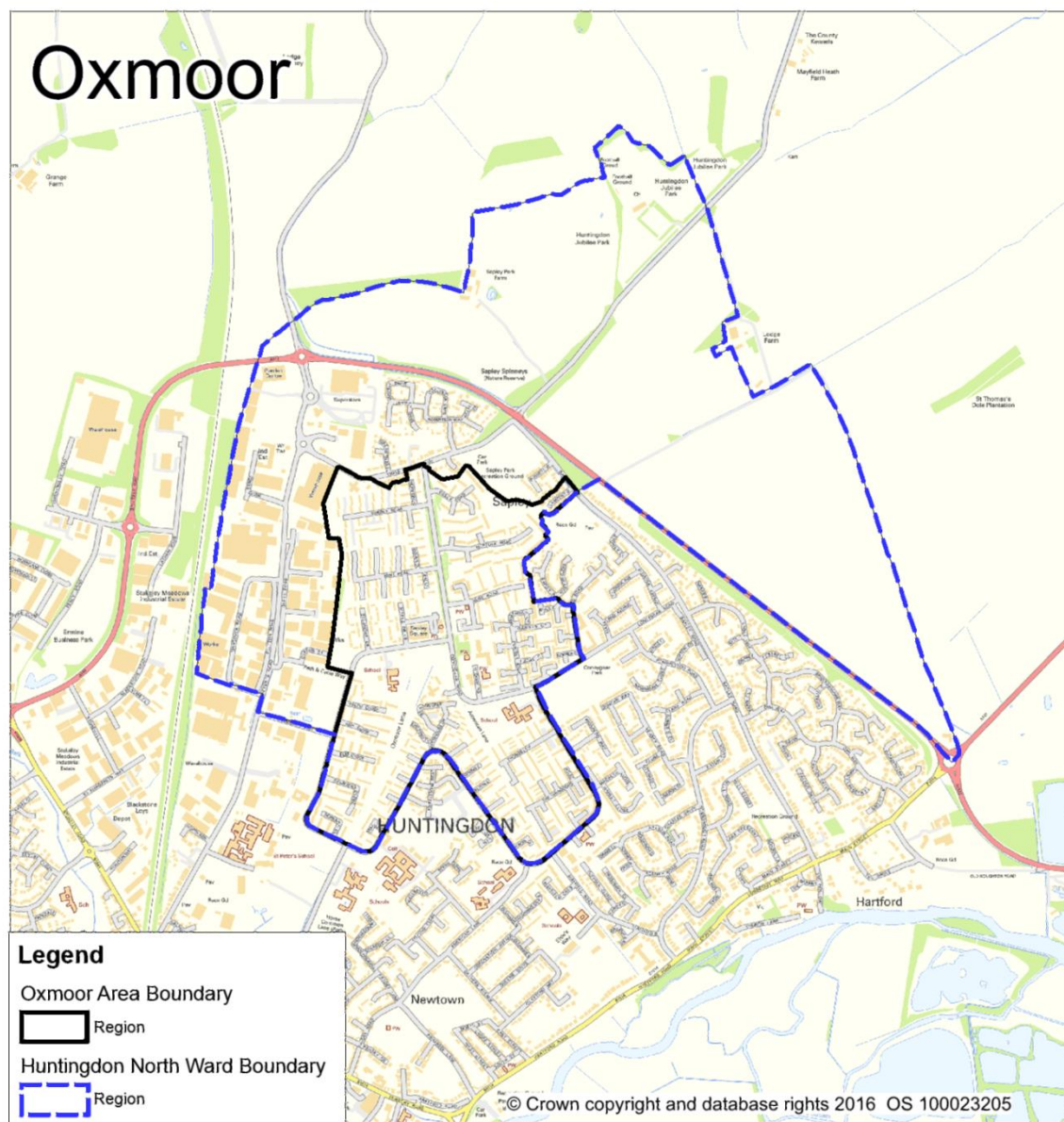
Research carried out by *RAND Europe*¹⁴ found that, as well as educational interventions, situational interventions such as improving street lighting have proven an effective means of reducing the opportunity to offend.

¹⁸ Walker et al. (2007) *Youth Inclusion and Support Panels: Preventing Crime and Antisocial Behaviour?* https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/222368/DCSF-RW018_20executive_20summary.pdf

¹⁹ *Safer School Partnerships* (2005) <http://yjbpublications.justice.gov.uk/en-gb/Resources/Downloads/SSP%20Summary.pdf>

APPENDIX A: MAP SHOWING OXMOOR BOUNDARY

Figure 5 Map showing Oxmoor boundary





Luminus continues to work in partnership with a number of agencies in the local area. Oxmoor has been a priority area for Luminus, we have seen many positive improvements over the years. This is largely due to the hard work and dedication of the staff working in partnership with families in the community, to tackle the issues that arise in a proactive manner whilst creating a sense of community and neighbourliness. Some of the persistent issues are noted below:

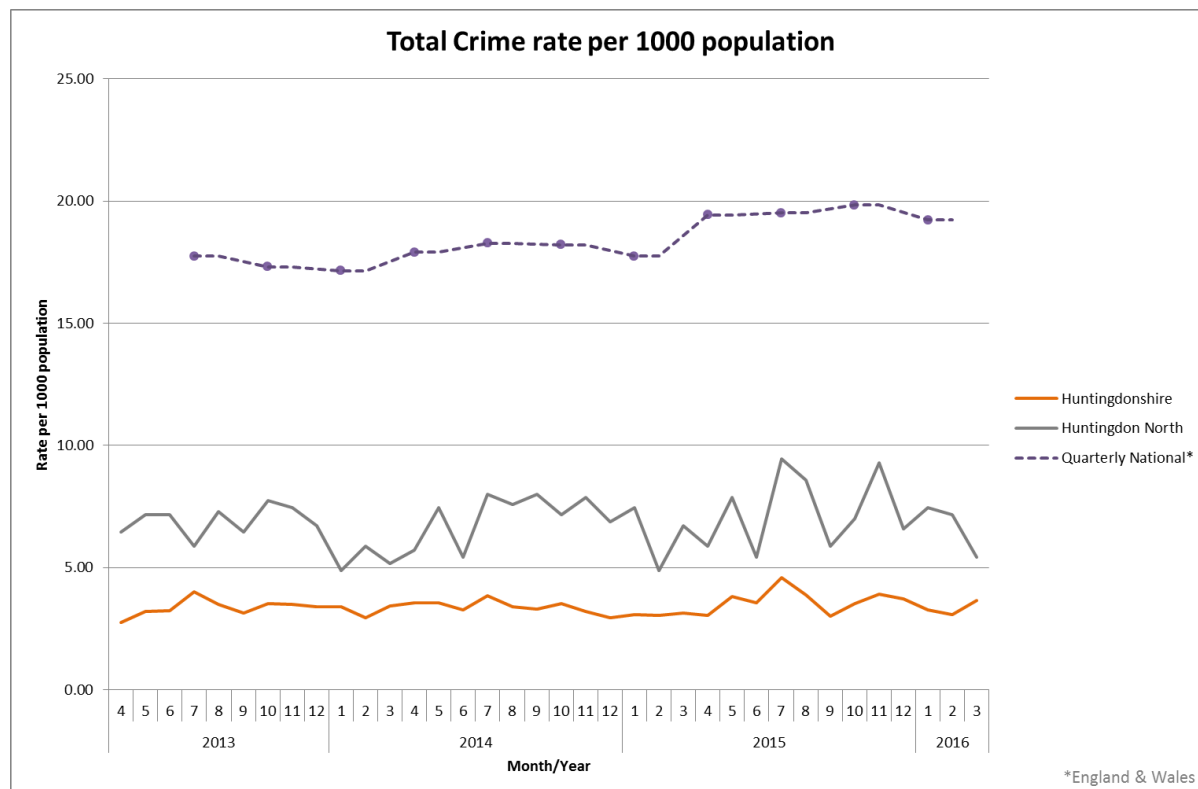
- Fly Tipping remains an issue. Luminus are unable to identify the perpetrators and often remove the items at Luminus' cost.
- Parking remains an issue.
- London drug gangs are operating in the area. This has affected a number of our properties, however there are no open cases at this present time in relation to this. Proactive and swift action has been taken where issues have arisen and this has resulted in a reduction in issues.
- A local Asian gang operating in the area remain of concern in the Lammas Gardens area, access was being made into Luminus owned blocks of flats. Luminus have resolved this by changing the security codes of each block and our staff continue to monitor this.

Luminus Interventions

- Luminus held a Street Surgery at Saunders Close. This was in response to a number of reports regarding Asian gangs operating in the area and drug dealing. Our intervention was well received, providing reassurance to the community and we have seen a reduction in reports of issues as a result.
- Luminus staff attend regular police meetings and undertake walkabouts in the area to provide that important presence with the local Neighbourhood Policing Team. This offer further reassurance to the community, confident that a strong partnership approach is in operation.
- Luminus Anti-Social Behaviour Officer has undertaken numerous joint visits with PC Bacon to Luminus properties, supporting victims and taking action against perpetrators of Anti-social Behaviour. This joined up approach is well received.
- When issues are reported it is standard practice for Luminus Officers to use the 'Anti-Social Behaviour Cards' to seek feedback from residents to allow action to be taken.
- Following a Closure Order obtained by the police with the support of Luminus, a Luminus tenant was evicted from her home. This ensured that the community could be safe from the individuals who were creating an area where there was fear and intimidation. This was a good example of partnership work which goes on throughout the estate through our Neighbourhood Wardens, Neighbourhood Officers and Anti-Social Behaviour Officers taking robust action against tenants who are breaching their tenancy or behaving in an unacceptable manner.

APPENDIX C: CRIME RATE PER 1000 POPULATION TREND CHARTS²⁰

Figure 6 Monthly rate per 1000 population for total crime for Huntingdonshire and Huntingdon North and quarterly rate per 1000 population for national total crime.



²⁰ Local population figures from: <http://cambridgeshireinsight.org.uk/file/2396/download>

National population figures from:

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates>

Figure 7 Monthly rate per 1000 population for arson and criminal damage for Huntingdonshire and Huntingdon North and quarterly rate per 1000 population for national total crime.

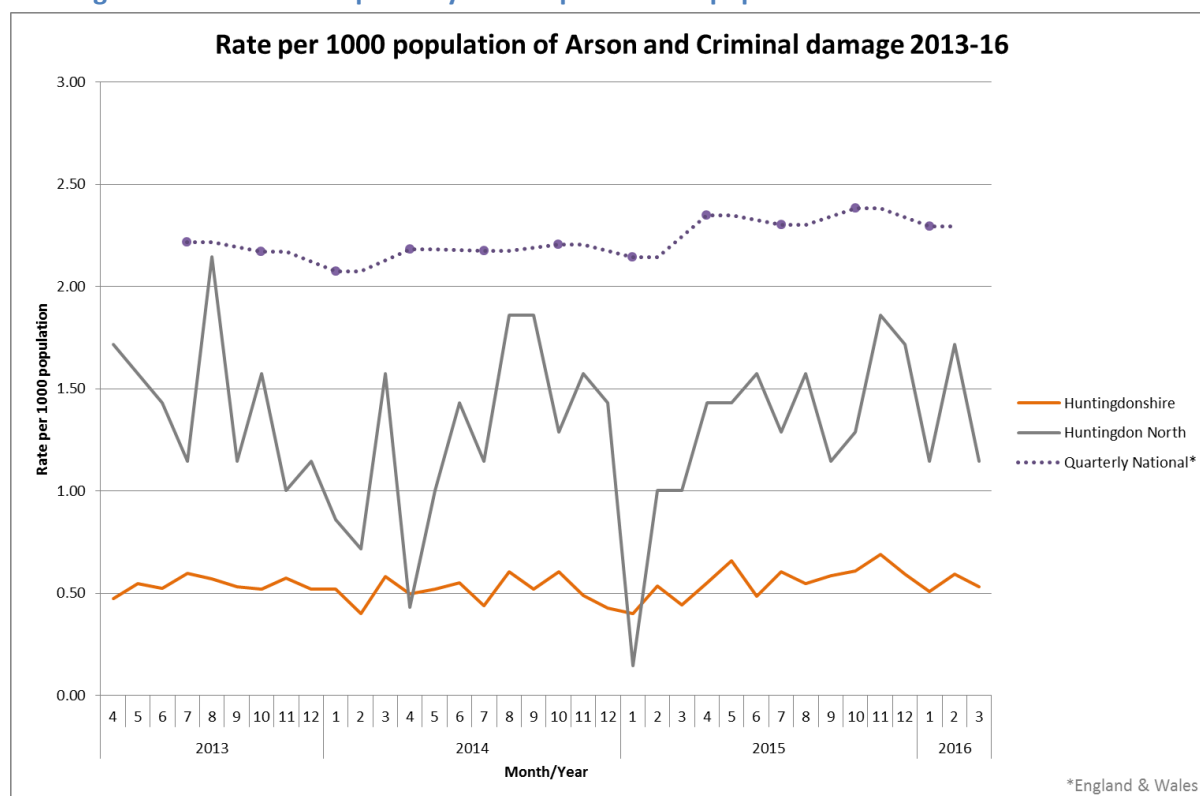
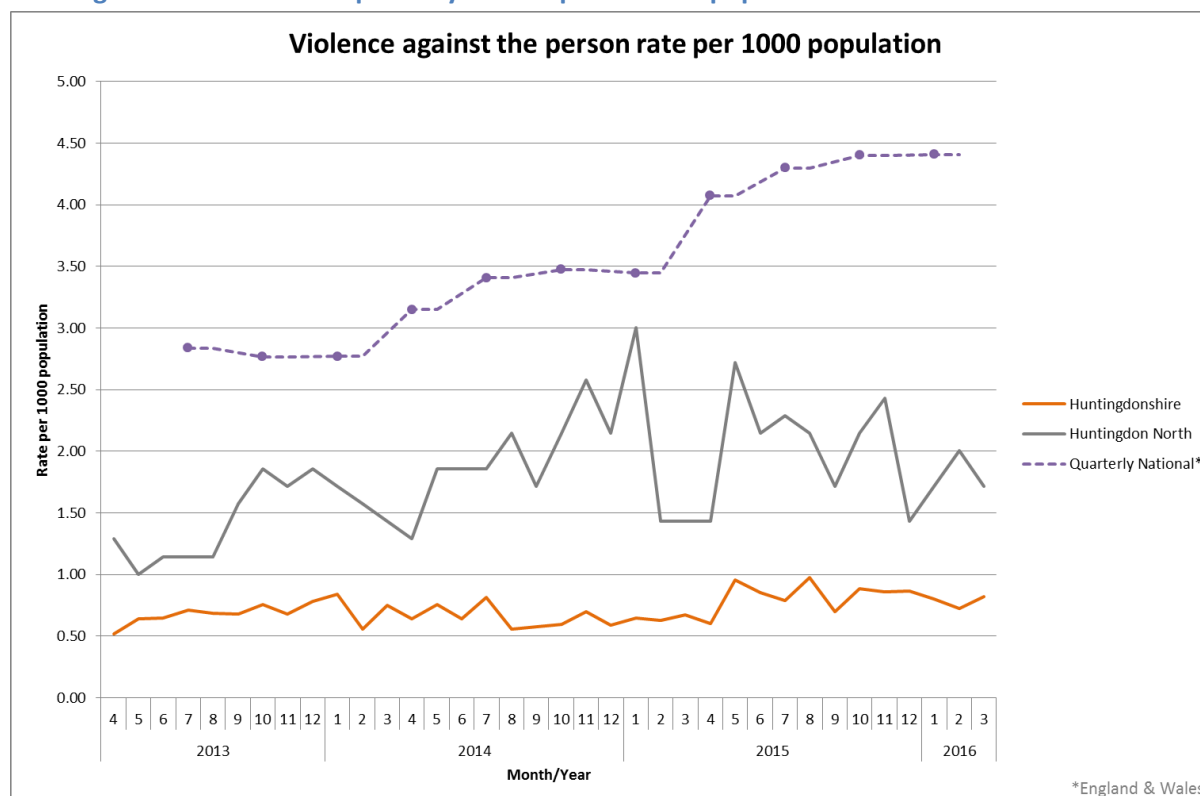


Figure 8 Monthly rate per 1000 population for violence against the person for Huntingdonshire and Huntingdon North and quarterly rate per 1000 population for national total crime.



APPENDIX D: CRIME COUNT TREND CHARTS

Figure 9 Monthly count for dwelling burglary for Huntingdonshire, Huntingdon North and Oxmoor and quarterly count for national total crime (000s).

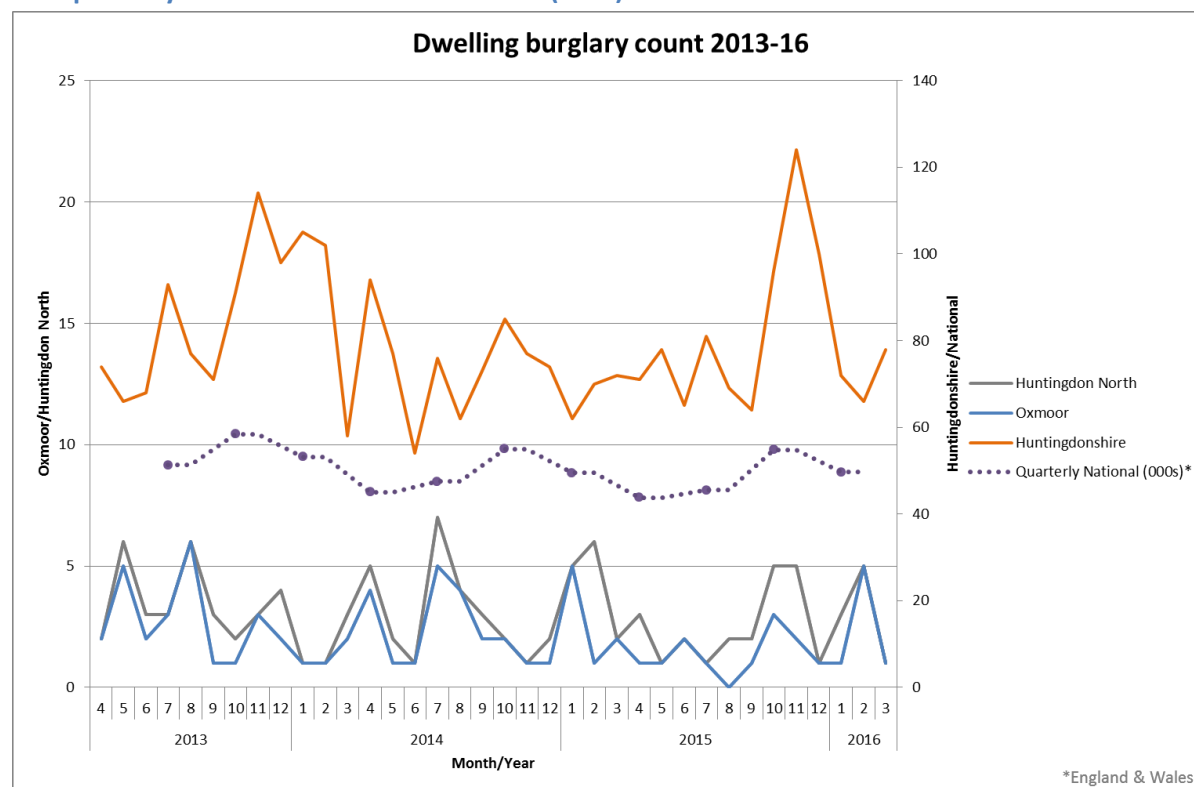


Figure 10 Monthly count for vehicle offences for Huntingdonshire, Huntingdon North and Oxmoor and quarterly count for national total crime (000s).

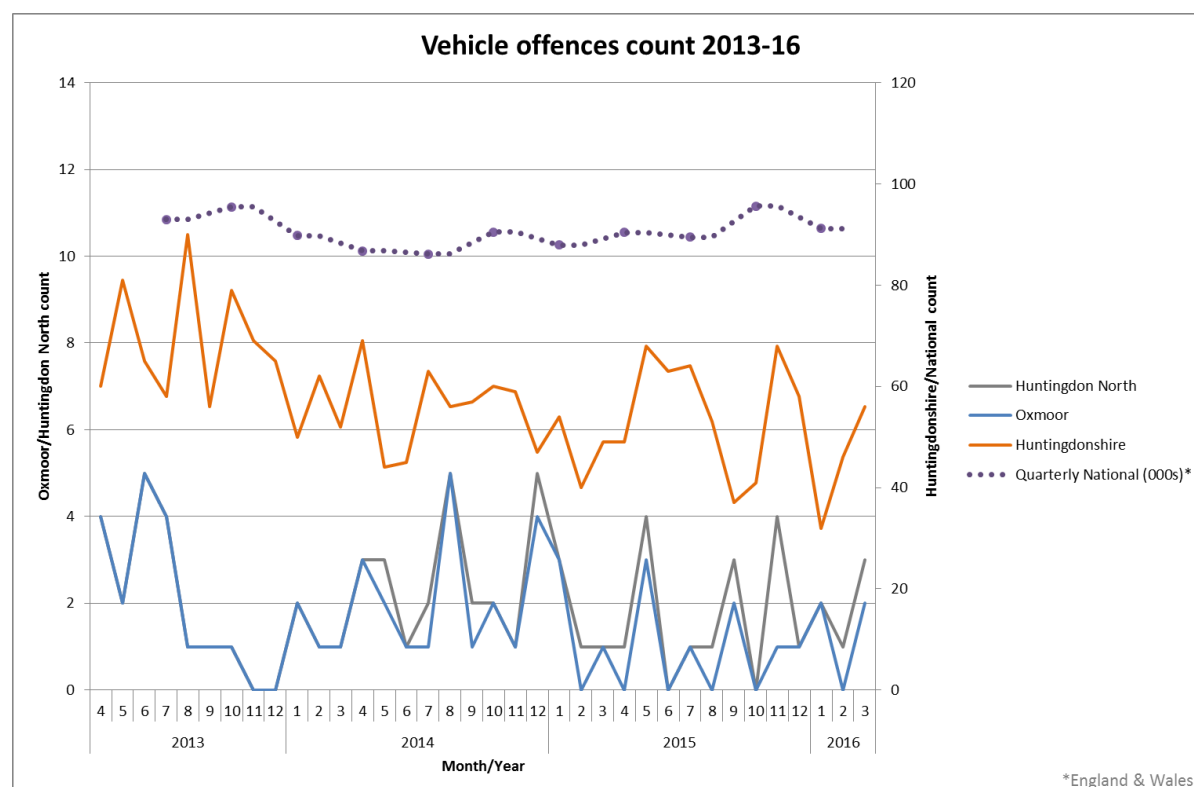


Figure 11 Monthly count for drug offences for Huntingdonshire, Huntingdon North and Oxmoor and quarterly count for national total crime (000s).

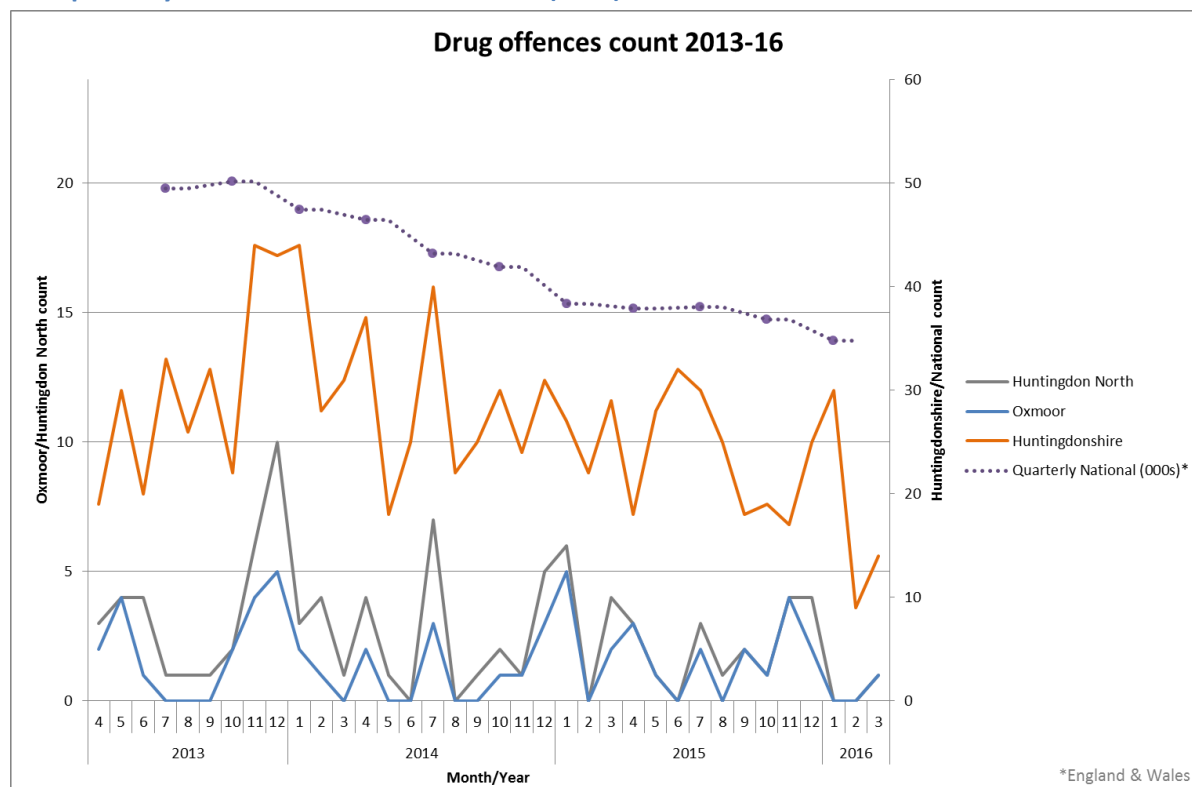


Figure 12 Monthly count for criminal damage and arson for Huntingdonshire, Huntingdon North and Oxmoor and quarterly count for national total crime (000s).

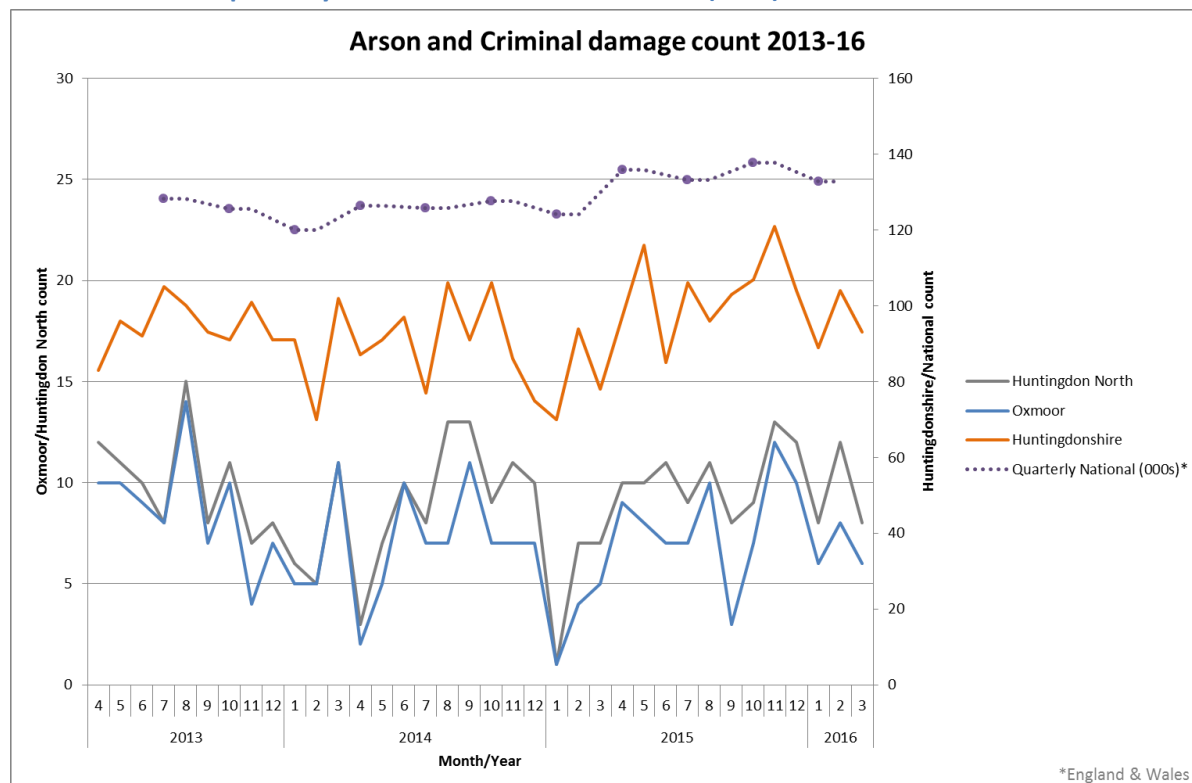


Figure 13 ASB hotspots in Oxmoor (2010-2016)

Oxmoor ASB 2010-2016



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Figure 14 Crime hotspots in Oxmoor (2010-2016).

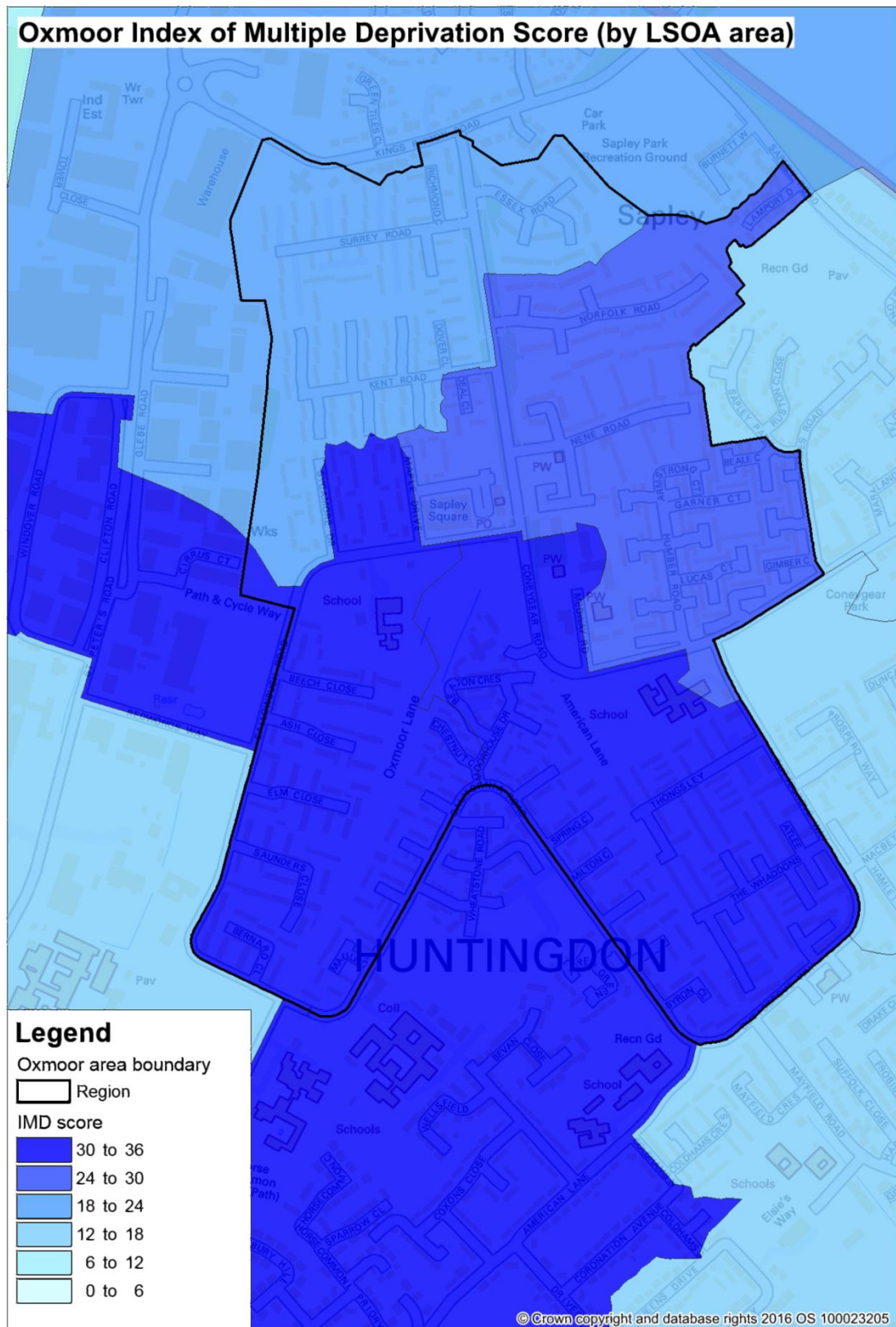
Crime hotspots in Oxmoor 2010-16



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APPENDIX G: INDEX OF MULTIPLE DEPRIVATION SCORES (BY LSOA)

Figure 15 Index of multiple deprivation (IMD) 2016 score mapped by LSOA area.



Source: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/467768/File_5_ID_2015_Scores_for_the_Indices_of_Deprivation.xlsx