



Cambridgeshire
County Council



Cambridgeshire
Research
Group

Huntingdonshire Community Safety Partnership



2018/19 Q1/2 STRATEGIC ASSESSMENT OXMOOR

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EXECUTIVE SUMMARY

This report sets out to explore in detail the profile of Oxmoor and its residents as well as examine a variety of factors that may correlate with criminal behaviour. The report focuses on Oxmoor because it has long been an area with historical issues and high crime. There are numerous criminological theories that assess whether certain factors can cause criminal behaviour or make the resident population more susceptible to it. These factors have been examined with locally available data and applied to the various theories. A report put together by Josh Ives (Police) and Sam Chappel (CIB) on offending in Oxmoor and surrounding areas has fed into this report.

The profiling revealed several key differences in Oxmoor relative to other areas in Huntingdonshire. Oxmoor is a highly densely populated area with a young, ethnically diverse population. A large amount of the population are unemployed relative to the rest of Huntingdonshire and those that are employed are more likely to be employed in unskilled jobs. Deprivation is also high with education and skills deprivation particularly high in the Oxmoor area showing the lack of prospects for local people.

Further profiling using ACORN data highlighted that the two most prominent consumer classifications in Oxmoor are 'Urban Adversity' and 'Financially Stretched' populations. These make up 88% of the population between them. In comparison these two groups make up just 26% of the population in Huntingdonshire showing a considerable disparity.

A key insight gained from cross referencing ACORN data with offender and victim data is that there are more offenders relative to their population size from more prosperous consumer classifications such as 'comfortable communities', 'affluent achievers' and 'rising prosperity' than the previously described 'urban adversity' and 'financially stretched' communities. This highlights that more crime may occur in Oxmoor but it isn't necessarily those local residents committing it.

ACORN highlights that the two groups have differing views on a range of issues from the national base rate and from each other. For example those within 'Urban Adversity' are significantly less likely (17%) to believe that too lenient a sentencing is a cause of crime compared with the average person. Those within 'Financially Stretched' however are 10% more likely to believe too lenient sentencing contributes to higher crime rates. Most noteworthy within ACORN insights are the fear of crime perceptions within those communities. The 'Urban Adversity' groups have a significantly higher fear of crime across all crime types compared with the national base rate and the 'Financially Stretched'. Vehicle crime and fear of being attacked because of skin colour or ethnicity are particularly prominent fears within the 'Urban Adversity' group. 'Financially Stretched' population have a lesser fear of crime but due to the blending of communities within the Oxmoor area it is likely that these perceptions have commonalities across both groups.

These perceptions of crime are not unwarranted in and around the Oxmoor area as the high crime rates show. High levels of crime have consequences and a high price attached to them. It is for this reason that the report aims to highlight predictors of crime so that preventative measures may be taken before the area has to pay such a price.

£8,741,290

**= Cost of Crime
In Huntingdon North**

The main findings of this report have shown that there is correlation between various factors such as; high deprivation, low educational attainment, high population density, single parent households and adverse childhood experiences (ACE) and the high crime rate visible in Huntingdon North. However, it does not clearly demonstrate causation from a single factor and so they individual factors cannot be viewed in isolation. It remains unclear which factors correlate, potentially as symptoms of crime and which factors cause crime.

Lastly further conversations have been documented with different partner agencies such as Luminus, Youth Workers and YOS. These conversations have revealed various other issues and potential factors that need consideration. For example Luminus highlight the increasing prominence of County Lines issues on the estate which can thrive because of the vulnerability of residents. Youth workers have highlighted that local gangs are operating in the area and in some cases are extorting other young people as a way of raising money for themselves because they are unable or unwilling to seek other forms of income generation.

RECOMMENDATIONS

The following are recommendations the Partnership should consider in order to improve outcomes within Oxmoor:

- Increase provision of Transforming Lives type programmes: This programme has demonstrated improved outcomes for some of the highly vulnerable within Huntingdonshire.
- Work closer with schools for referrals, particularly with those excluded from schools: Those at risk or excluded from school are at higher risk of being coerced into drugs, gang activity or sexual exploitation. The PSG could consider a referral route where individuals could have a coordinated multi agency input.
- Encourage communication between relevant agencies e.g. Luminus and Police (OCG): This could provide much needed intelligence gathering within communities that are reluctant to report directly to the police and enable action to be taken before problems become embedded.
- Improve community cohesion and resilience through community events: More cohesive engaged communities have greater resilience when problems do occur. The use of time banking and volunteering increases and reliance on stretched statutory service is decreased.
 - o Work with local services such as STAG Church who are active in the community
- Breakdown language and cultural barriers to increase engagement from different communities
- The Controlling Migration Fund is a fund to help local authorities respond to the impact of recent migration on their communities. It also helps migrants to integrate and to access services. Huntingdonshire could bid again into the fund to help address the cultural / language barriers experienced with the diverse population.¹

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733160/CMF_Prospectus_2018_-_2020.pdf

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. The scope of the work requested required this to assimilate both quarter 1 and 2. Below is a brief outline of the areas that will be covered

- Current issues and crime trends in Oxmoor
- Cost of Crime in Oxmoor
- Demographic breakdown including ACORN consumer classification
- Root causes of crime and associated data to support theories
- Recommendations

Some of the crime figures and current interventions have been obtained from a previous report put together by PC Josh Ives (Cambridgeshire Police) and Sam Chappell (Cambridgeshire Intelligence Bureau). This report covered youth crime (under the age of 21) in the Oxmoor area – focusing on what, when and where crimes were committed as well as who has committed them and what actions are taking place to counter them. More information can be found in the appendices.

Previous research on this geographic area is available on the Cambridgeshire Insight webpage for this Partnership <https://cambridgeshireinsight.org.uk/huntingdonshire/>. 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 of area

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.

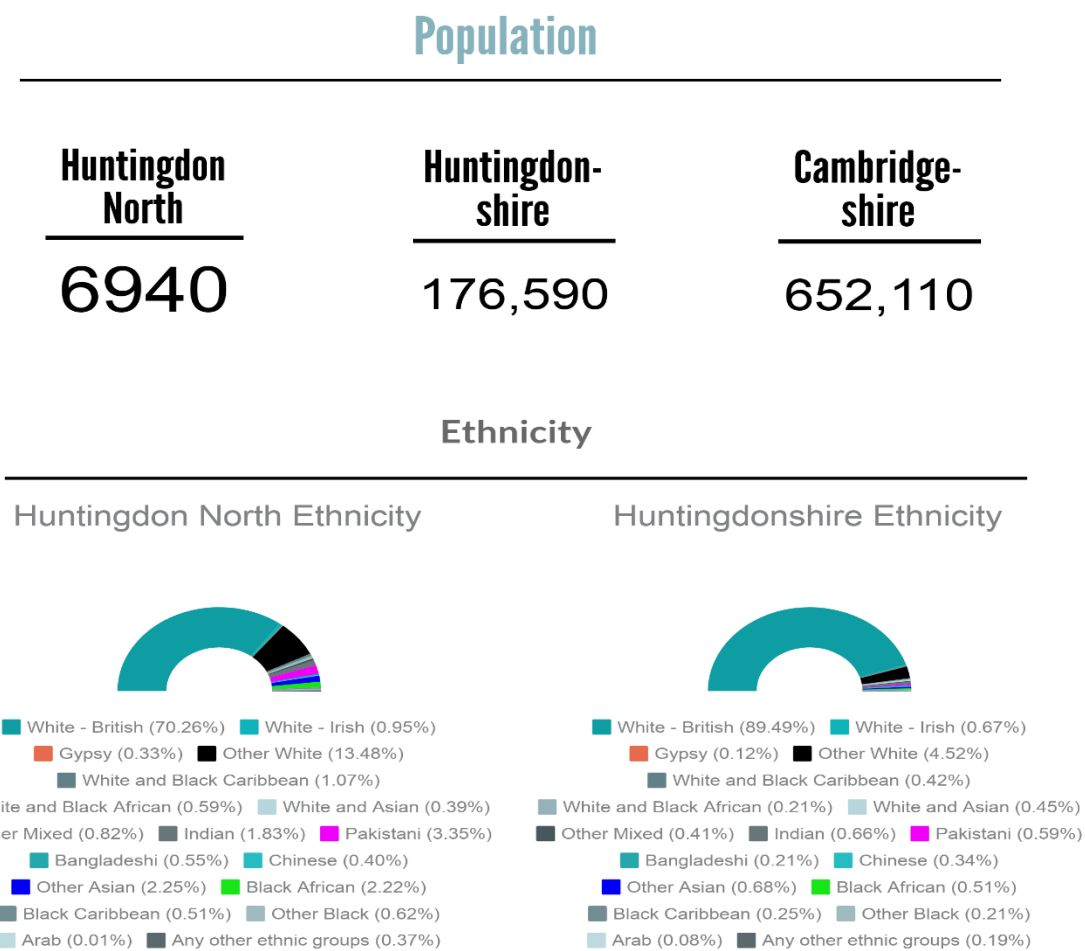
“It is an area of high crime and social disparity. This area is an ex-council estate and has a diverse community as well as relatively low incomes and high unemployment. Violent crime is a particular problem, with more and more youths committing violent crime as well as being subjected to it.

Technology has played a part in crime for this demographic. Under 21 year olds have been charged with Malicious Communications on 30 separate occasions in the Huntingdon area. Social Media plays

a part in violent crime also, with many cases of assault, criminal damage, threats to kill and many sexual assaults and Obscene Publications being a direct result of communications on social media.”²

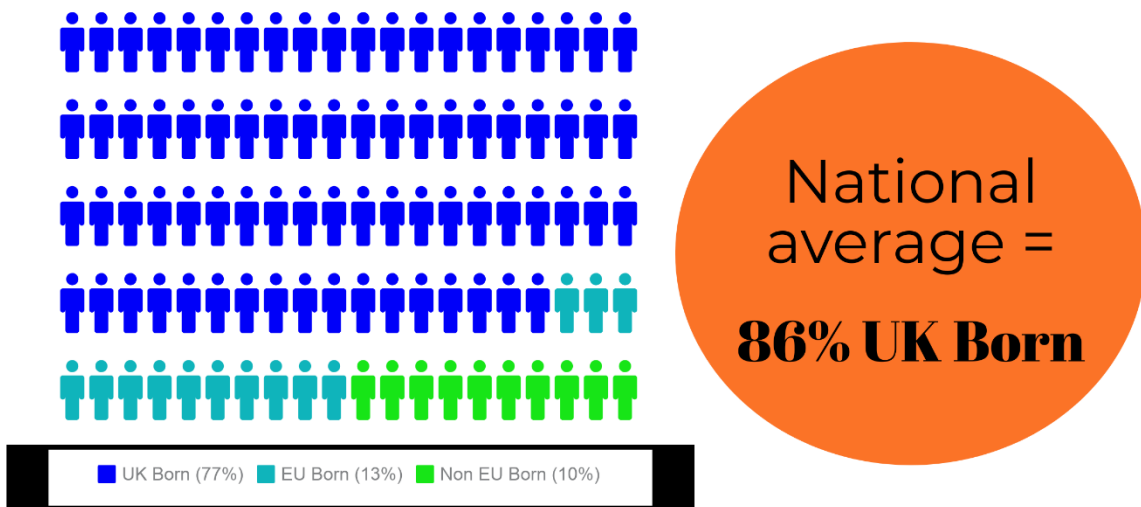
This range of factors has been linked to some of the issues currently being faced: communication difficulties, perceptions of fear, exploitation, overcrowding, and poor community cohesion.

Huntingdonshire Demographics

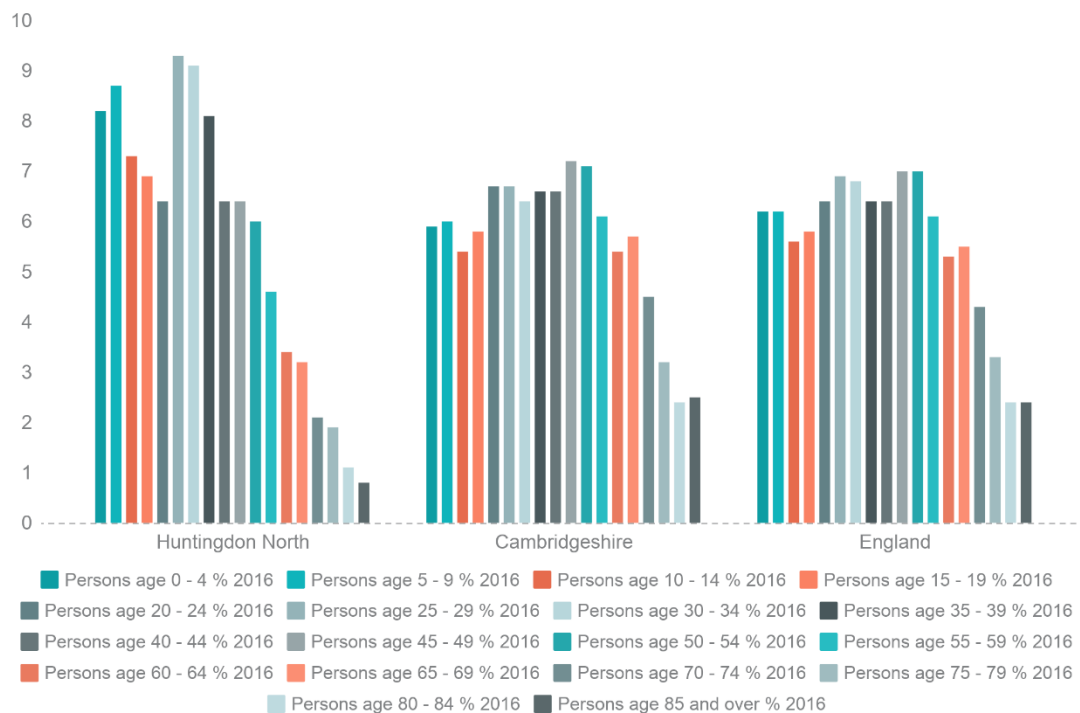


² Oxmoor Case Study – Sam Chappel and Josh Ives – Cambridgeshire Police

Country of Birth



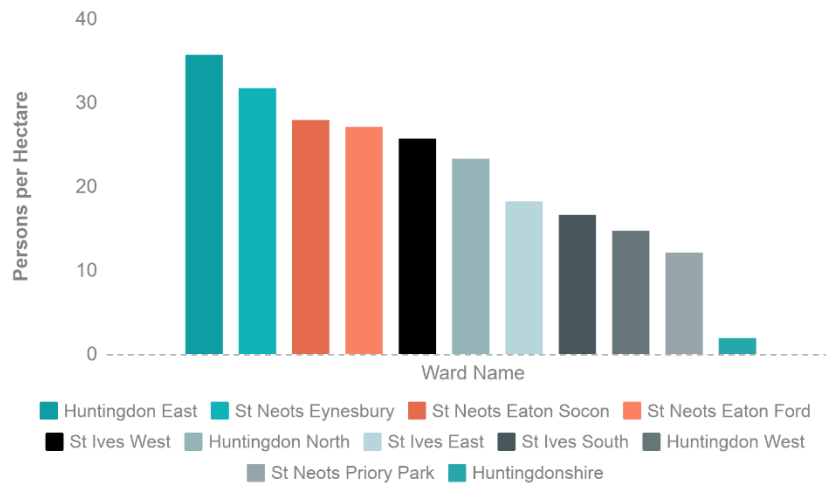
Population Age



Source:
Cambridgeshire
Insight

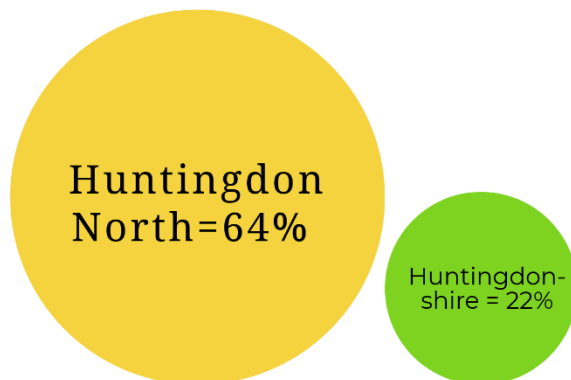
Population density

Population Density by Ward (Top 10)

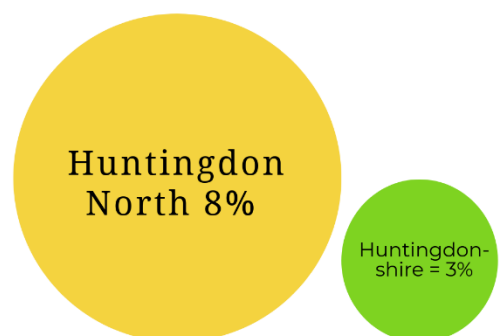


Household Makeup

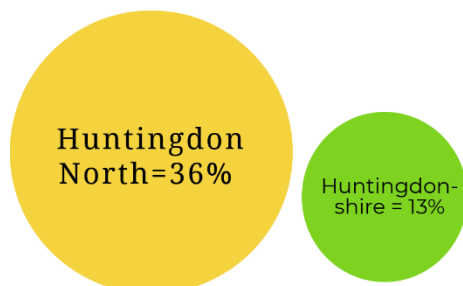
Terraced Housing



Overcrowded Housing



Social Housing



Previous Research: Highlights

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.

Previous interventions: The 2014/15 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.

Further to the 2014/15 report an update was produced and presented in the Q2 Strategic Assessment 2016/17.³ Key findings were as follows;

- 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.

³ https://cambridgeshireinsight.org.uk/wp-content/uploads/2017/08/Hunts_quarter2assessment201617_Oxmoor.pdf

Current Work

This section highlights work that is currently carried out that the research group has been made aware of the list is not exhaustive, and does not include statutory duties that are also carried out by public agencies.

“Use of Community Protection Warnings/Notices:

Community Protection Warnings and subsequent notices have been served against several individuals. Some of the males given CPWs do not form part of the most prolific offenders but either criminality or intelligence suggests they are increasingly at risk of violent offending. The use of the CPW is primarily to divert them away from offending and into the path of agencies that can assist such as the Huntingdon Youth Centre. CPWs are issued in cooperation with the local council to ensure a multi-agency approach.

Where CPWs either have not worked, or we believe parents are not assisting efforts to curb behaviour, CPWs have successfully been issued against the parents. This not only puts the pressure onto the young person to change their behaviour but tries to push parents towards positive action against their children. These CPWs are obviously not used solely on their own and are instigated with the surrounding support from other services such as social care to help parents.”⁴

“Use of Criminal Behaviour Orders/Civil Injunctions:

The use of CBOs have so far had limited impact on the violent offending associated with young people in Huntingdon. They have been completed for some of the most prolific offenders, but there are several difficulties in their use.

Firstly, the use of criminal statements mean many victims do not want to assist in the application for a CBO as they fear repercussion from the suspect. Secondly, due to the current court back log, court dates are being set for 6-10 months’ time when the offender is on bail or being summoned. The CBO is not active until conviction and therefore the offender has completed several more offences whilst awaiting trial and the public continue to be at risk. The use of emergency CBOs have not been supported by the CPS prosecutors who often do not know the use of the legislation. Lastly, the Youth Offending Team have been against imposing conditions on young persons and have complicated applications.”⁵

Luminus interventions

It was reported in the last Oxmoor strategic assessment in 2016/17 that there were a number of interventions put in place by Luminus housing association such as;

- Street surgeries
- Attending Police meetings / problem solving groups
- ASB Cards

Many of these are still in place or occurring. As well as the above interventions, Luminus continue to ensure that residents in the Oxmoor estate adhere to their tenancy agreements. The main issues that Luminus deal with are generally those concerning rent arrears. Increasingly though, there are

⁴ Oxmoor Case Study – Sam Chappel and Josh Ives – Cambridgeshire Police

⁵ iBid

issues with county lines and cuckooing in Luminus properties. These issues frequently result in eviction that Police often have to attend.

Luminus also conduct spot checks and act on intelligence from their tenants, members of the public and accompany police when necessary.

Youth work

Youth Protection workers continue to engage and work with the local youth population in Huntingdonshire. This involves encouraging youths to come forward and work with them before the individuals make the wrong choices in life. The work revolves around empowering young people, providing them with aspirates and equipping them with the ability to make positive life choices.

Transforming Lives

Transforming lives is part of the YPW work mentioned above but is more concentrated work with a group of young individuals who have voluntarily agreed to take part in programme. The intensive programme has the same aims as the above work youth work but brings together a group of young individuals who have similar issues and choices to make. The individuals are exposed to new experiences and a range of professionals who aim to inspire them and breed confidence in the group. So far two groups have been through the programme (one female and one male) and both have reported great success in changing the young people's attitudes and confidence levels.

CURRENT ISSUES & 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 Oxmoor. 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 examined which provides the opportunity to use for comparisons.

[Summary of Findings – Youth Crime](#)

Through this research it was found that youth crime in the area of Oxmoor is particularly high, especially when compared to the areas of Hartford and Sapley. The following points were observed during this research:

- The nature of crime has changed in this demographic, with technology playing a major part. Social media, particularly activity on Snapchat and Instagram, lead to assaults, malicious communications and sexual offences.
- The role of schools is noted, with strong crime hotspots gravitating around school areas and many crimes relating to school activities, areas and associations. Many violent crimes occur on school grounds, particularly Hinchingsbrooke School, St. Ivo, St. Peter's and Cambridge Regional College.
- Hotspot maps indicate that the highest volumes of crime occur around the areas of the High Street, Ambury Hill, Sallowbush Road, California Road, Humber Road and Lucas Court. These

are all possible areas of focus for Neighbourhood Policing Teams and/or further strategic work and intelligence gathering.

- The role of some ethnic groups play more of a part in youth violent crime than others, showing that those of an Asian or Black ethnic background are more likely to commit violent crime in the Huntingdon area.
- Research showed that violent crime is more likely to be committed by a single person or two people, and are rarely committed by groups of four or five nominals.
- The majority of crimes involved the use of a weapon.⁶

County Lines

County Lines is fast emerging as one of the most serious and prominent issues being experienced in local areas right across the country. Organised crime drug gangs have long been thought as an issue for large urban areas with local more rural locations seen as low risk areas. Increasingly in recent years these organised gangs have spread their operations out to more rural areas such as Cambridgeshire at first by sending children and young people from large towns and cities to run and sell drugs through the use of a mobile phone line to advertise and to facilitate the

“County lines” gangs use children to traffic drugs from the inner city areas where they are based to provincial towns, where they are used to sell drugs. They have long presented a challenge to police, who are used to working within specific force areas and who are unable to target the organised criminals higher up the chain who are directing the actions of the children.

purchasing of illegal substances. However, the operation has been evolving and it is now more often the case that young vulnerable local people are being recruited to these criminal enterprises. As competition increases and the methods of inner city drug dealing spill over into more rural areas the level of associated crime has also increased. This includes extreme violence as well as others crimes of robbery, extortion, threats, coercion, money laundering and others. It has been reported that nationwide the proportion of homicides where the victim or suspect were known to be using or dealing drugs increased from 50% in 2014/15 to 57% in 2016/17.⁷

Through conversations with various agencies including police there is a significant amount of county lines activity in Cambridgeshire and Peterborough. There is also evidence of county lines activity in and around Huntingdon and that there have been limited incidents recorded on the Oxmoor estate itself but the Huntingdon area as a whole does not suffer as much as Cambridge and Peterborough.

Examples of activity and associated crimes range from local people being cuckooed i.e. giving up their property to county lines dealers in order to sell from those properties. In return, property owners / dwellers may be supplied with drugs but it may simply be a vulnerable adult who receives nothing and is exploited and threatened. Other activity can include county lines dealers forcing / coercing local people to drive them around the county in order to sell drugs and even make trips back to London to collect more supply. Associated crimes can often be violent with serious assaults

⁶ Oxmoor Case Study – Sam Chappell (CIB) and PC Josh Ives – Cambridgeshire Police

⁷ <https://www.theguardian.com/uk-news/2018/apr/08/police-cuts-likely-contributed-to-rise-in-violent-leaked-report-reveals>

and murder a potential outcome as a result of drug debts or non-compliance with county lines dealers.

Local people are targeted for their vulnerability, whether these are vulnerable adults with properties and cars that can be used or vulnerable young people who can be enticed to run or sell drugs with the promise of cash or the threat of violence to ensure compliance. Both are expendable to the county lines dealers and can easily be replaced within the business model. Young people are particularly vulnerable, especially those who are absent from school or excluded and those with vulnerabilities such as learning difficulties or problematic living environments.

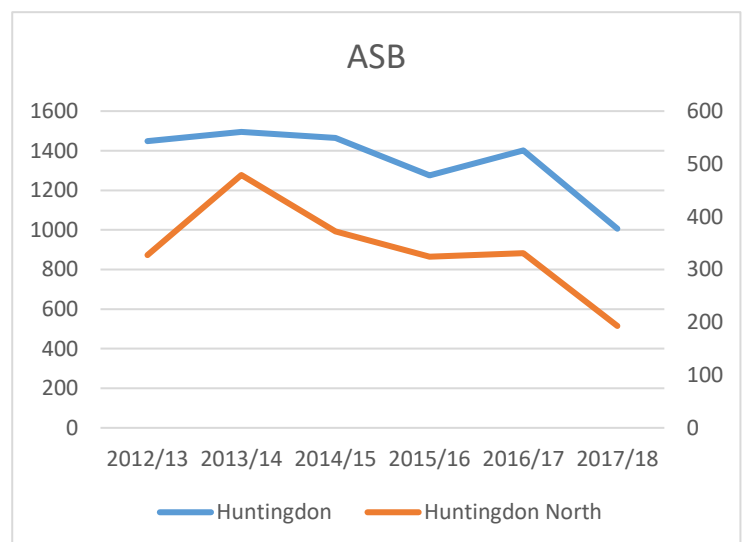
County lines is generally seen as a very complex issue that needs tackling by a multitude of agencies including social services, schools, parents, police, housing associations, public health, youth offender services, local councils, voluntary services and more. National guidance suggests this is a national problem meaning that isolated actions within a specific area will struggle to contain an issue which can be displaced and has its roots in many locations. For example taking local action in Cambridgeshire does nothing to stem the tide of offenders in London who will move into the area when their predecessor is arrest and dealt with by the criminal justice system.

Long term trends

Anti-social behaviour (ASB)

Huntingdon North has experienced a long term decline in ASB count from 2012 to 2018. The most recent year has seen the most significant drop from 331 incidents to 193 in just one year, equating to a 42% decrease. This closely follows the trend seen across Huntingdonshire as a whole as shown on the graph below.

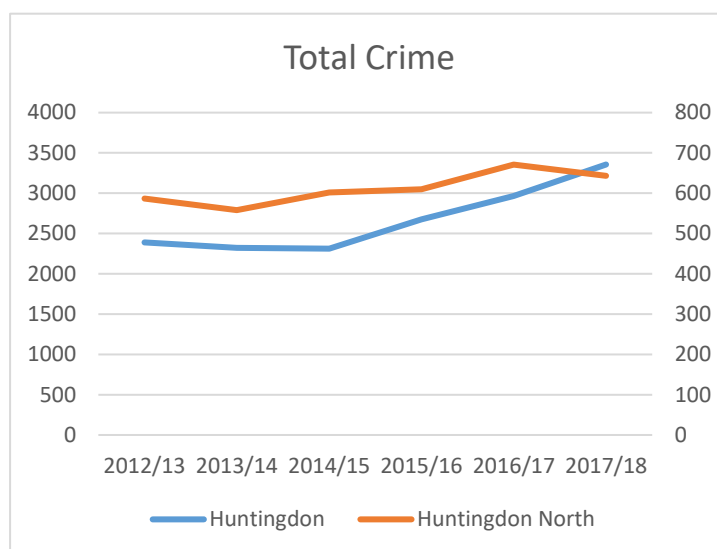
Figure 1: ASB Trend in Huntingdonshire



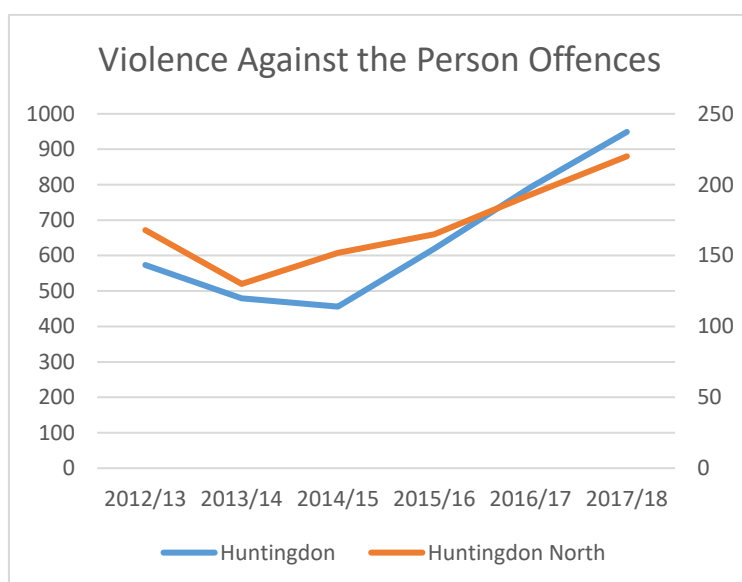
Total Crime

The trend in total crime in Huntingdon North has differed from the trend in Huntingdonshire as a whole over recent years. In the most recent year recorded crime in Huntingdon North has fallen compared with a rise in the district as a whole and wider rises seen nationally.

Figure 2 Total Crime in Huntingdonshire



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. In recent years across England and Wales the number of recorded violence offences have increased significantly, this is largely the result of an improvement in national recording standards. Despite the improvement in recording standards it is likely that there has been a genuine rise in violent offences.

Figure 3 Violence against the person in Huntingdonshire

This rise in VAP offences seen nationally has also been experienced at district level in Huntingdonshire and at ward level in Huntingdon North. However, Huntingdon North from 2014/15 has seen a lower rate of increase in comparison to Huntingdonshire as shown in figure 2 below.

Cost of Crime

Before looking into the root causes of crime it is necessary to demonstrate why it is important to take preventative measures and to justify the associated expenses of such actions. This section will display the cost of crime to the taxpayer and explain how small reductions in the level of crime could result in large boosts to the taxpayer and local services.

Crime impacts individuals and society in a number of detrimental ways. There is the emotional and physical impact, which may affect the victims of crime in both the short and the long term. There may also be the direct loss from damage to property, lost work time and medical costs. High crime

and violence rates foster a sense of fear that affect people's day to day quality of life and the economic choices that they might make. Even the fear engendered by violence has a cost, potentially resulting in more defensive expenditures on personal security items and avoidance of areas that are considered dangerous.⁸

Using a report put together by the Home Office in 2000 the UK Peace Index estimated that the cost of crime was £124 billion in 2012. This equated to £4700 per household or 7.7% of GDP. The UK Peace Index takes the direct cost of crime and also applies the indirect costs that are associated with crime such as lost income and tax receipts to estimate the total economic impact of various crime types. The report estimates that a single homicide has an economic impact of £3.6 million.

Trying to equate the national figures to local data was difficult as the crime types from police data do not match up exactly with the methodology used in the UK Peace Index. However using the figures from the UK peace index measured up against the number of crimes from the Police Crimefile it can be estimated that the economic impact in Huntingdon North alone is approximately £8,741,000.

A small reduction therefore in crime could result in a significant reduction of economic harm to the economy. Just a 10% reduction in serious wounding would have a potential economic impact of £200,000.

Table 1 Cost of Crime

Offence	Economic Impact	Number of Crimes Apr 17 – Mar 18	Total economic impact Huntingdon North Ward
Homicide	3,601,604.50	0	0
Serious wounding	35,284.60	61	£2,152,361
Other wounding	17,907.50	169	£3,026,368
Sexual offences	76,208.60	35	£2,667,301
Common assault	3,247.40	107	£347,472
Robbery	14,743.30	7	£103,203
Burglary in a dwelling	5,170.10	14	£72,381
Theft - not vehicle	982.8	111	£109,091
Theft of vehicle	6,479.20	2	£12,958
Theft from vehicle	1,487.20	33	£49,078
Attempted vehicle theft	930.8	0	£0
Criminal damage	1,748.50	115	£201,078
Total		654	£8,741,290

Source: Cambridgeshire Constabulary & UK Peace Index

⁸ <http://visionofhumanity.org/app/uploads/2017/03/UK-Peace-Index-report-2013.pdf>

One of the key aims of this report is to explore various theories regarding the root causes of crime and present and examine the available data for the Oxmoor area to see if there is any correlation evident. There are many theories that seek to predict future criminal behaviour or try to identify root causes that can lead to future criminality however “no single factor explains why some individuals behave violently toward others or why violence is more prevalent in some communities than in others. Violence is the result of the complex interplay of individual, relationship, social, cultural and environmental factors. Understanding how these factors are related to violence is one of the important steps in the public health approach to preventing violence.”⁹

One of the leading theories is the theory of adverse childhood experiences. The theory is that certain incidents experienced as a child can have a negative outcomes in adulthood including physical and mental health disorders as well as aggressive behaviour. These experiences can be quite common across society but certain vulnerable groups such as people involved in offending, are known to have experienced higher levels of adversity than others. The theory is predicated on the overlapping experiences increasing the risks for victimisation and offending behaviour in later life rather than a child experiencing a single adverse incident predicting future outcomes.¹⁰

Another theory is called the ‘Broken Windows’ theory (Wilson and Keller 1982). The argument is that visible signs of crime, ASB and civil disorder can have an effect on an individual’s likelihood to commit a crime at some point during their lives. For example if an area is visibly deteriorating, lacking in investment with graffiti and broken windows present this can cause certain individuals to feel it is more acceptable to commit crime. The reason being that there will not be any repercussions because there is an indifference to crime among the community. This theory has received considerable critique and rebuffed by many academics that argue other factors have a more positive correlation than simply public disorder and visible signs of crime. A more likely cause is a lack of social cohesion and the absence of common goals among a community. The main criticism is that ‘broken windows’ is more like a symptom rather than a cause of more serious crime.¹¹

Other academics argue that certain individual factors can influence the number of crimes committed in a particular area. For example high population density in an urban area can lead to tension and competition for space or resources among the population. These interpersonal conflicts can spill over to public disorder and eventually more serious crime. Once again though there is a conflict in thought that the high density population acts as a natural surveillance / security features that protects one another so the opportunity to commit crime is less likely.¹²

Residential mobility is another factor that can be considered as a potential cause of crime. Large percentages of population moving frequently in and out of an area are considered less likely to have a sense of community or civic pride in that particular area. As a result there is a degree of anonymity within the community. The theory argues that once people lose their sense of stability, they may also lose their moral values. This can increase the fear of crime and others and increase local tensions which in turn can lead to an upturn in the rate of crime.¹³

⁹ http://www.who.int/violence_injury_prevention/violence/world_report/en/chap1.pdf

¹⁰ http://www.cycj.org.uk/wp-content/uploads/2018/08/Adverse-Childhood-Experiences-in-high-risk_CYCJ-_Final-Version-proofed.pdf

¹¹ <http://crab.rutgers.edu/~goertzel/NeighborhoodCrime.pdf>

¹² <https://www.sascv.org/ijcjs/harries.html>

¹³ https://www.anu.edu.au/fellows/jbraithwaite/_documents/Articles/1975_Population%20Growth%20and%20Crime.pdf

One last factor explored in this report that has been cited by various academics and criminologists is family composition. Parentless and single parent homes are frequently referred to as a factor that can influence future criminal behaviour.¹⁴ The belief is that the lack of supervision and positive role model in a child's life can have adverse effects in the child's development which can lead to chaotic lifestyles in future.

According to the UK Peace Index though it is likely a contribution of many factors including deprivation, poverty, income, inequality and education and job prospects. All of these factors together can lead to an increase / decrease of peacefulness in a particular area. Peace in this case is defined as the absence of violence or the fear of violence.¹⁵

This document will try to explore some of the above theories with data available at a local level.

Oxmoor Acorn Profiles

In order to understand the root causes of crime in a given area it is necessary to understand the local community. This section uses ACORN data to further analyse the community and to classify them into distinct groups with certain characteristics. ACORN is a geodemographic tool developed by CACI to understand a consumer's lifestyle, behaviour and attitudes. It is commonly used by private and public sector organisations to more effectively target and communicate with communities.

By analysing demographic data, social factors, population and consumer behaviour, it provides precise information and an understanding of different types of people.¹⁶ Acorn has 6 distinct population categories made up of Affluent Achievers, Rising Prosperity, Comfortable Communities, Financially Stretched, Urban Adversity & Not Private Households. Within the 6 categories are 18 further groups and 61 further sub-types. The data (shown below) does indeed provide a distinction between Huntingdonshire as a whole and the Huntingdon North ward where Huntingdonshire is largely made up of 'Affluent Achievers' (30%) and 'Comfortable Communities' (34%) and Huntingdon North Ward / Oxmoor has large majority of 'Financially Stretched' (58.5%) and Urban Adversity (29%).

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Table 2 Composition of Acorn Category Types across Huntingdonshire and Huntingdon North ward

Acorn Category	Huntingdon North ward	Huntingdonshire
Affluent Achievers	1%	30%
Comfortable Communities	6%	34%
Financially Stretched	59%	19%
Not Private Households	1%	1%
Rising Prosperity	5%	9%
Urban Adversity	29%	7%
Total	2491	73702

¹⁴ <https://www.theguardian.com/society/2001/apr/05/crime.penal>

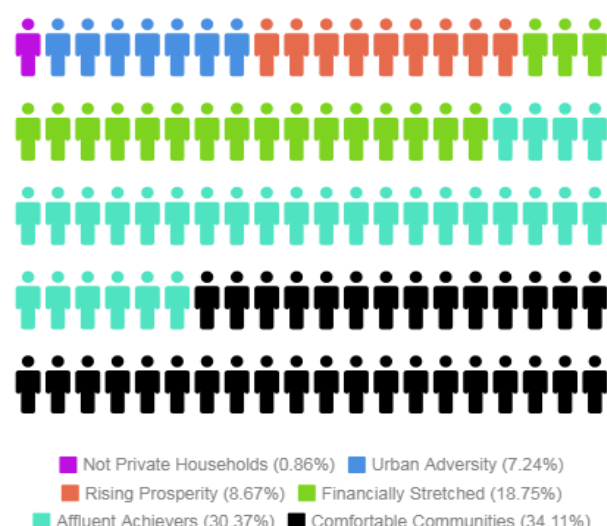
¹⁵ <http://visionofhumanity.org/app/uploads/2017/03/UK-Peace-Index-report-2013.pdf>

¹⁶ <https://acorn.caci.co.uk/>

‘Financially stretched’ – “This category contains a mix of traditional areas of Britain. Housing is often terraced or semi-detached, a mix of lower value owner occupied housing and homes rented from the council or housing associations, including social housing developments specifically for the elderly. This category also includes student term-time areas. There tends to be fewer traditional married couples than usual and more single parents, single, separated and divorced people than average. Incomes tend to be well below average. Although some have reasonably well paid jobs more people are in lower paid administrative, clerical, semi-skilled and manual jobs. Apprenticeships and O levels are more likely educational qualifications. Unemployment is above average as are the proportions of people claiming other benefits. People are less likely to engage with financial services. Fewer people are likely to have a credit card, investments, a pension scheme, or much savings. Some are likely to have been refused credit. Some will be having difficulties with debt. These people are less likely than average to use new technology or to shop online or research using the internet, although will use the internet socially. Overall, while many people in this category are just getting by with modest lifestyles a significant minority are experiencing some degree of financial pressure.”

‘Urban Adversity’ - “This category contains the most deprived areas of large and small towns and cities across the UK. Household incomes are low, nearly always below the national average. The level of people having difficulties with debt or having been refused credit approaches double the national average. The numbers claiming Jobseeker’s Allowance and other benefits is well above the national average. Levels of qualifications are low and those in work are likely to be employed in semi-skilled or unskilled occupations. The housing is a mix of low rise estates, with terraced and semi-detached houses, and purpose built flats, including high rise blocks. Properties tend to be small and there may be overcrowding. Over half of the housing is rented from the local council or a housing association. There is some private renting. The relatively small proportion of the housing is owner occupied is generally of low value. Where values are influenced by higher urban property prices these are still lower value relative to the location. There are a large number of single adult households, including many single pensioners, lone parents, separated and divorced people. There are higher levels of health problems in some areas. These are the people who are finding life the hardest and experiencing the most difficult social and financial conditions.”

Huntingdonshire District Population Profile



Oxmoor (Huntingdon North) Population Profile



Figure 1 – ACORN Population Profiles

Breakdown of Acorn Sub-Category Types within Oxmoor

- Largest group is 'Renting Young Families' (14%) followed by 'Squeezed Young Families (12%) and 'Poorer Social Renting families' 11.5%.
- 'Renting young families' are young parents that might typically have a couple of young children. Most rent their small houses from a local authority, housing association or private landlord.
- 'Squeezed young families' tend to be mortgaging smaller terraced or semi-detached houses. Employment might be a mix of skilled, semi-skilled and white-collar jobs. Household incomes tend to be around or a little above average.
- These couples and lone parents are mostly renting smaller terraced or semi-detached homes from the council or a housing association. There will tend to be many school age children living on these estates. Most will work in unskilled or semi-skilled jobs and most household incomes will be well below the national average. Unemployment might more than double the national average.

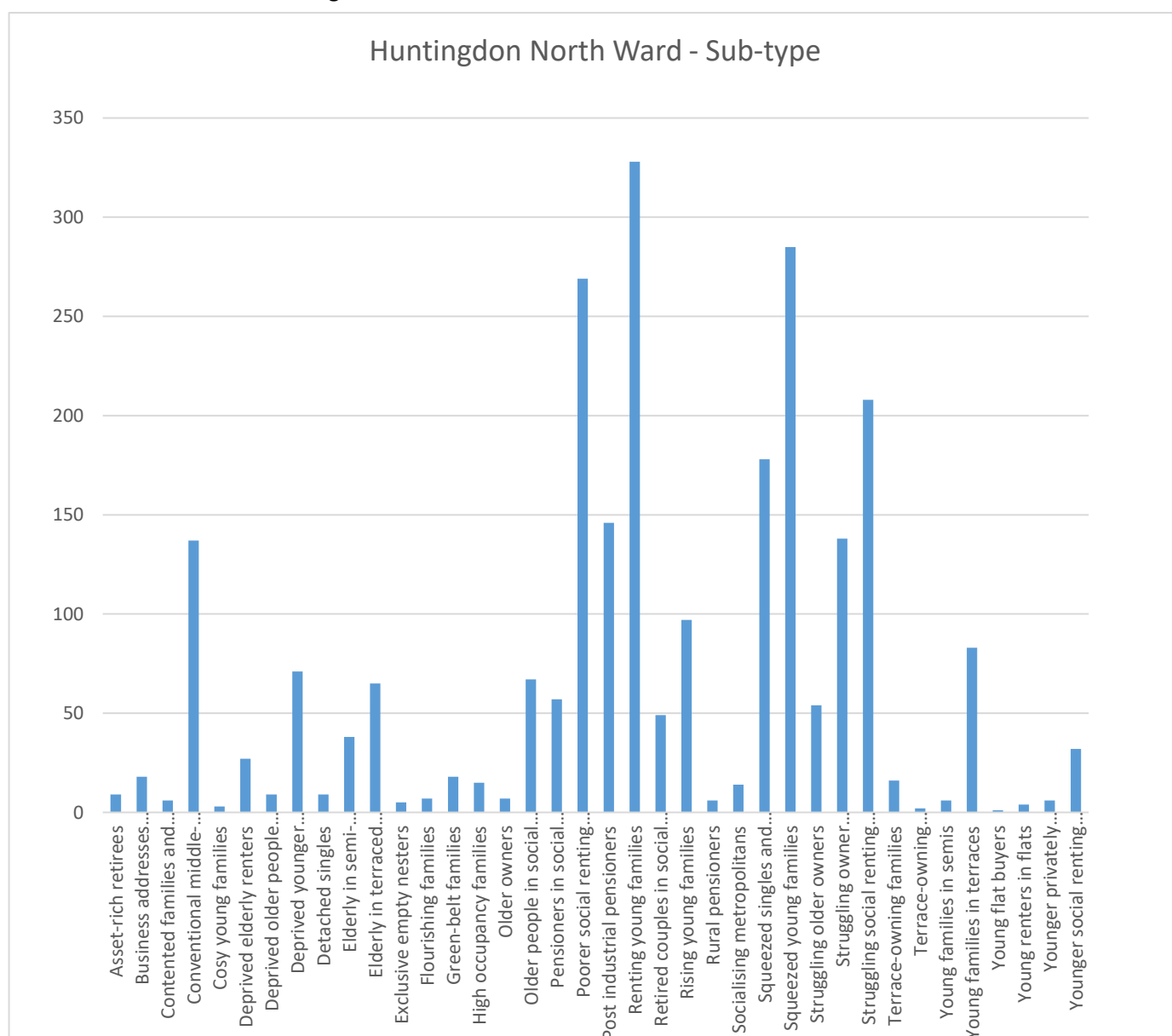


Figure 2 – Acorn Sub-Category

Insights from ACORN

Another aspect of the customer insight that ACORN data provides is how each group views crime and community safety in their area. Acorn uses results from the Crime Survey of England and Wales to highlight people's perceptions of crime within each grouping and despite not directly questioning those in Oxmoor we can use the results from the same grouping of people to gain an insight into their perceptions of crime.

As the data above shows the population of Huntingdon North ward is largely made up of 'urban adversity' and 'financially stretched' homes. In order to assess both of these groups the following results have been separated into their respective groupings. The first will focus solely on those sub-groups identified within 'urban adversity'.

The 'urban adversity' group is made up of the following sub-groups. These 5 groups make up 95% of the 'urban adversity' group within Huntingdon North.

- Poorer Social Renting Families
- Struggling Social Renting Families
- Deprived younger families
- Older people in social rented estates
- Younger social renting adversity

The 'financially stretched' group are made up of the following sub groups within Huntingdon North and make up 96% of the 'financially stretched' group;

- Renting Young Families
- Squeezed Young Families
- Struggling social renting families
- Squeezed singles and couples
- Post-industrial pensioners
- Conventional middle-agers
- Elderly in terraced estates
- Pensioners in social rented flats

The figure below shows that for every possible reason for major causes of crime today the 'urban adversity' group don't feel as strongly as the national base rate with some reasons falling far short, for example the 'urban adversity' group were 17% less likely to agree with the reason 'too lenient sentencing' to be true compared with the national base rate. The reason that the 'urban adversity' group most closely agree with is 'unemployment' as a cause of crime today.

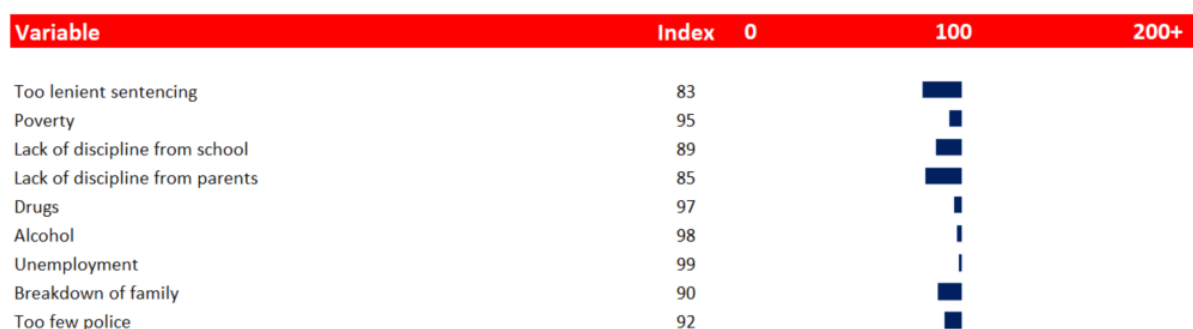


Figure 3 – Urban Adversity grouping on Major Causes of Crime Today

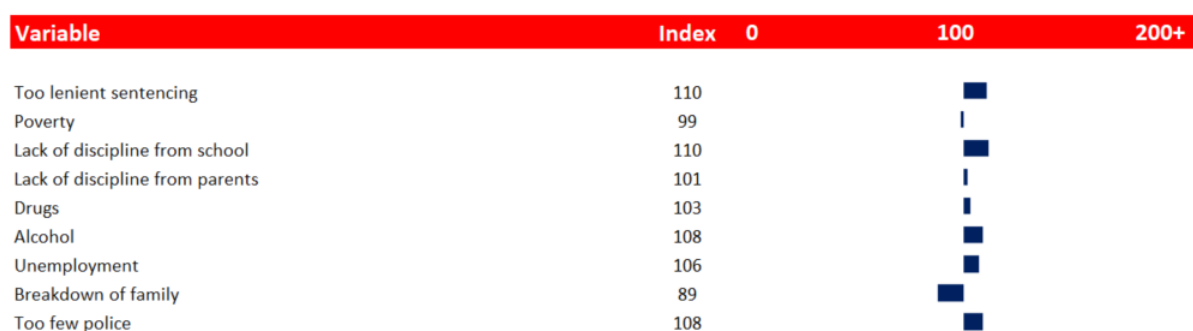


Figure 4 - Financially Stretched - Major Causes of Crime Today

Conversely the 'financially stretched' group tend to have quite different views on the major causes of crime and tend to agree far more strongly with each of the possible explanations for causes of crime. For example the reason 'too lenient sentencing' is agreed with 10% more than the national base rate among the 'financially stretched'. This is a difference of 27% from the 'urban adversity' group. Generally the 'financially stretched' agree with the above reasons at a higher rate than the national base with the exception of 'the breakdown of family' reason.

Within the crime survey for England and Wales respondents are also asked what worries them most in their area. The data below shows that among the 'urban adversity' population group they have significantly higher worries about crime than the national base rate. The most feared crimes among those population groups is 'things being stolen from my car' and 'having my car stolen', 98% and 87% higher than the national base rate. This is followed by 'being attacked because of skin colour, ethnic origin or religion' – 71% higher than the national base rate. The least feared crime is 'being raped' but this crime is still feared 40% more among these population groups than the national base rate. Evidently there is an inherent fear of crime among the 'urban adversity' population group although we cannot say for certain that those living on the Oxmoor estate feel exactly the same way.

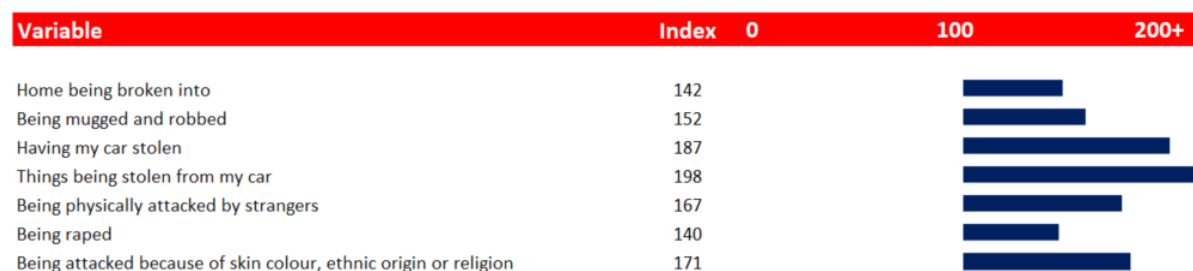


Figure 5 – Urban Adversity - Most worried about...

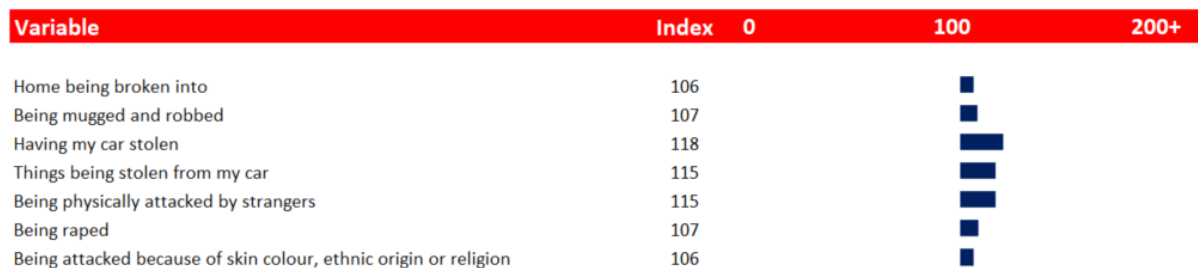


Figure 6 - Financially stretched - Most worried about...

The 'financially stretched' group has a different level of fear regarding the above crime types. The fears are less pronounced than the 'urban adversity' group but still above the average national base rate showing that there is still a sizeable fear of crime among that population group. Despite the reduced fear of crime the crime types most feared are largely similar to those seen among the 'urban adversity' group. 'Things being stolen from my car' and 'Having my car stolen' are the two largest fears with a rate 18% and 15% higher than the national base rate.

The final area covered in the Crime Survey that appears in the ACORN data are perceptions of the Police.



Figure 7 - Urban Adversity - Perceptions on The Police



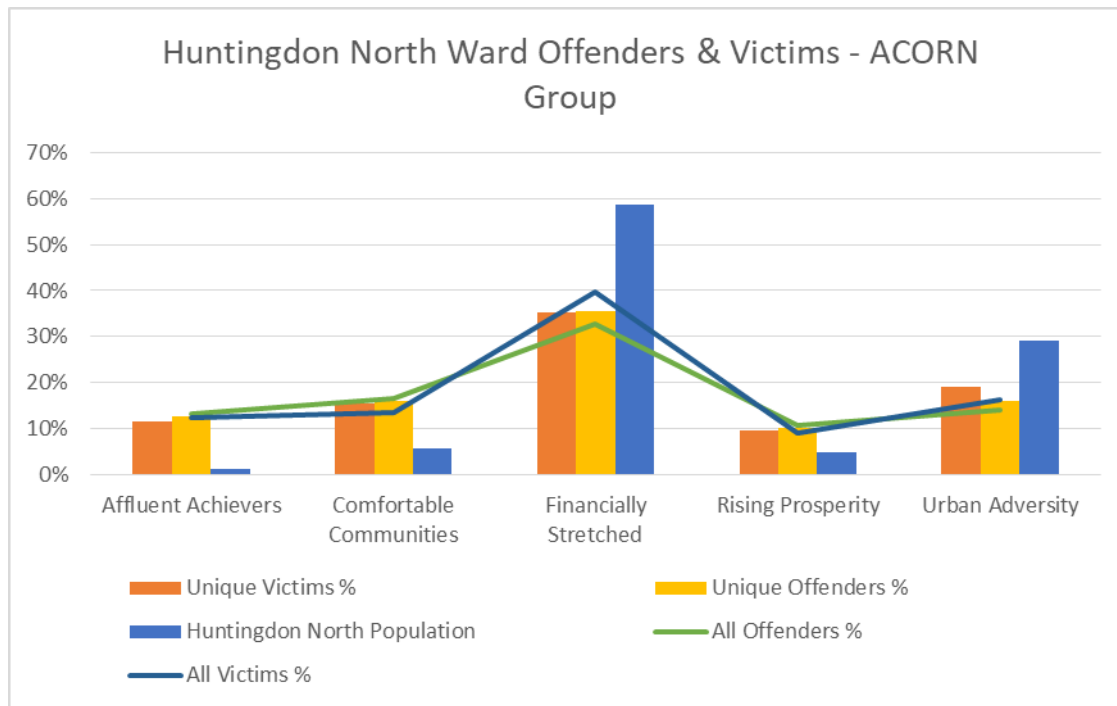
Figure 8 - Financially Stretched - Perceptions of the Police

The results above in figures 10 and 11 show that there is not a significant difference from the two population groups from the national base rate. Once again the 'urban adversity' group are slightly more skewed away from the national base rate than the 'financially stretched' group but the differences are largely negligible. The biggest difference in opinion between the two groups is the perception that 'the police in this area can be relied on to be there when you need them' with a 6% swing. The 'urban adversity' group agree with this statement more so than the 'financially stretched' group.

Acorn Offender and Victim Profile

These Acorn profiles have been cross referenced with offender and victim data to give a picture of what the offenders and victims living in Oxmoor look like. This means looking at those offenders and victims that reside in Huntingdon North ward. The results are as follows;

Figure 9



The graph above shows slight differences in the profiling between victims and offenders. It also displays both all offenders and all victims as well as unique offenders and unique victims. It is thereby possible to see how repeat offenders and those who have been aggrieved more than once affect the figures.

The graph shows there are more offenders from 'comfortable community' households than that of 'urban adversity' households. This is important because there is a significantly higher number of urban adversity homes (30%) than comfortable communities (5%) in Huntingdon North. This also applies for to victims as well.

It could be expected that there would be a higher number of both offenders and victims from the urban adversity group and the 'financially stretched' because together they make up almost 90% of the resident population. However on average, offenders and victims from these two groups only contribute 65% of the total number. This is because 'Affluent Achiever', 'Comfortable Communities' and 'Rising Prosperity' households are contributing larger numbers of offenders and victims relative to their grouping size. For example 'Affluent Achievers' make up just 1% of the households in Huntingdon North but they account for 13% of unique offenders and 12% of all victims.

Theory: Higher Population density increases the likelihood of crime

Population density is often cited as a possible cause or contributing factor to higher rates of crime. As explained above there are two schools of thought with regard to population density. The first is that there is likely to be more conflict among populations that live closer together which can result in violence and secondly that there is more opportunity to commit property crime as the high density of residential properties are an attractive target for thieves.

Huntingdonshire is made up of a mix of rural and urban areas and so population density varies significantly between areas. It is more useful in the case of Oxmoor to compare the area with other urban areas of a similar size. Huntingdonshire as a whole has a low population density of 1.94 persons per hectare. This is consistent with other rural districts in the area such as South Cambridgeshire (1.73) and Fenland (1.82). Cambridge as an urban district has a population density of 30.62.

Huntingdon North ward has a population density of approximately 23 persons per hectare but within the ward there is a significant area of farmland. To properly assess the Oxmoor area it is necessary then to look at population density by LSOA level. There are 4 LSOA's that make up Huntingdon North ward. The table below displays the population density of each. These can be seen in figure 12.

Table 3 Population Density

LSOA Name	LSOA Area (Hectares)	Population	Population density (hectares)	Crime rate per 1000
Huntingdonshire 008B	24	1727	74	58.5
Huntingdonshire 008C	35	1372	37.6	78.7
Huntingdonshire 008D	217	2357	10	110.3
Huntingdonshire 008E	24	1787	73.2	58
Huntingdonshire 020B (Eaton Ford)	18	1218	68	14
Huntingdonshire 011A (St Ives)	20	1355	66	22.1
Huntingdonshire 021B (Eynesbury)	23	1498	65	37.4
Huntingdonshire	91,255	176,590	1.9	58

Source:

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

The table above shows that all 4 LSOA's contained within the Oxmoor area have a high population density. One LSOA (Huntingdonshire 008D) is significantly larger in terms of area (hectares) than the other LSOAs as it contains an area of unpopulated farmland which distorts the figures and lowers the population density. It can be assumed that if this farmland was omitted from the LSOA the population density would be considerably higher. Regardless, the LSOAs B & E are the two most

densely populated LSOAs in Huntingdonshire, thereby showing that Oxmoor is a highly densely populated area.

Also included in the table are the crime rates per 1000 population for each LSOA area. The crime rate for Huntingdonshire as a whole is 58 per 1000 population. Two LSOAs (C & D) have a higher rate of crime per 1000 population compared with the district average and the remaining two areas (A & B) are consistent with the district average. Both C & D are areas with a high crime rate but a lower population density. This at first glance would indicate that population density does not precipitate high crime rates but these two areas are anomalous as they are larger geographically and so distort the figures.

Other LSOAs around the district have lower rates of crime per 1000 population despite the high population densities of these areas. This indicates it is not possible to solely look at population density with regard to crime rates but there clearly is a positive correlation with high population density and high crime rates in the 4 LSOAs of the Oxmoor estate.

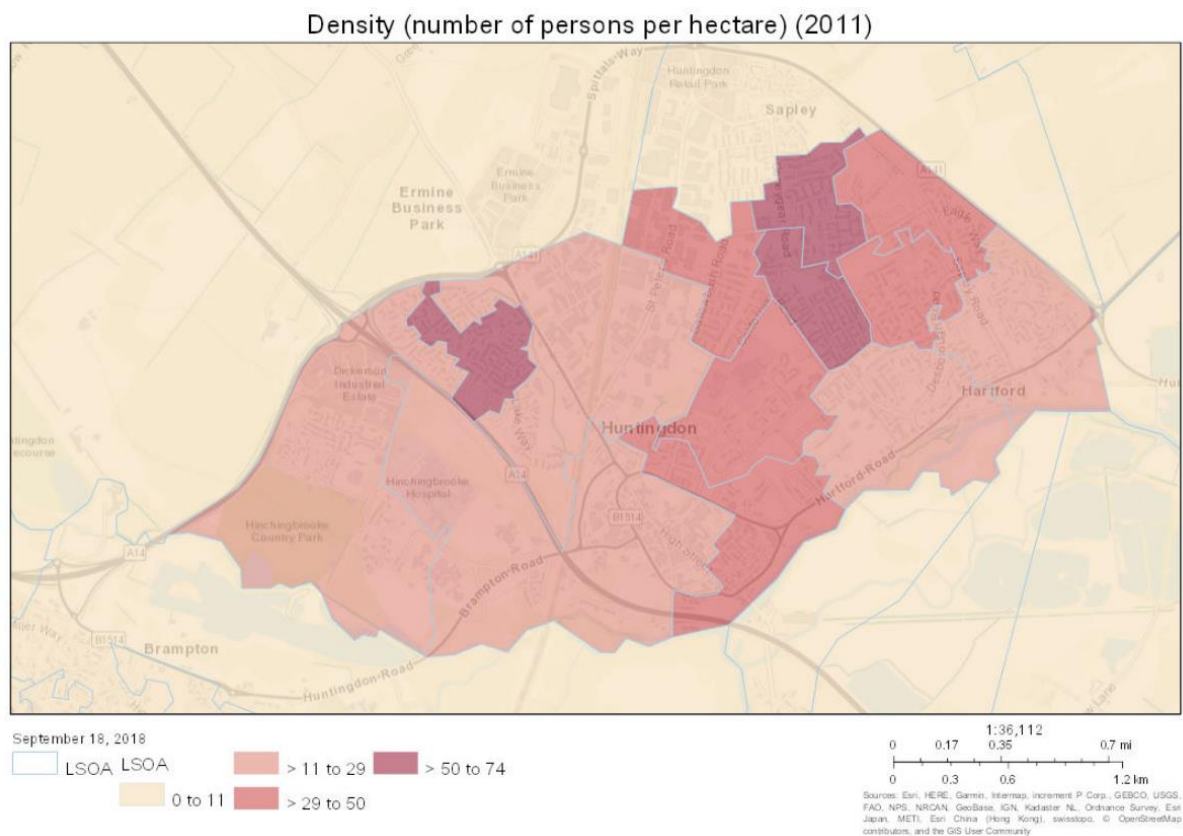


Figure 10 Population Density - Huntingdon. Source Cambridgeshire Insight

The data above shows a mixed picture. It is not always the case that higher population density results in a higher crime rates as shown by the other LSOAs of St Neots. They have similar population density rates as the LSOAs in and around Oxmoor but significantly lower crime rates. The crime rate in St Neots however is still higher than lower population density areas. Therefore there is the potential that a higher population density will raise crime rates to a certain point but the higher rates seen in Oxmoor are most likely the result of other factors. This highlights that it could be a contributory factor in determining crime rates but not a sole cause.

Theory: Adverse Childhood Experiences

As previously described adverse childhood experiences (ACE) are reported to have serious negative health effects in adulthood which can manifest as behavioural defects which can lead the criminal offences. These adverse experiences can range from physical abuse, sexual abuse, emotional abuse, emotional neglect, parental separation or divorce, substance misuse within the household and witnessing violence within the household.

Obtaining data that shows exactly how many ACE's children in Huntingdon North have experienced is difficult but it is possible to gather anonymised social care data that shows the number and type of social care interventions for children in the area.

Huntingdon North has significantly more social children open to social care interventions than all other wards in the district both in total volume and rate per 1000 population. It accounts for over 10% of all social care intervention with a rate is 58 per 1000 compared with the average rate of 25 per 1000 for Huntingdonshire. As explored in the demographic makeup, it is noted that Huntingdon North has a younger than average population with a higher percentage of young people. For this reason the population data used to calculate the rate per 1000 uses the population of those aged 0-19 years. Taking this into account Huntingdon North still displays a significantly higher rate than other wards in the district.

Social care interventions only happen when a threshold has been met for abuse or neglect in various forms. These can be for a variety of reasons, including abuse, sexual abuse, domestic abuse, neglect, violence, CSE, family dysfunction and socially unacceptable behaviour. In Huntingdon North 132 of these cases have been raised for individual children.

It is also worth noting that within the data there were 19 more cases opened for social care interventions for children that had already had their case opened and closed that year. This highlights that cases are often ongoing over a lengthy period of time and even when closed, they can be reopened if the same issues re-occur at a later date.

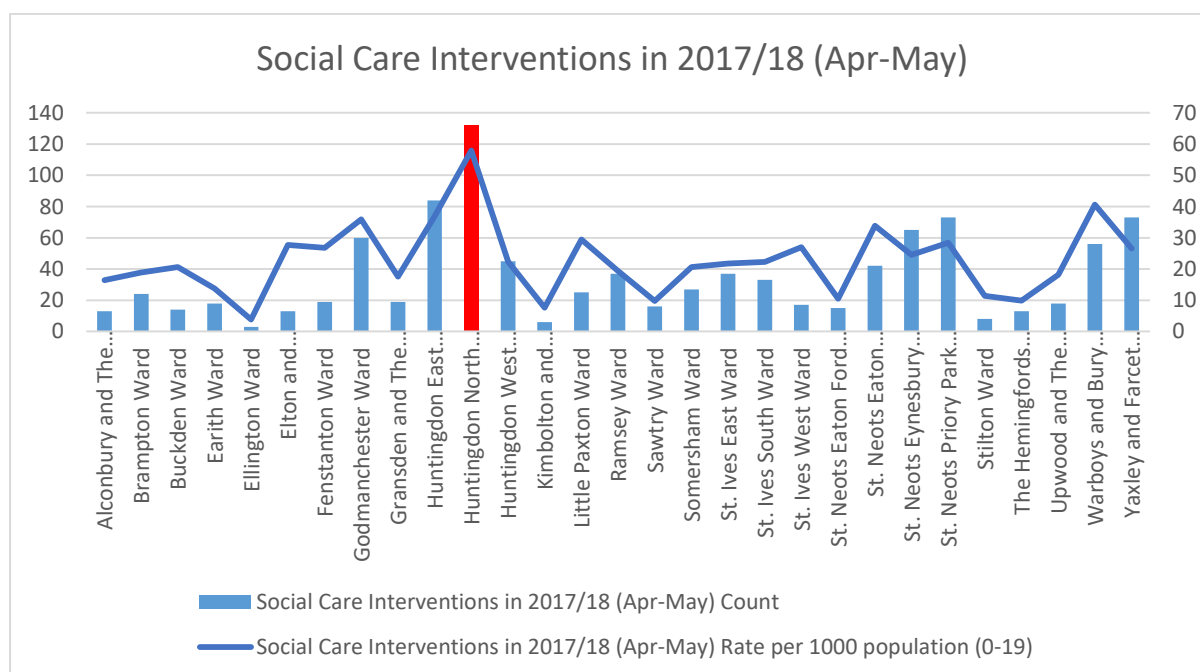


Figure 11 Children in Social Care 2017-2018. Source CCC BIS

Looking at the amount of children who have been identified as needing access to early help in Oxmoor compared to the number in the rest of the district, a similar picture emerges.

The total number of children receiving an early help assessment in Huntingdon North is 189 which places it 2nd highest in Huntingdonshire behind Yaxley and Farcet ward. As a rate Huntingdon North has 83 per 1000 population compared with the average of 58.

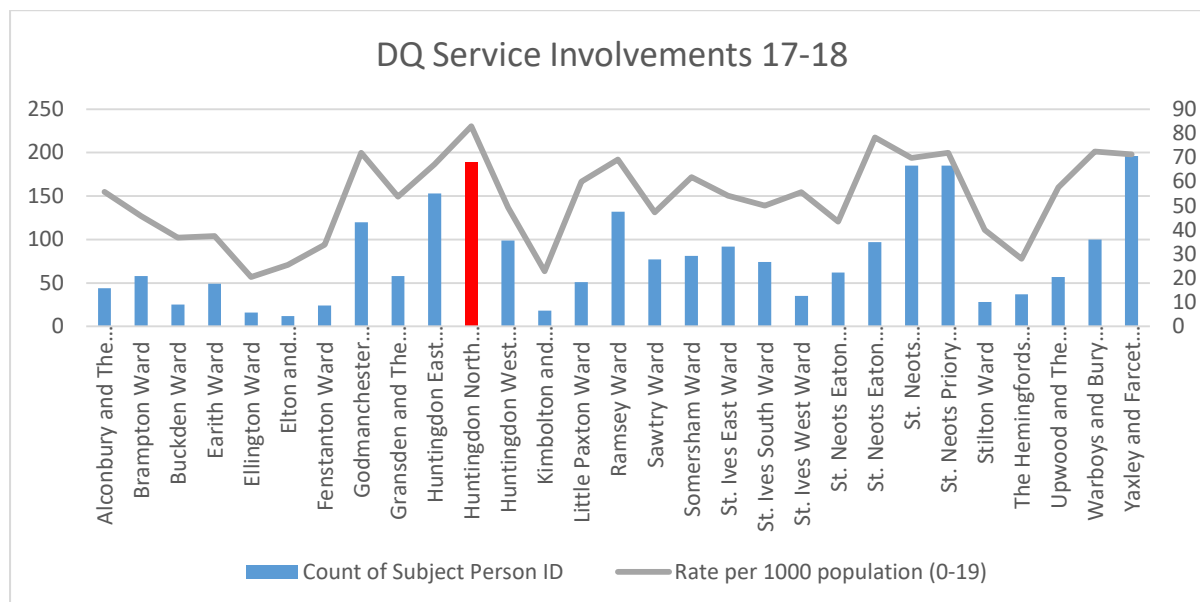


Figure 12 DQ Service Involvements 17/18. Source: CCC BIS

In terms of the type of involvement over 1/3 of cases involve a family worker as shown in figure 15 below followed by 16% needing educational welfare and a further 16% being the subject of an Legal Panel. The data below in figure 15 shows that Huntingdon North has a relatively higher rate of involvement from family workers as well as involvement from educational welfare officers as well as the associated legal panels.

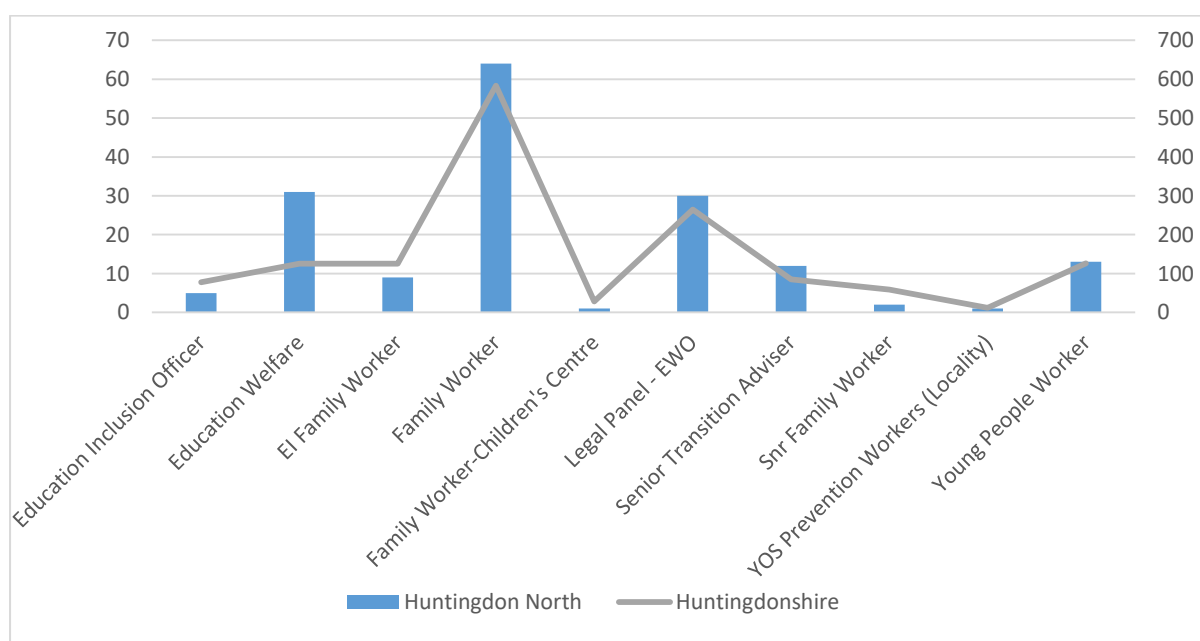


Figure 13 Involvement Type Across Huntingdon North and Huntingdonshire. Source: CCC BIS

The data above therefore shows that a higher percentage of children in Huntingdon North are interacting with social services and require help from the local authorities than in other wards in the district. In order to meet the threshold for social care intervention a child must be experiencing some form of abuse or neglect and so it demonstrates that adverse childhood experiences are more frequent in Huntingdon North than other wards.

Supporting the theory is intelligence from Police that asserts that some of the most prolific offenders in the area have experienced traumatic childhoods coupled with abuse and neglect.

This information coupled with the higher crime rates seen in Huntingdon North ward shows a correlation between the two datasets which could support the theory that adverse childhood experiences can lead to criminal behaviour in adulthood. With the limited information available at a local level it can only be classed as a correlation at this stage and not a cause of high crime rate in and around Oxmoor.

Theory: High levels of deprivation can cause higher levels of violence

A commonly held idea is that high levels of deprivation in an area can lead to higher levels of violence and crime. The reasoning is that more deprived areas have a poorer quality of life and so are more vulnerable to be a victim or perpetrator of crime either through economic need, vulnerability, social pressures or other reasons brought on by deprivation.

The indices of deprivation (IMD 2015) considers a number of factors including income, employment, education, health, crime, barriers to housing, living environment, income deprivation affecting children (IDACI) and income deprivation affecting older people (IDAOPI).¹⁷ This analysis has been conducted at LSOA level. The UK Peace Index study has compared the indices of deprivation as measured by the ONS against the levels of violence and determined that income deprivation correlates most strongly with the level of violence followed by living environment, employment, health and housing deprivation.¹⁸

¹⁷ <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>

¹⁸ <http://visionofhumanity.org/app/uploads/2017/03/UK-Peace-Index-report-2013.pdf>

INDICATOR	UKPI	Index of Multiple Deprivation	Income	Employment	Health Deprivation and Disability	Education Skills and Training	Barriers to Housing and Services	Living Environment
UKPI	1.00	0.75	0.79	0.56	0.57	0.35	0.53	0.66
Index of Multiple Deprivation	0.75	1.00	0.97	0.93	0.90	0.75	0.39	0.63
Income	0.79	0.97	1.00	0.88	0.83	0.68	0.45	0.59
Employment	0.56	0.93	0.88	1.00	0.92	0.80	0.22	0.41
Health Deprivation and Disability	0.57	0.90	0.83	0.92	1.00	0.74	0.21	0.45
Education Skills and Training	0.35	0.75	0.68	0.80	0.74	1.00	0.06	0.19
Barriers to Housing and Services	0.53	0.39	0.45	0.22	0.21	0.06	1.00	0.47
Living Environment	0.66	0.63	0.59	0.41	0.45	0.19	0.47	1.00

Peace in the UK correlates most strongly with income deprivation followed by living environment, employment, health and housing. It does not correlate with education deprivation. However, education is correlated to employment, health and income. Therefore it is important to remember when interpreting the correlations that while a direct link may not exist, indirect relationships do occur. In this case, an improvement in education could improve employment opportunities which does affect peace strongly. In light of these relationships, the following sections of this report will now look at each domain of deprivation in more detail.

Figure 14 UK Peace Index: Source: UKPI

The table below shows the correlation coefficient between crime rates in Huntingdonshire and the various deprivation indices. A correlation of over -0.4 or 0.4 is considered a strong correlation. The correlation in this case is negative as opposed to positive in the UKPI figure above because this table measures crime against deprivation ranks as opposed to peace against deprivation ranks. Therefore rising crime rates tend to correlate with a lower deprivation rank hence giving a negative correlation coefficient. Outlier LSOAs with very high crime rates have been removed from the data because they can include areas such as town centres with high footfall. These high crime rates do not reflect on the residents but the visitors to the area.

Deprivation Indices	Correlation co-efficient
Income	-0.470530004
Health	-0.431207612
Employment	-0.422373209
IDAOP1	-0.412148943
IDAC1	-0.411429987
Housing	-0.380237919
Education	-0.315894147
Living environment	-0.200070601

The data itself shows that income deprivation has the strongest correlation with crime rates of the various indices. This matches with the findings from the UK Peace Index above. Employment deprivation (whereby people are involuntarily excluded from the labour market) also features higher up on the scale perhaps unsurprisingly considering the links with income. Health deprivation is also a correlating factor. Health deprivation measures the risk of premature death and the impairment of quality of life through poor physical or mental health.

Figure 15 Huntingdonshire Deprivation / Crime Rate Correlation Co-efficient

Living environment deprivation has the weakest correlation suggesting that factors such as air quality, road traffic collisions and the quality of housing have little bearing on crime rates.

Huntingdon North as previously mentioned contains 4 LSOA's. 2 LSOAs have been placed within the 4th most deprived decile of deprivation, with the remaining 2 LSOA's being placed in the 2nd and 3rd most deprived decile of deprivation. Huntingdonshire as a whole has an average rank of 23,289 placing it in the 7th decile with the 10th being the least deprived. This highlights the contrast between the area of Oxmoor and the district as a whole.

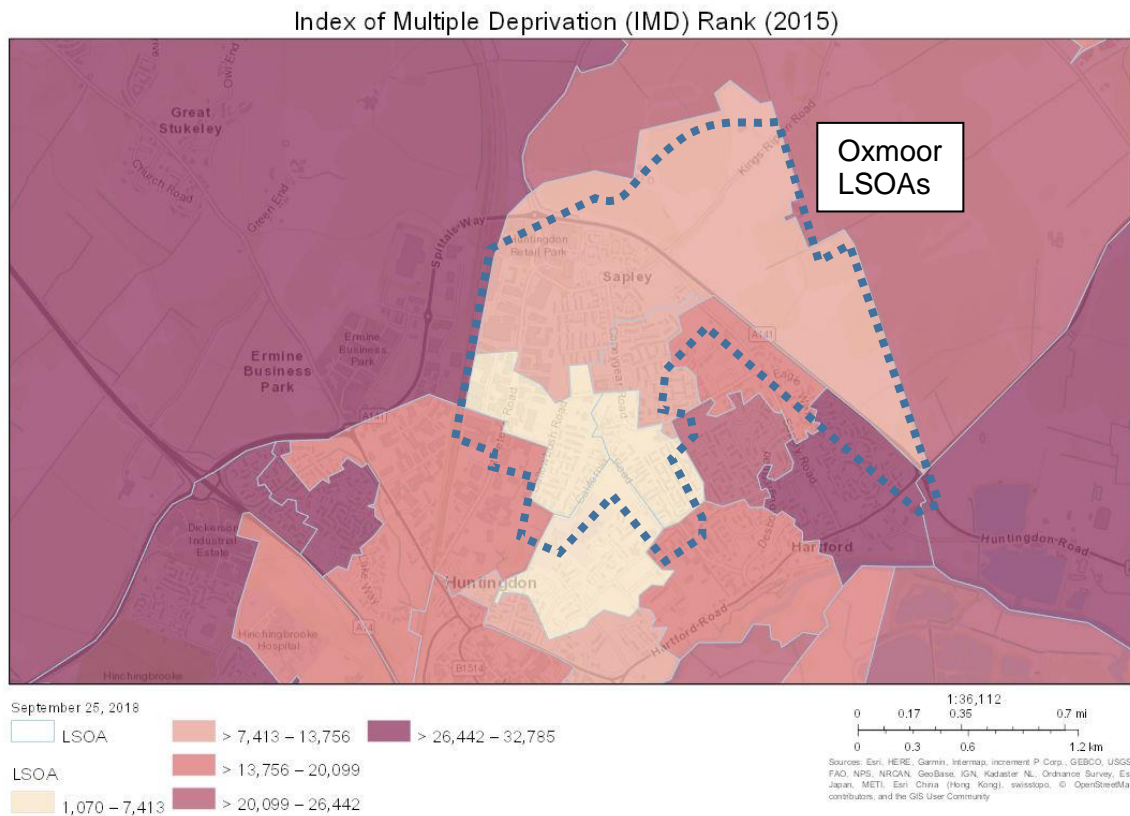


Figure 16 Deprivation rank. Low score = most deprived. Source: IMD Cambridgeshire Insight

The individual indices within the total deprivation scores vary considerably though. The graph below shows that among the individual LSOAs and the various indices there is considerable variety. For example LSOA Huntingdonshire 008B is more often the most deprived of the 4 LSOAs whereas 008D & 008E are generally the least deprived of the 4.

In terms of the indices, income deprivation and education, skills and training deprivation stand out as the most deprived indices within the 4 LSOAs. In particular among education all 4 LSOAs are placed within the 20% most deprived LSOAs in the country with 2 areas placed in top 10% most deprived areas. A further indices of note is the income deprivation affecting children (IDACI). This measures the proportion of all children aged 0-15 living in income deprived families. As previously mentioned the area has a high number of young people relative to other areas coupled with high levels of income deprivation so it is expected that the area scores so poorly. In one LSOA (008B) the combination of low incomes and high numbers of children means the LSOA features in the top 5% most deprived of income deprivation affecting children in the country.

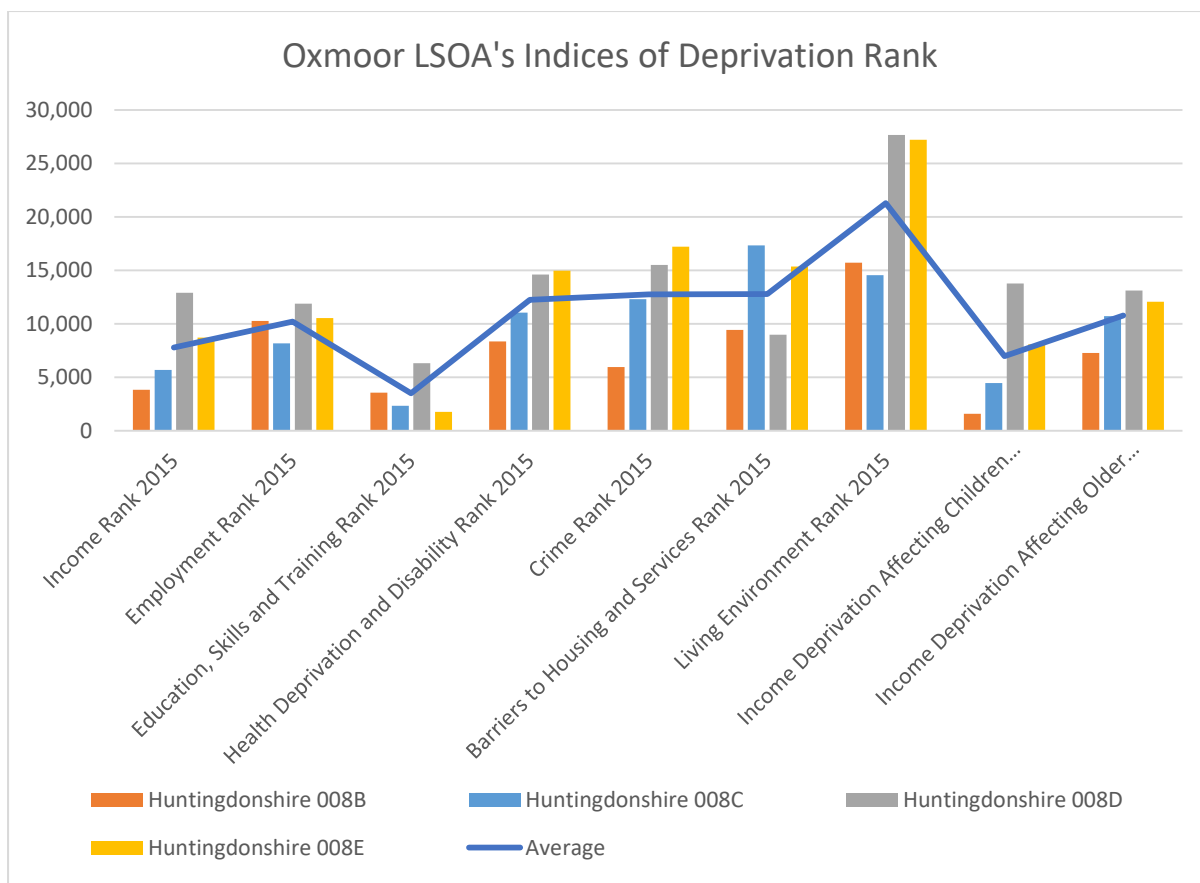


Figure 17 Oxmoor LSOA Indices of Deprivation. Source: Cambridgeshire Insight

Assessing the data above it can be concluded then that Oxmoor is a deprived area with particularly high level of income deprivation and education and skills deprivation. To compare the deprivation levels to the crime rate gives an indication on whether more deprived areas have higher crime rates. To do this it is necessary to measure the individual deprivation indices against the crime rates to see if certain indices correlate more strongly than others. Using the overall IMD rank would not be accurate as it includes the crime indices rank so it would be more weighted toward crime and distort the correlation.

As a result the following indices below have been compared against the crime rates for the 4 LSOAs of Oxmoor and the rest of Huntingdonshire to explore whether there is any correlation.

Employment

General criminological theory provides ample reason to think that employment can reduce the need / urge to commit crime for economic gain. It is theorized that crime can become the most attractive option to make a living when legitimate options have been exhausted or are unreachable. As well as providing the person with an income which negates the need to commit crime for economic gain it also gives a person structure, purpose and occupies that person for a large part of the week thus reducing the person's ability to commit crime.¹⁹

In Oxmoor, employment deprivation is largely consistent across the 4 LSOAs with three areas placed in decile 4 and one in decile 3. This means that relative to other LSOAs in Huntingdonshire there is higher employment deprivation. This can be seen in figure 18.

¹⁹ http://users.soc.umn.edu/~uggen/Lageson_Uggen_Handbook_12.pdf

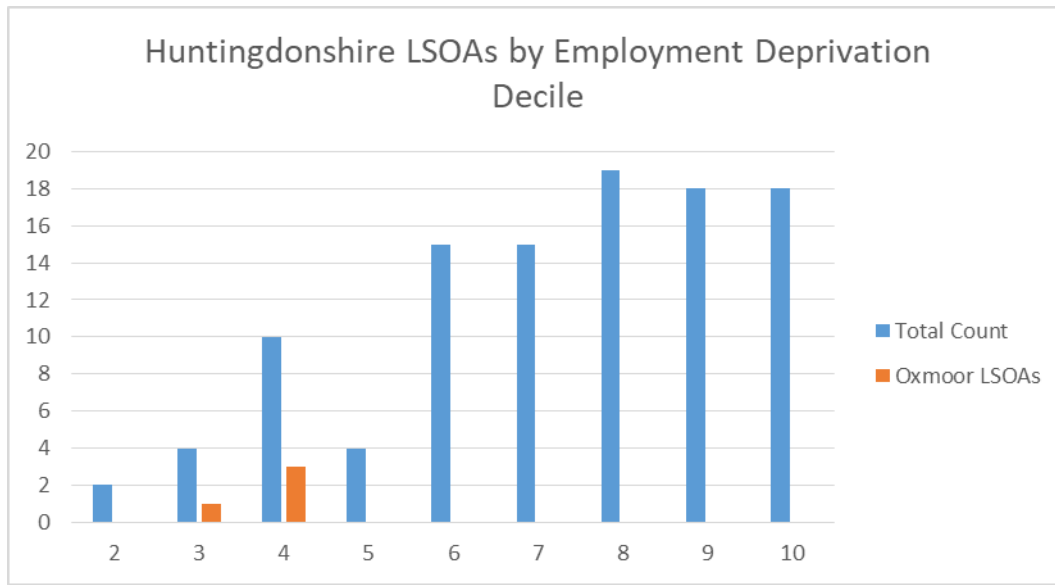
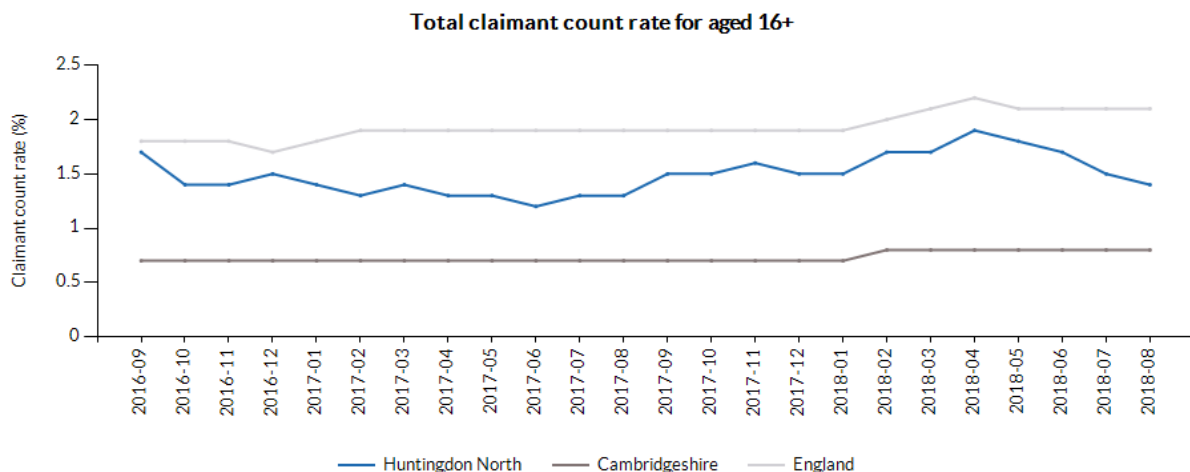


Figure 18. Source: Cambridgeshire Insight

“The Employment Deprivation Domain measures the proportion of the working age population in an area involuntarily excluded from the labour market. This includes people who would like to work but are unable”. The table below shows the claimant count for those aged 16+ from September 2016 to August 2018 in Huntingdon North. The figure shows that despite having a higher rate of claimants compared with Cambridgeshire as a whole it is still below the national average. These figures include all benefit claimants however so should not be seen as a measure of those claiming unemployment benefits.



Source: ONS Claimant count by sex and age

Figure 19 Huntingdon North Ward Claimant Count. Source: Cambridgeshire Insight

It is not possible with the available data to see current unemployment rates at such a local level. The most recent figures available are from 2011 Census and so have not been used in this assessment.

To assess whether there is any correlation with between crime Huntingdonshire and employment, the crime rate for Huntingdonshire and the national deprivation rank for all LSOAs in

Huntingdonshire have been plotted on the below graph. Two outliers have been removed from the graph because they were High St areas with shops and a night time economy. Crime rates in these locations are more likely to be high because they are high footfall areas that are frequented by individuals who most likely do not live locally and so do not reflect the resident population of those areas.

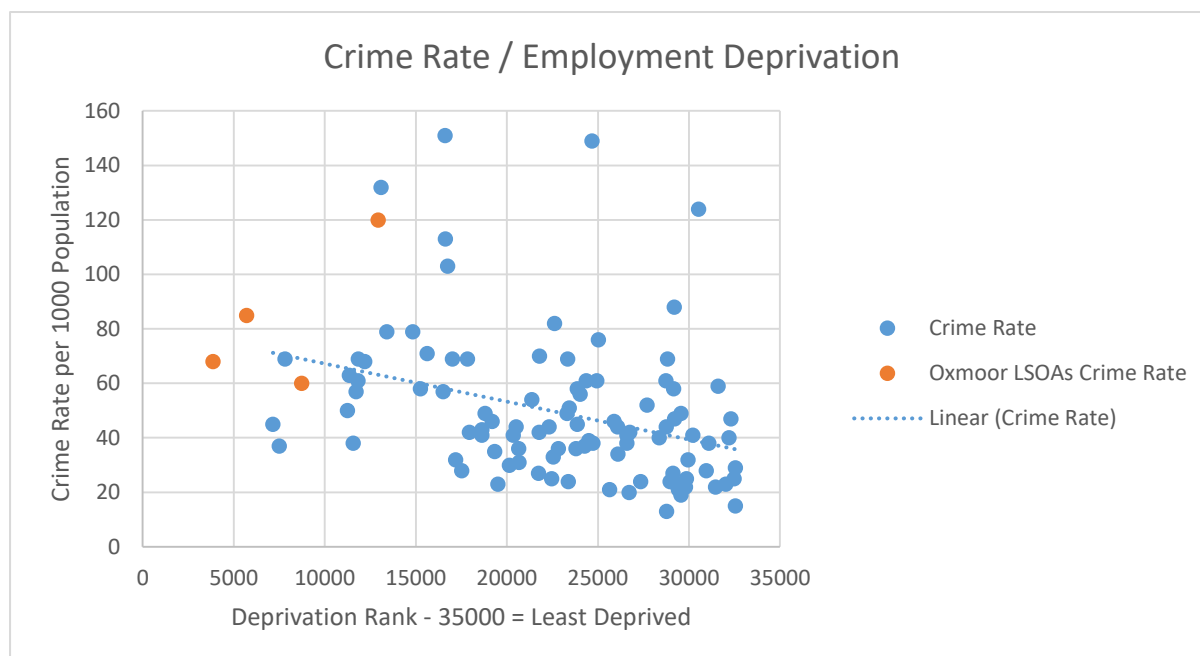


Figure 20 Crime Rate / Employment deprivation correlation. Source: Cambridgeshire Insight

The graph above shows a trend that suggests there is a link between employment deprivation and crime rates in Huntingdonshire. The trend line shows that there tends to be a slightly higher crime rate in those areas that have a higher employment deprivation rank.

Income

“The Income Deprivation Domain measures the proportion of the population experiencing deprivation relating to low income. The definition of low income used includes both those people that are out-of-work, and those that are in work but who have low earnings (and who satisfy the respective means tests).”²⁰

With regard to income deprivation in Huntingdon North, the 4 LSOA’s are split between decile 2 (two areas), decile 3 (one area) and decile 4 (one area). In comparison with Huntingdonshire as a whole it is apparent that Huntingdon North is among the most deprived wards in the district. The two most deprived LSOAs in Huntingdonshire are presently within Huntingdon North. This is in contrast to many areas of Huntingdonshire that are some of the least deprived in the country.

²⁰ <https://cambridgeshireinsight.org.uk/deprivation/indices-of-multiple-deprivation/>

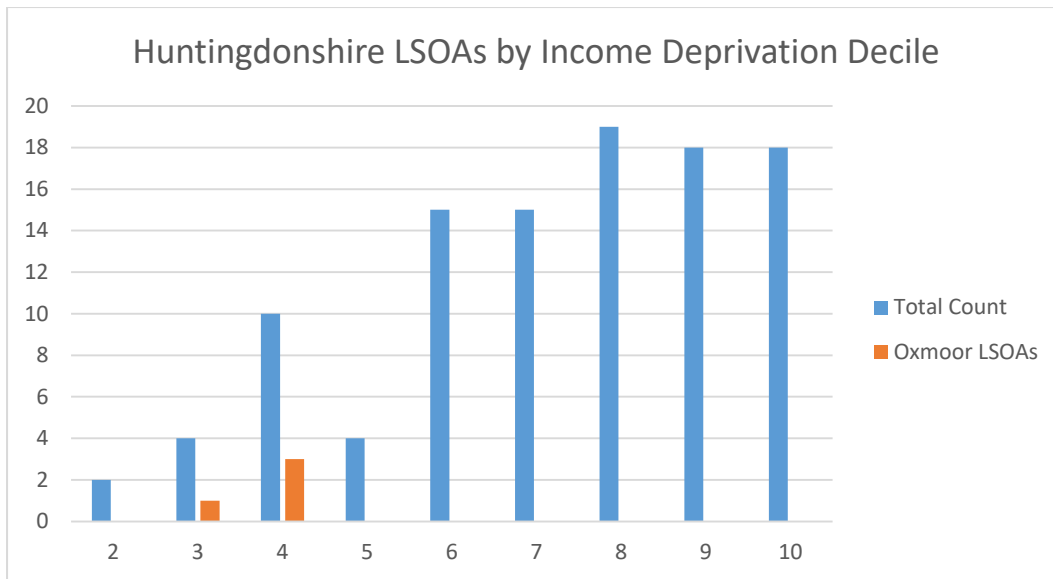


Figure 21. Source: Cambridgeshire Insight

The graph below highlights the correlation between income and higher crime rates. The orange data points highlight high level of crime rate in the 4 Oxmoor LSOAs measured against the deprivation rank which shows they are among the most deprived in Huntingdonshire. The does not prove that income deprivation causes crime but it does show a correlation that can be useful to highlight which factors relate most closely to higher crime rates.

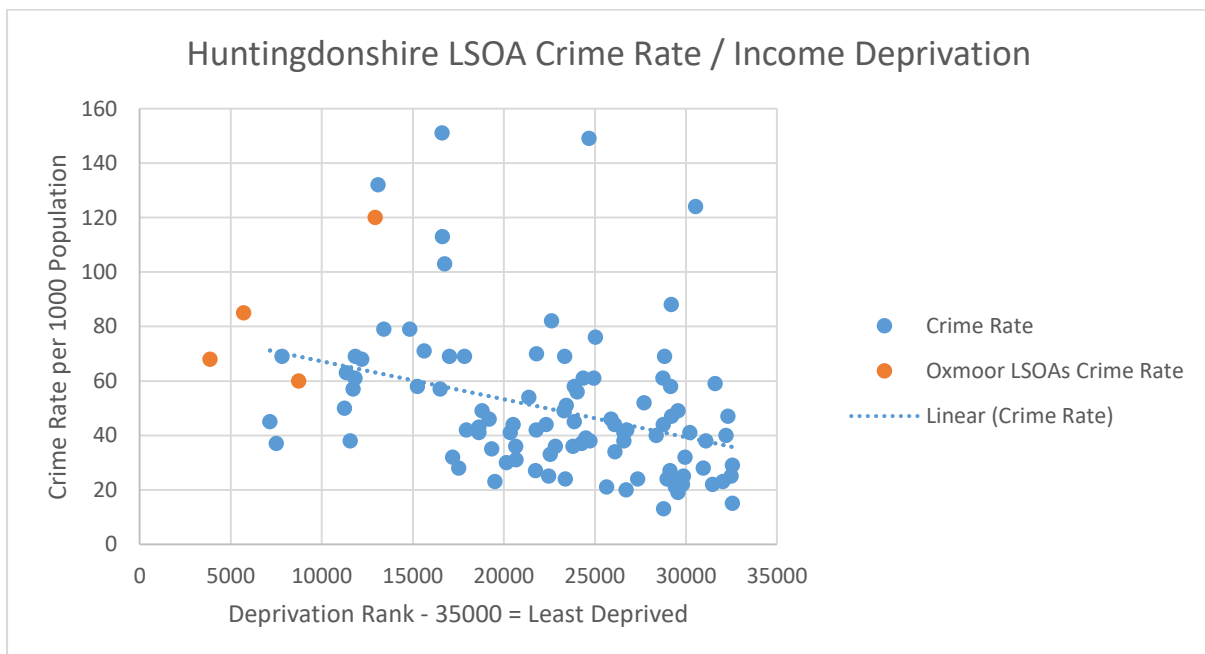


Figure 22. Source: Cambridgeshire Insight

Health

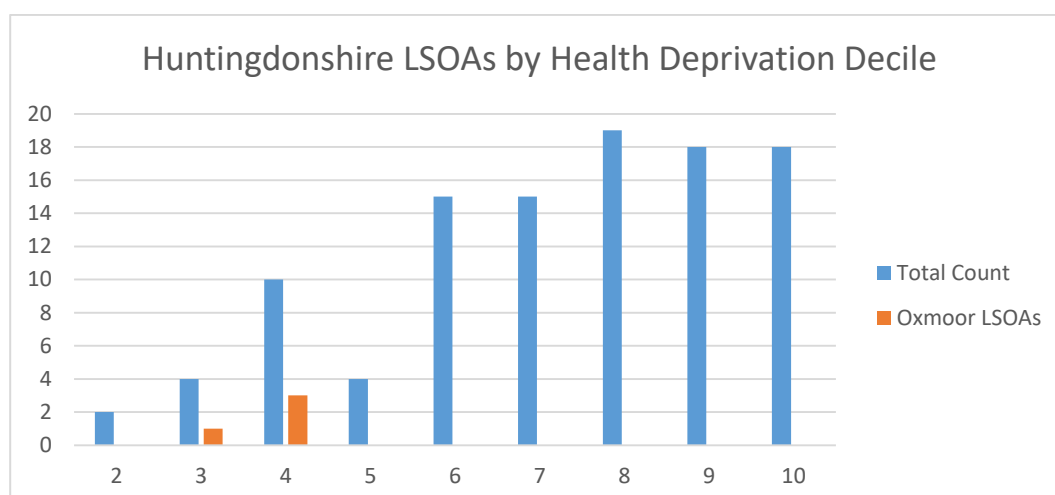


Figure 23. Source: Cambridgeshire Insight

“The Health Deprivation and Disability Domain measures the risk of premature death and the impairment of quality of life through poor physical or mental health. The English Indices of Deprivation 2015 Statistical Release 27 domain measures morbidity, disability and premature mortality but not aspects of behaviour or environment that may be predictive of future health deprivation.”

Oxmoor contains 4 LSOAs, one of which is placed in the 2nd most deprived decile, one in the third most deprived decile and two in the 4th most deprived. Once again this highlights that Oxmoor is one of the most deprived areas with regard to Health in Huntingdonshire as shown in figure 24. Huntingdonshire is largely a middling to low health deprivation district with less risk of premature mortality because of poor physical or mental health.

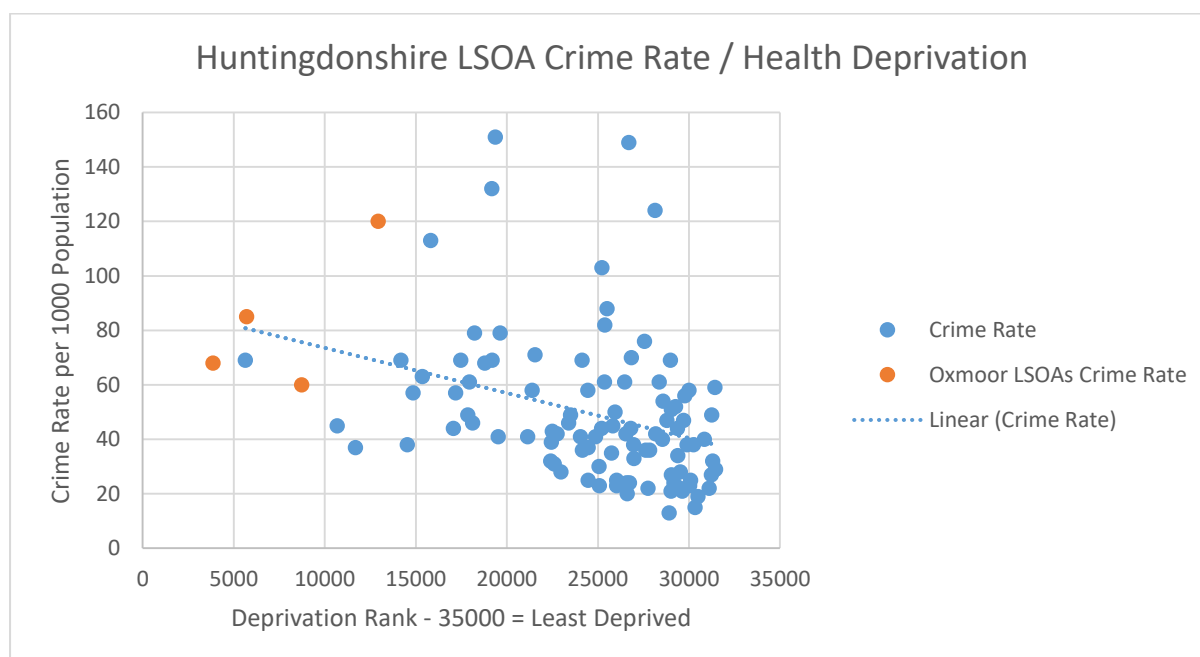


Figure 24 Crime / Health Deprivation Correlation Coefficient. Source: Cambridgeshire Insight

Theory: Low educational attainment can increase chances of criminal behaviour

It is theorised that a low level of educational attainment can have a causal effect on crime. Consequently, it is thought that the benefits in terms of the cost of crime that has been avoided by achieving high educational attainment can be significant.²¹ Therefore certain educational policies could potentially help to reduce crime beyond the cost of the educational policies. The idea is that increased education can affect through a variety of different factors. Firstly, income effects, generally a better education will have the effect of providing a higher income which makes legitimate work more worthwhile than criminal activity.

Secondly, that time spent in education is seen as an investment with perceived long term benefits for the individual. Criminal activity would be an unnecessary risk for most people who have invested time into their education. For those without an education, the short term gratification of criminal activity may be more of an attractive choice due their perceived lack of prospects.

Lastly the amount of time spent in the school system could help to keep a young person off the streets and away from criminal activity. Conversely a young person may just commit those crimes within the school environment. A recent report by the home office has highlighted that young persons who are excluded from school are susceptible to involvement with county lines drug dealing and that they have been specifically targeted by the gangs. The report suggests that Pupil Referral Units (PRUs) are particularly vulnerable.²² Unfortunately it has not been possible to obtain exclusion data for local schools. There is limited evidence to support the above theories and it is unclear which of the three factors above have the largest effect on behaviour. Other studies such as the UK Peace Index state there is a lack of correlation between education and violence but links could be made between education and employment so shouldn't be discounted completely.

The data from Huntingdon North shows that 27% of Huntingdon North residents have not attained any qualifications, this percentage is considerably higher than the average for Huntingdonshire and Cambridgeshire (19%) and the national average (22.5%). Equally there is a smaller percentage of the population in Huntingdon North with level 4 qualifications or above (15%) compared with Cambridgeshire (33%) and the national average (27%). Level 4 equates to degree level and above showing that Huntingdon North has a lower proportion of the population educated at university level than other areas of the county.²³ The data suggests that a lack of prospects as a result of poor educational achievement in Oxmoor could be contributing to the high crime rate.

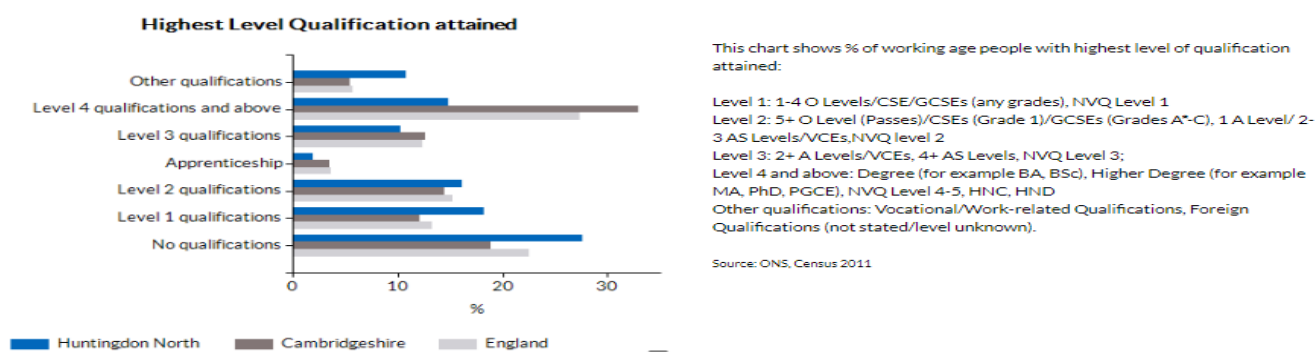


Figure 25 Source: Cambridgeshire Insight

²¹ https://economics.handels.gu.se/digitalAssets/1439/1439011_49-55_research_lochner.pdf

²² <https://www.theguardian.com/world/2018/sep/29/excluded-schoolchildren-groomed-by-county-lines-drug-gangs-home-office-report>

²³ <https://www.accesseconomics.co.uk/is-there-a-causal-link-between-education-and-crime-in-the-uk/>

Schools in Huntingdon

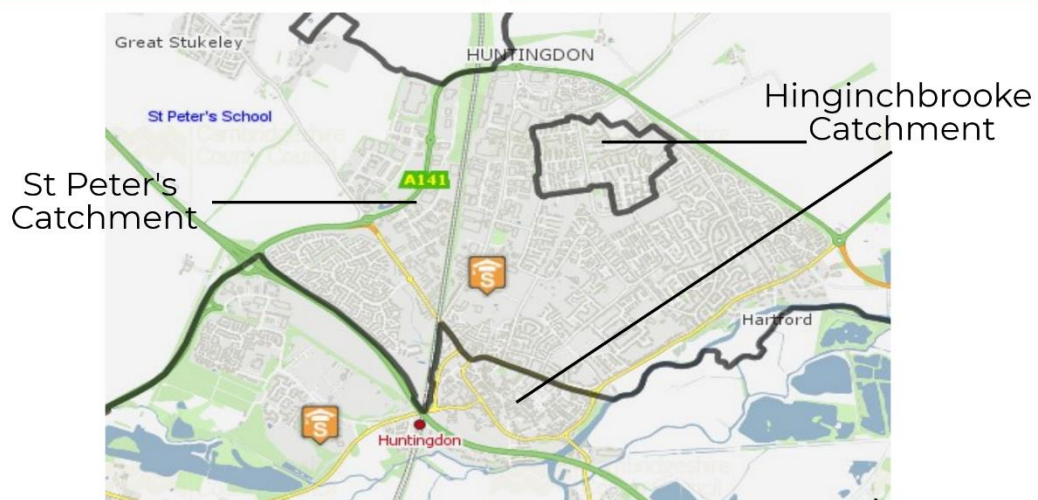
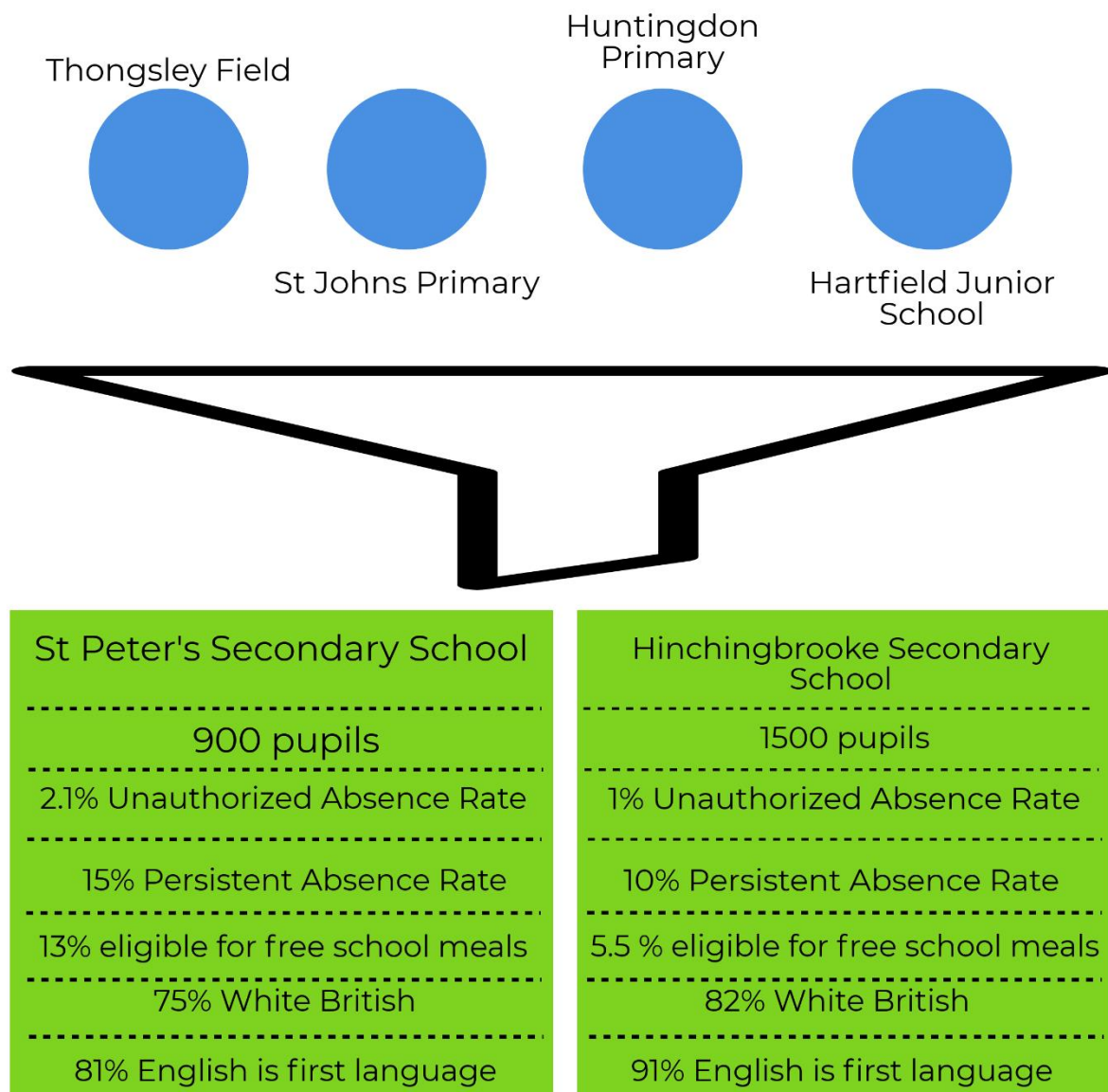


Figure 26 Schools Profile

The information in figure 28 shows some contrast between the two secondary schools in the area. St Peters differs from Hinchingsbrooke in several key areas. Firstly, the percentage of pupils receiving free school meals is higher which is perhaps to be expected considering the deprivation levels in the area. Secondly, there is a higher percentage of pupils from different ethnic backgrounds and that speak English as a second language compared with Hinchingsbrooke. Lastly the absence rate at St Peters is considerably higher in both the total unauthorized absence rate as well as the persistent absence rate. Persistent absence is when a pupil is absent for more than 10% of the academic year.

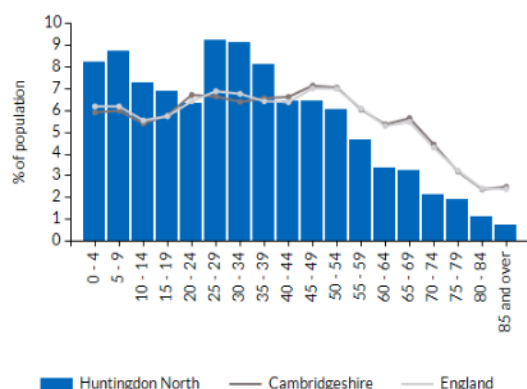
Theory: Single parent households can lead to a higher risk of criminal behaviour from children

The theory is that single parent households lead to a higher risk of criminal behaviour among the children. Single parents potentially have to work considerable hours to provide for their families and so may not be able to spend much time with their children.

The theory proposes that the consequences can be two-fold; one that the lack of supervision from parents to children can allow children to be influenced by others and not to have their behaviour checked by parents. The second element is that the lack of a positive adult role model can mean no positive influences in the child's life. This combination of a lack of supervision and a lack of positive role models could lead a young person to criminal behaviour.

The below information shows the population breakdown by age which shows a higher than average percentage of those under the age of 20 in Huntingdon North compared with Cambridgeshire and England as a whole. Huntingdon North has a significantly higher amount of lone parents than Cambridgeshire and England according to the 2011 census. Coupled with this is the higher number of young people and young children relative to Cambridgeshire and England. This means there are more young people who in turn are more likely to be raised by a single parent in Huntingdon North than the county on average.

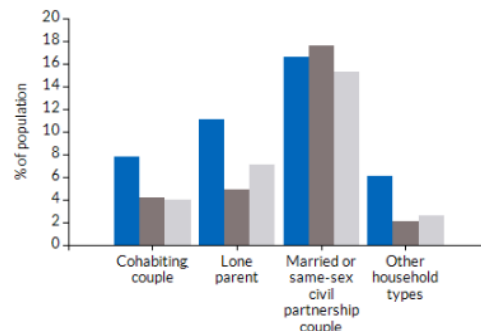
Age group breakdown estimates for Huntingdon North (2016)



Source: ONS*

Figure 27 Source: Cambridgeshire Insight

Households with dependent children in Huntingdon North (2011)



Source: ONS Census 2011

Figure 28: Source: Cambridgeshire Insight

Partners / Agencies

Troubled Families

Oxmoor Case Study

Family A made up of 2 adults and 3 children. Family met criteria for crime / ASB, health issues and children with needs / help. One of the children's behaviour was deemed unmanageable by the family and resulted in numerous police call outs. The family were open to social care around concerns about the child's behaviour and concerns raised by the child. The child in question was diagnosed with having ADHD. The family have been supported by a family worker who discussed the child behaviour with them and the mother. The child and parents have also attended sessions to address behaviour management, communication and mentalisation (the ability to reflect on one's emotions) in addition to two Child in Need meetings. The result of these interventions has reduced police call outs to 0 and social care signed off closure with remarks that child behaviour was more manageable and the family agree. It was also remarked that the child is behaving in a more positive manner since the interventions.

Troubled families (TF) is a programme set up to support disadvantaged families with complex problems and will work with up to 400,000 families by 2020.

Families on the current programme will continue to have at least 2 of the following problems:

- parents or children involved in crime or anti-social behaviour
- children who are not attending school regularly
- children who need help; that is children of all ages, who need help, are identified as in need or are subject to a child protection plan
- adults out of work or at risk of financial exclusion or young people at risk of worklessness
- families affected by domestic violence or abuse
- parents or children with a range of physical and mental health problems

Within Huntingdonshire there are a number of families on the programme with 35 families from the Oxmoor area on the caseload as of June 2018. A percentage of these families have been flagged for meeting the national criteria on domestic abuse / violence. Also present were a small amount of families that meet the national criteria for ASB / crime.

On average in the Huntingdon North ward where either Crime/ASB or DV/Abuse is an issue families have on average 4.41 people with 1.46 parents and 2.95 children. They have an average of 4.16 top level issues (from Crime, DV, Health, Child Who Needs Help, Finance, Education). The overall Cambridgeshire TF cohort has 3.23 issues highlighting that TF families in the Oxmoor area present slightly more issues than the average.

As well as this 70% of this group have financial issues which can include being unemployed.

Case Study 2

Family is made up of 2 adults and 2 children. The family met the criteria for Education, Child with Needs, Domestic Violence and Health issues. Concerns were raised surrounding one of the children's behaviour, truancy and recent exclusion from school. During initial TF verification it was confirmed that there was a history of DV between parents and children. A previous locality had been involved to address the relationship between the mother and the father. It was also disclosed that the mother had hit the child. As a result children were placed under child protection plans and were supported by social care. The mother and father have since separated and the children reside with the father. The child's challenging behaviour has resulted in a change of school. Child has also engaged with a CCC youth group. Child has been diagnosed with ADHD and mother was supported to understand how to manage ADHD more effectively.

Young People's Workers (YPW)

Young people's workers operate at a preventative level with young people in Cambridgeshire. Young people with a variety of issues are encouraged to volunteer themselves or by their parents for support. Young people's workers work with vulnerable young people both individually and in groups. This will also include working with the wider community and with key statutory and voluntary agencies to enable positive activities for young people.

These issues are not necessarily leading the young person toward crime but some of the vulnerabilities young people have could lead to a criminal pathway in certain circumstances. For this reason a conversation took place with lead youth worker. They described the situation in and around the Oxmoor estate being one of historical issues and tensions between older members of the community and / or between certain families. These tensions and issues have the potential to embroil young people into vulnerable positions and potential conflict situations.

An example could be young boys that start to hang out with older boys in their area. These acquaintances could be through family links like a brother or cousin or simply through familiarity having grown on in the same area. In turn, other friends may also be drawn into these new social circles. This can be problematic where older boys are already offending or exhibiting anti-social behaviour. In some cases younger boys may be unduly influenced by the apparent flash lifestyle on offer and so are offered the chance of earning some money by older boys participating in criminal activities. This can be an attractive prospect to a young boy who has little chance of earning the cash in any other way.

One of the main concerns and areas of work for children in the Huntingdon area among YPW workers is Child Sexual Exploitation (CSE). YPWs are actively seeking to identify and stop vulnerable children from exposure to CSE. This exposure to CSE can make children very vulnerable to other potential issues. For example county lines is not just young males running drugs and being violent, young females can be lured into a group and be subject to sexual violence and domestic abuse too. They may also be exposed to drugs and alcohol and eventually could become exposed to the criminal justice system.

Cambridgeshire YPWs work to counter certain behaviours in young males and females. The general approach the YPWs try to implement (but in particular with ASB) is to give young people the ability to make informed choices so are given through providing them with the advice and support they need. A YPW will try to raise that young person's aspirations, to try and inspire them to strive for more and encourage them to push themselves to achieve their potential. A YPW will explain that the young person does and can have prospects and a realistic chance of gaining fulfilling employment, a stable home and a loving family in future. Many young people do not have this engrained into them by their parents or peers and schools can struggle to spread this message against a backdrop of strained resources and an increasing demand. Most of this work is continuous, providing a level of support until the young person no longer needs it. Other initiatives are designed to be intensive programmes that young people can be engaged with.

The Transforming lives programme was one such initiative run by YPWs. A total of 24 young people were recommended for participation. Of these, 20 agreed to participate and were enrolled onto the 12 week programme. The programme was split into two to cater for males and females separately. It ran during school time to ensure attendance from participants. During the programme young people were exposed to a series of unfamiliar and challenging experiences, for example away days at activity centres, talks and demonstrations from the Fire service and mentoring from adults who had gone through similar experiences in their youth. This combination of talks, activities and mentoring allowed participants to feel more confident in themselves and open up which in turn meant they were more receptive to the advice and support on offer. As a result these young people reported how much they had gained from the experience and that they recommended it to other young people in a similar situation.

Undoubtedly this project is a success story and the participants benefitted from it but there are still barriers to engaging with other young people. Another challenge mentioned was the cultural and ethnic diversity of the population around the Oxmoor area. The area is diverse with many different nationalities, cultures, religions and ethnicities present in the area. This can make it difficult for youth services to engage. Sometimes there are language barriers, other cultures are fearful of involvement from public services because of perceptions of services in their native countries. This can exclude young people from obtaining the help they need and so has the potential to make them vulnerable of becoming a victim or offender in future.

Youth Offender Service (YOS)

The YOS service differs from the YPWs mentioned above in that young people will have been served a youth order or have been referred by the police to the YOS. It is a mandatory service that young people have to adhere to as opposed to the voluntary nature of engaging with YPWs.

Speaking to the YOS service regarding young individuals it was highlighted that the majority of issues currently seen revolves around drugs and specifically county lines. Huntingdon North consistently has the highest number of first time entrants in comparison with all other wards in Huntingdonshire. Huntingdon North also generated the highest number of community resolutions for young people of all wards in Huntingdonshire.

Accounts given explain that gangs are prevalent. These gangs usually involve Asian males around the age of 18 years old. Often these gangs attempt to recruit younger males to the gang in order to exploit them. These recruitment methods can be a combination of enticing them with the allure of a

luxury lifestyle as well as using threatening and aggressive behaviour to prevent them from saying no.

Anecdotally, these slightly older males are coming from other areas such as Bradford, London and Coventry and recruiting young males to run / sell the drugs in and around the Oxmoor area.

Another issue prevalent in the area is that of a protection racket. Again older males are threatening younger males into paying them protection money, effectively extorting them for any money they have. Again threats are made if younger males are non-compliant or reluctant to hand the older male their money. Should individuals be non-compliant they can be assaulted, have their families threatened and even kidnapped. On one occasion an individual was known to be thrown into the boot of a car and transported elsewhere and left alone, late at night in an unfamiliar area.

There are anecdotal reports of spill-over crime happening as a result of the issues described above including theft, robbery and assault. These issues according to YOS are being seen right across the community and are not just affecting those individuals who may be perceived to be more vulnerable. It is perceived that these issues are increasing relative to recent years despite some recent arrests of more senior members of the gangs. It is expected that the younger members will soon be taking their place so arresting / imprisoning certain members of a gang does not necessarily solve the issue.

In terms of root causes there are anecdotal reports of a lack of community feeling in Oxmoor and a lack of activities and services for young people. As a result there is a culture of young people hanging around with little to do who often use drugs, primarily cannabis. As a result of using cannabis young people can be susceptible to building up debt with the dealers which can spiral into becoming part of the operation itself and subsequent crimes. Alternatively they may enjoy the lifestyle and the money that comes with selling drugs and so continue to get involved with criminal activity.

In these situations it can be difficult for parents to have any influence over their children as they can be entrenched in the lifestyle already. Some parents have received support and attended sessions in attempt to improve their children's outlook but it does not always help.

Young individuals who have been forced against their will to act on behalf of others may be continuing their criminal activity out of fear of reprisals.

Case Study

Case study one – Impact of ‘County Lines’ and Mandatory Possession action

In January 2018, the Police attended a property and carried out a raid under the Misuse of Drugs Act. During the raid two male visitors to the property were arrested one of which admitted to having a Class A Controlled Substance concealed. The individuals were later identified as being from London. The male visitors attended court for the charges after the raid. One male pleaded guilty to charges relating to the concern in the supply of crack cocaine, concern in the supply of heroin, possession of stolen goods and possession and use of cannabis resin. The second visitor pleaded not guilty to all charges.

In February 2018 Luminus received a report from the Police that the tenants had been arrested and were in custody having been arrested from the property for suspected drug supply.

In March 2018 Luminus were further advised of another investigation against the tenant which related to charges of theft, abuse of a trusted position and fraud to the value of over £12,000.

The tenants have been known to the Police for ASB including drug use, this is also subject to two previous ASB cases. The tenants have also previously received five NOSP's for rent and two for ASB, including the most recent one that included Mandatory Grounds.

There are up to 1,500 homes managed by Luminus on the Oxmoor estate and surrounding areas. Luminus is active in managing its homes and tenancies, supporting its residents and where necessary taking action to deal with issues affecting its tenants. The most common reason for eviction on the estate is falling into significant rent arrears. However, it is not uncommon for tenants to breach their tenancy agreement because of Anti-Social Behaviour or other related issues.

There have been no drug-related evictions on the estate during the past 12 months, however there were three drug-related formal enforcement cases pending during August 2018. Case one and case two aim to obtain outright possession (please see case study 1) and the other related to a tenant who has been convicted of a serious crime in the locality of their home.

Another case dealt with a tenant with a Class A drug addiction who has been subject to ASB enforcement action since 2016. Working in partnership with the Police, Luminus has prepared statements for court which demonstrate that it is proportionate and reasonable to take possession action.

In the case of eviction for rent arrears, enforcement action for ASB was concurrently taking place in relation to drug distribution and damage to property. The tenant was arrested for cultivating cannabis during a routine joint visit by

Luminus staff and the Police. Based upon the strength of the evidence presented during the ASB enforcement, Luminus opted to take a zero tolerance approach to rehousing the former tenant.

Luminus also owns and manages a small number of properties specifically for ex-offenders who do not have a violent or sexual offending history. Luminus carries out regular spot checks in relation to these licensees to ensure they are not regressing into criminal activity. There have been a number of evictions during the past 12 months due to drug association. Luminus has revised its assessment criteria for applicants to evaluate their vulnerability and susceptibility to predatory individuals who may want to exploit their weaknesses (addiction) for personal gain.

Luminus has observed an increase in ASB cases related to class A drugs and in particular the effect of 'County Lines' over the last two years. These cases are becoming more prevalent and have more risk associated with them. Luminus has been concerned about the safety of their tenants and staff visiting certain properties, and so have attended with the Police to carry out enforcement functions.

There is anecdotal evidence that knives are an increasing threat on the estate. Some Luminus staff have seen these weapons on display in its homes. It is not clear if this is linked to 'County Lines' and associated 'cuckooing' (where one or more offenders will prey on a drug user offering drugs, using coercion, threatening harm, bribing or abusing the resident in return for using their home to coordinate their drug operations without the detection of authorities). Such offenders are known to travel from large towns and cities outside Cambridgeshire where they are known by the Local Policing teams, to benefit from relative anonymity and lack of visible counter drugs policing locally. It is believed some residents may invite dealers into their homes because there is easy access to drugs whilst others are being actively targeted due to their vulnerability or to pay off drug related debt.

Luminus works closely with the local Police in Huntingdon and has built a good working relationship, supporting each other when required. Intelligence is shared through the Problem Solving Group and face to face contact with the Police and Luminus frequently attend properties jointly.

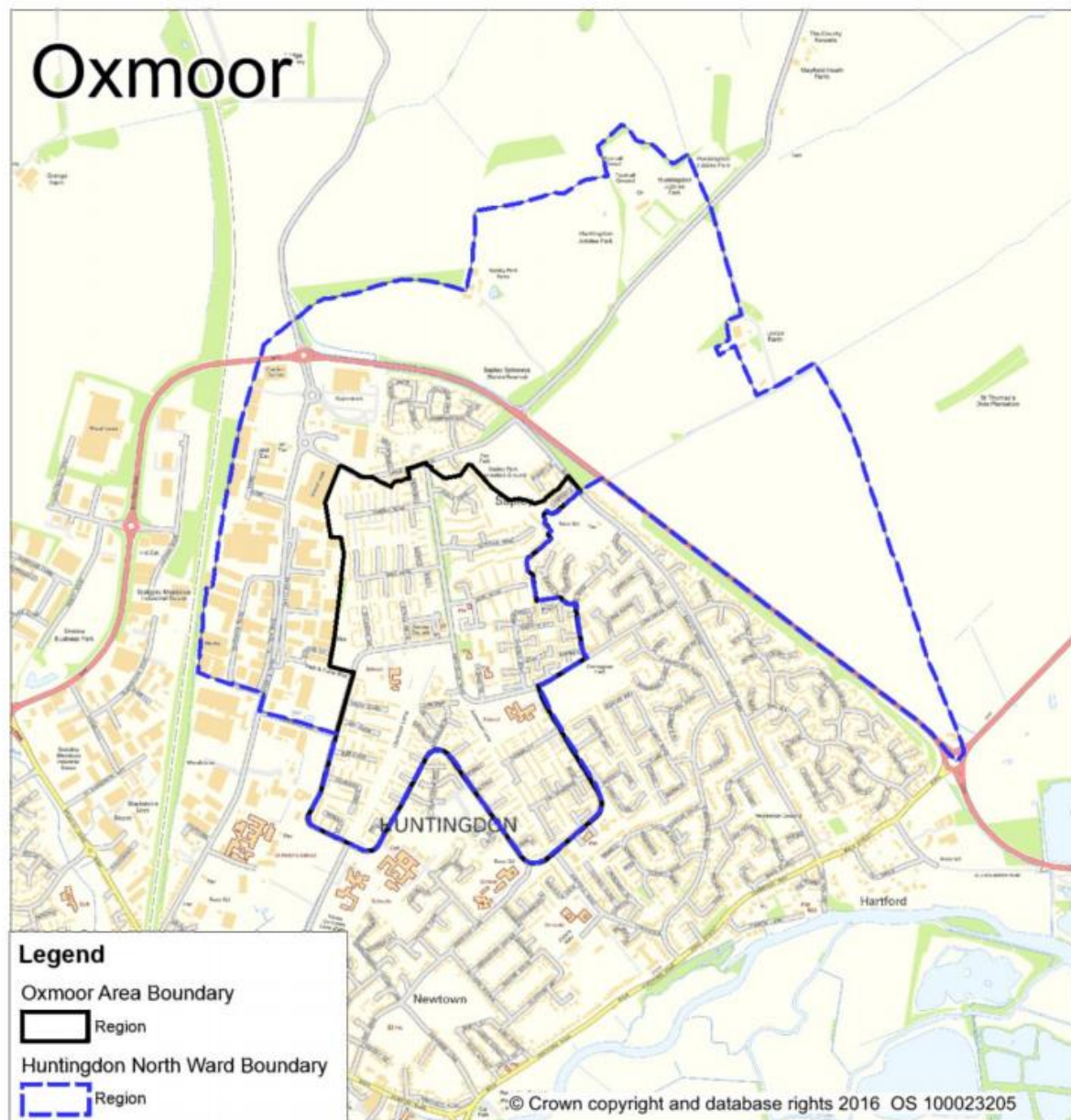
There is an opportunity to improve joint working further with the Serious and Organised crime Unit in Cambridge although it is recognised intelligence sharing can be limited due to the sensitivity of some investigations.

In isolated cases a Luminus tenant may be subject to police actions such as being served with a Section 8 - Misuse of Drugs Act Notice. Due to the Police not being able to share information in real time with land lords (often due to lack of open information regarding who owns a property) Luminus are unable to undertake a risk assessment and offer support to tenants although in practice the threat of eviction is effective.

In cases where the level of evidence necessary to secure a criminal conviction is not required, Luminus may be able to act using civil remedies such as civil injunctions and service of Notice of Seeking Possession.

Appendices

Appendix A

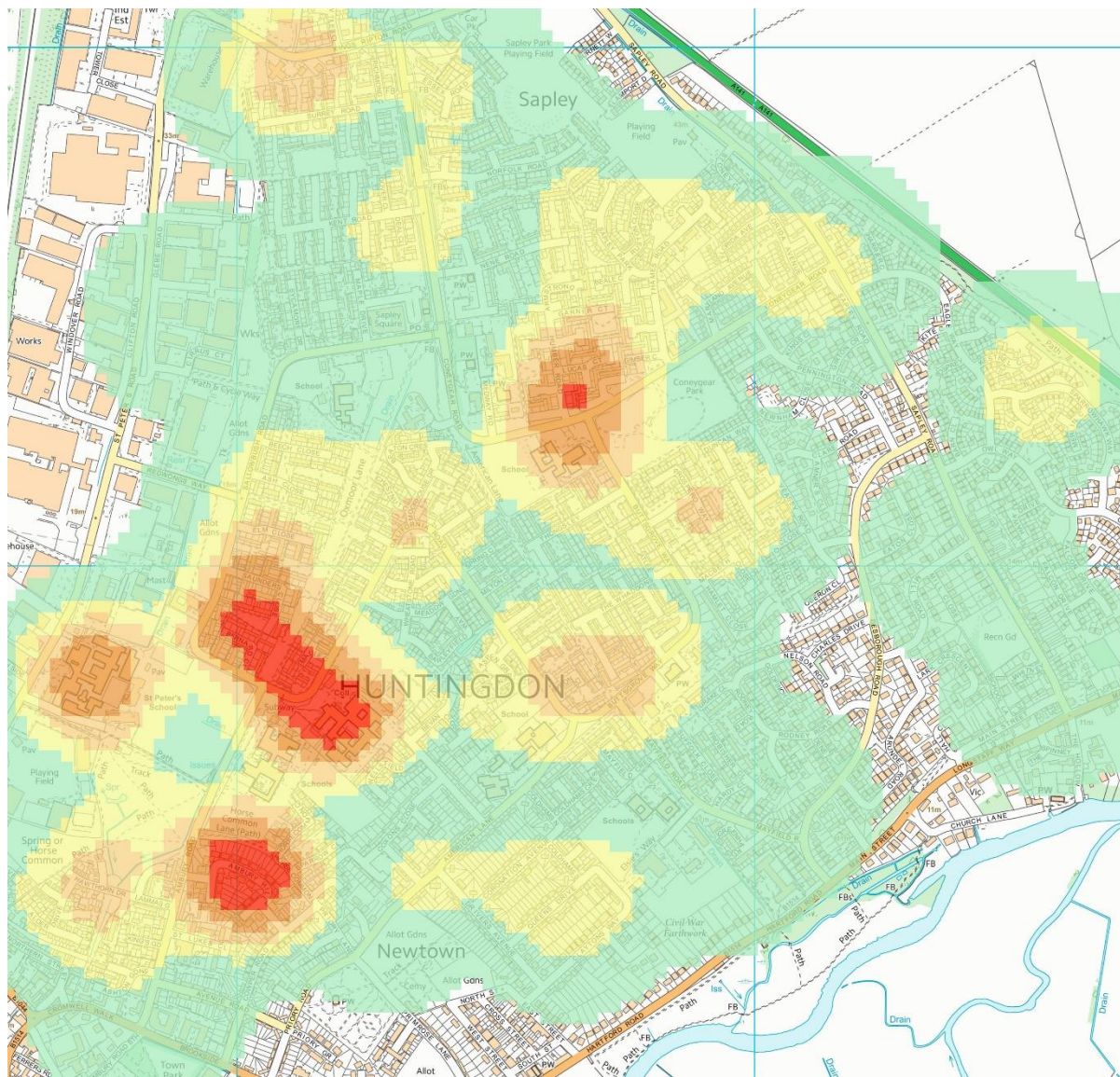


Source: Cambridgeshire Research Group

Appendix B

Crime hotspots

The following maps show which areas in Huntingdon are hotspots for criminal activity of those under 21 years old;



Source: Cambridgeshire Constabulary - Figure 30- Oxmoor, Hartford and Sapley- Problem areas include Ambury Hill, Cambridge Regional College, St. Peter's School, Houses encircled by Sallowbush Road and California Road, Humber Road and Lucas Court²⁴

²⁴ Oxmoor Case Study – Sam Chappel and Josh Ives – Cambridgeshire Police