



Creating a safer  
**Cambridgeshire**

# The changing demography of Cambridgeshire: implications for policing

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## Executive Summary

The county of Cambridgeshire<sup>1</sup> has changed and grown significantly in the last 25 years. Latest projections indicate that continuing prosperity and economic growth, together with factors such as migration and house building programmes, will accelerate the transformation in both the density of the population and its cultural mix. Together these issues will continue to have a significant impact on policing and law and order.

The change in Cambridgeshire's profile has, by and large, had a positive impact on the county in terms of economic development and jobs. However resources for policing have fallen behind as a result of an outdated, unresponsive and inflexible funding formula. In real terms, the county is losing money for policing year-on-year. In essence Cambridgeshire is being short-changed as a result of inaccurate information about the true impact of changing demography. This has led to a serious misperception in Whitehall about the county and the issues it faces.

The Eastern region currently hosts a high proportion of the country's new migrant population and within the region about 50 per cent of the migrant population has settled in Cambridgeshire. The hidden scale of migration into the county is demonstrated by the number of different languages officers and staff deal with, which now exceeds 100. Translation costs linked to dealing with incidents and crime are close to £1 million a year.

As Cambridgeshire continues to grow it contributes significantly to the economic wealth of both the region and the country. Yet the proportion of funding for policing has dropped correspondingly leaving the county short-changed when it comes to the number of officers deployed per head of population. Since 2002 the county has been short-changed as the amount of grant from government has fallen by a total of £15 million as a result of the funding formula.

An independent report by analysts from KPMG<sup>2</sup> concludes that based on the current workload of the Constabulary, the county requires an additional 100 police officers. One of the county's largest conurbations, Peterborough, is currently served by approximately 289 police officers. Peterborough is comparable in population and crime patterns to Lewisham in London which is served by approximately 600 officers.

For years central funding for policing has dropped back after successive governments failed to acknowledge or accept the true changes in population affecting both the cities and rural areas of Cambridgeshire. Government statistics lag behind the true picture. As a result public services have seen an increase in demand which is not included in calculations for central grants which help fund local services.

The result is that council tax payers now pay a greater proportion of their local tax on policing here than in other areas to make up the shortfall. Political considerations apart, Police Authority options on further precept increases are capped by central government directives. The prevailing view in Government funding departments appears to be that city and metropolitan areas require more policing support while

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<sup>1</sup> Unless otherwise stated, the word Cambridgeshire includes both the county of Cambridgeshire and the Unitary Authority area of Peterborough.

<sup>2</sup> KPMG – resource analysis Cambridgeshire Constabulary 2007

counties like Cambridgeshire, which are perceived as quiet and rural based on outdated and often inaccurate data, require less policing support.

Despite this pressure on resources Cambridgeshire Constabulary has to date significantly transformed its performance and has been successful in managing and reducing a wide range of crime in the county. In three years the force has moved from one of the poorest performers to one of the best, through change and better use of people and technology. In business terms it has improved productivity within its existing budget. But the force has reached its limit and the pressure is growing with increasing calls for service, a more complex community to police, the development of new towns such as Northstowe and demands to deliver more initiatives with relatively fewer officers and staff.

In the report '*The changing demography of Cambridgeshire: implications for policing*' Cambridgeshire Police Authority and the Constabulary demonstrate how the county is being short changed and how it needs to catch up to meet the shortfall. The amount of money the county receives from Government for policing has to increase based on a more realistic assessment of actual population changes and estimated future growth and not based on outdated and misleading census data.

The report highlights that:

- Migration will have a greater impact on the population than natural changes – with new communities accounting for 64 per cent of growth in Peterborough and 73 per cent of growth in Cambridgeshire as a whole
- By 2016 there will be 25,200 more people in the county as a result of 'natural' growth and people moving from within the UK to Cambridgeshire. In addition a further 69,000 people are predicted to move to the county by 2016 as a result of migration, mainly from the European Union
- Overall Cambridgeshire's official population will jump by 12.5 per cent by 2016 – whereas across the UK it will be 2031 before a 12 per cent increase is experienced. But even this masks the fact that actual migration is higher than any official statistics acknowledge
- Using official sources, Cambridgeshire currently has the lowest number of police officers per head of population compared to similar forces and other forces in the eastern region. This situation will worsen as Cambridgeshire's population increases at a faster rate than others over the next decade
- The number of older people is set to grow significantly in ten years
- The number of students who move to the county to study is expected to stay steady at around 25,000
- The number of travellers living in Cambridgeshire – currently around 6,000 – is expected to increase to 8,400 by 2016

The Police Authority and Constabulary are launching a campaign to warn Government and its advisers that Cambridgeshire faces a dangerously low number of officers and police staff unless funding rules – the so called floors and ceilings – change, allowing a real increase in central government funding.

The campaign will focus on the need to:

- ✓ Lift the artificial 'cap' on funding and recognise the changes in Cambridgeshire
- ✓ Restore levels of funding proportionately over the next 10 years with an increase in Government allocated police grant of an additional £2 million per year
- ✓ Allow for the recruitment of an additional 25 police officers per year between 2008 and 2016
- ✓ Confirm longer term government funding for Police Community Support Officers and fund a proportionate increase in the number of PCSOs to support policing in new neighbourhoods.



## Key Facts<sup>3</sup>

- It is forecast that over the next 10 years migration will have a bigger influence on the UK population than natural change. The demographic impact of this will have a particularly disproportionate effect in Cambridgeshire.
- The population in Cambridgeshire is forecast to grow 12.5%<sup>4</sup> by 2016 compared to 12% by 2031 across the UK as a whole. This is the highest forecast growth rate across the East of England (which itself is only forecast to grow 5.7% by 2016).
- When compared to Most Similar Forces (MSFs) the growth rate in Cambridgeshire is second only to Warwickshire (13.8%) and is considerably higher than the average of 7.6% over all MSFs.
- Based on the current numbers of police officer Full Time Equivalent (FTE) posts, Cambridgeshire has the lowest number of police officers per 100,000 head of population when compared with its MSF. This position will continue into 2016 and beyond. In addition, Cambridgeshire currently has the second lowest figure nationally 187, when the national average is 266.
- There are currently 31 neighbourhoods across the Constabulary each with an average of 24,045 people per neighbourhood. To meet future population growth the Constabulary would require at least an extra 4 neighbourhood policing teams.
- Demographic changes have seen increases in 'critical' incidents and tension within some communities which have required a careful and managed police and partnership response.
- Demographic changes have resulted in large increases in Constabulary expenditure e.g. translation/interpreting costs, which are now close to £1million a year.
- Demographic changes have resulted in increases in non-UK offenders associated with certain crime types e.g. drink-drive.
- An 'international' dimension to criminality has been evidenced across the Constabulary, but particularly in Northern BCU<sup>5</sup>. Examples of such activities include the running of cannabis factories, credit card skimming and human trafficking.
- Demographic changes have resulted in increases in officer time associated with dealing with victims, witnesses and offenders where language and interpreting is a factor.

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<sup>3</sup> See figure 1, p8 for a schematic overview of the main issues.

<sup>4</sup> The report draws on population estimates from a number of different sources using varying methodology. There is therefore a small amount of variation between the different growth estimates. This figure of 12.5% is taken from Table 3, p11.

<sup>5</sup> There are three territorial Basic Command Units (BCUs) in Cambridgeshire. Northern BCU which covers the Peterborough area, Southern BCU which covers Cambridge City, South Cambridgeshire & East Cambridgeshire and Central BCU which covers the Huntingdonshire & Fenland areas.

- Within the county of Cambridgeshire (excluding Peterborough) variations in the overall 12.5% growth are expected to occur in Cambridge City and South Cambridgeshire which will experience higher growth rates. East Cambridgeshire, Fenland and Huntingdonshire will experience lower rates.
- Net migration is expected to account for 64% of Peterborough's growth and 73% of Cambridgeshire's growth<sup>6</sup>.
- The total number (over 3 years of data) of NASS (National Asylum Support Service) and NINo<sup>7</sup> (National Insurance Number) related migration in 2005 was equal to 5% of the 2001 census population in Peterborough (8,630 individuals), and 4.3% of the 2001 census population in Cambridgeshire (23,700 individuals). Given that between 2006 and 2016 Peterborough is forecast to gain an extra 14,600 individuals and Cambridgeshire an extra 54,400 through net in-migration, it is expected that the proportion of asylum seekers and migrants in relation to the population forecast for 2016 could be as much as 10%.

**By 2016 it is expected that Cambridgeshire will have an increase in population by at least 94,000<sup>8</sup> which comprises:**

- 25,200 more people due to natural change:  
the number of people aged 65+ is forecast to increase notably across most of the county<sup>9</sup>.
- 69,000 more people due to net migration:  
It is likely that a large number of these will be asylum seekers and economic migrants and the proportion of this group compared to total Cambridgeshire population could grow from approximately 4.6% now to 10% in 2016 (9,400 in actual numbers).
- An increase in Travellers from around 6081 in 2005 to 8400 travellers – 1% of the 2016 population on the assumption that the number of travellers increases by 12% in line with overall growth in Cambridgeshire.
- 2,000 illegal immigrants – 0.2% of the 2016 population
- 25,500 students – on the assumption that the number of student places remains constant over the next 10 years the student population will be 3% of total Cambridgeshire population in 2016 compared to 3.4% now.

<sup>6</sup> Figures based on Table 6, p12

<sup>7</sup> Note that whilst people register for NINo's, they do not de-register if they leave the country.

<sup>8</sup> See Table 6, p12.

<sup>9</sup>

[http://www.cambsphn.nhs.uk/documents/Misc%20Publications/M11Report\\_Jan06\\_Full.pdf?pr\\_eventCache=03%2F08%2F2006+13%3A30](http://www.cambsphn.nhs.uk/documents/Misc%20Publications/M11Report_Jan06_Full.pdf?pr_eventCache=03%2F08%2F2006+13%3A30) (accessed 27/08/2007), p24

- Tourism will continue to grow. Cambridgeshire generates the largest number of visitors in the region, largely due to the historic City of Cambridge<sup>10</sup> which attracts in the region of 4.58 million visitors annually.<sup>11</sup> Of these 29.5% are from overseas.
- Adding the amount of grant lost by using out of date population figures to the amount of grant withheld under 'floors and ceilings', Cambridgeshire Police Authority should be receiving a grant of **£99,321,200** for 2008/09. This is some £17,447,200 less than Cambridgeshire is likely to receive<sup>12</sup>.
- Since April 2002 Cambridgeshire Constabulary has recorded statistically significant reductions in total recorded crime, as well as within the priority crime categories of Dwelling Burglary, Vehicle Crime, and Violent Crime. This represents almost 16,000 fewer victims of crime during this period. During the same period, and despite a reducing crime level, 5,621 more offences have been detected with a sanction<sup>13</sup>.




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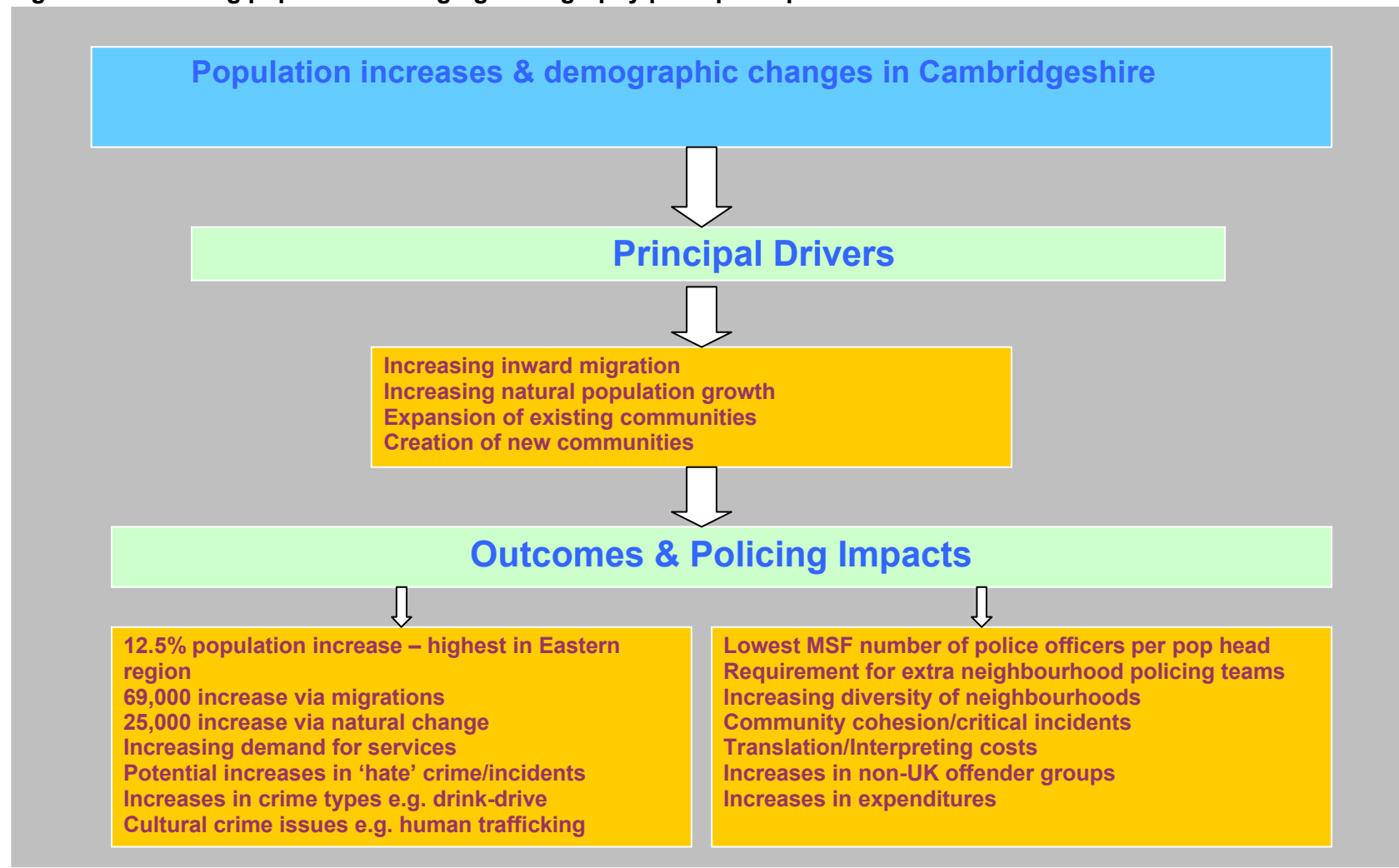
<sup>10</sup> <http://www.defra.gov.uk/erdp/docs/eastchapter/east14/tourism.htm> (accessed 02/07/2007)

<sup>11</sup> <http://www.cambridge.gov.uk/ccm/content/economic-development/tourism---facts-and-figures.en> (accessed 02/07/2007)

<sup>12</sup> See section 9, p24 for more information on this.

<sup>13</sup> See section 10, p26 for more information on this.

Figure 1: increasing population/changing demography principal impacts



## 1. Background & Introduction

- 1.1 This paper presents an overview of the rapidly changing demography of Cambridgeshire. It gives context to the main areas of population growth and outlines some of the principal drivers for these increases. By developing each of these areas in turn the scale and impact of the disproportionately high population growth and the challenges faced by the police and other service providers become apparent. Cambridgeshire's communities are becoming more diverse and are growing in size. Cambridgeshire Constabulary is already disadvantaged currently having only 187 police officers per 100,000 people when the national average is 266<sup>14</sup>. Unless action is taken to match resources to growth more equitably this proportion will decrease further, placing even greater strain on the police and other agencies.

## 2. Population Forecasting

- 2.1 The Office for National Statistics (ONS<sup>15</sup>) is the central source for population forecasts. These are based on a combination of natural growth (more births than deaths) and net in-migration (the number of people moving into an area compared to those leaving). These are trend-based forecasts.
- 2.2 Cambridgeshire County Council produces its own population forecasts which differ from ONS in that they are policy-based. This means that they assume that population in the region will grow on the basis of the number of dwellings that are expected to be built as well as natural growth and net migration.
- 2.3 Population forecasting is an inexact science due to the difficulty in identifying the 'hidden population'. No method exists for tracking the movements of every single person and the government's existing mechanism for measuring population is not sensitive enough to pick up the many individuals who may be in an area legally but who are not required to register with any authority. In Cambridgeshire this may include travellers, students, and workers from the European Union. As in other countries, the number of 'unauthorised' or 'illegal' migrants (including failed asylum seekers) in the UK is unknown. Home Office calculations concerning the unauthorised resident population of the UK in April 2001 gives a central estimate of 430,000 and a range of 310,000 to 570,000. This constituted 0.7% of the resident population<sup>16</sup>. Other estimates give the current unauthorised migrant population (to the end of March 2005) in the range of 515,000 to 870,000 with a central estimate of roughly 670,000.<sup>17</sup>

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<sup>14</sup> *Police Service Strength Home Office Statistical Bulletin 13/07* published 26<sup>th</sup> July 2007, <http://www.homeoffice.gov.uk/rds/pdfs07/hosb1307.pdf> (accessed 12/09/07)

<sup>15</sup> <http://www.statistics.gov.uk>

<sup>16</sup> Sizing the unauthorised (illegal) migrant population in the United Kingdom in 2001 Home Office Online Report 29/05 <http://www.homeoffice.gov.uk/rds/pdfs05/rdsolr2905.pdf> (accessed 21/07/2007)

<sup>17</sup> Migrant Watch UK [http://www.migrationwatchuk.org/Briefingpapers/migration\\_trends/illegal\\_migrant\\_pop\\_in\\_uk.asp](http://www.migrationwatchuk.org/Briefingpapers/migration_trends/illegal_migrant_pop_in_uk.asp) (accessed 21/07/2007)

## 2.4 The UK

- By 2031 the UK population is forecast to grow by 12%<sup>18</sup>. Conversely Cambridgeshire's population is forecast to grow by 12.5% over the next 10 years<sup>19</sup>.
- Britain has experienced rising levels of international migration for work since early-1990's including a big increase following EU expansion. See tables 1 & 2 below.<sup>20</sup>
- Migration is a bigger influence on UK population than natural change.
- The demographic impact is even greater in some parts of the country – of which Cambridgeshire is one.<sup>21</sup>

**Table 1 – Foreign Nationals moving to the UK for work since 2002**

<b>2002/3</b>	<b>349,000</b>
<b>2003/4</b>	<b>370,000</b>
<b>2004/5</b>	<b>439,000</b>
<b>2005/6</b>	<b>662,000</b>
<b>2006/7</b>	<b>713,000</b>
<b>Total:</b>	<b>2,533,000</b>

Source: Department Work & Pensions (DWP) figures on National Insurance (NI) numbers given to foreign nationals each year

**Table 2 Countries of origin 2006/07**

<b>Poland</b>	<b>222,000</b>
<b>India</b>	<b>49,000</b>
<b>Slovak Republic</b>	<b>28,000</b>
<b>Pakistan</b>	<b>25,000</b>
<b>Australia</b>	<b>24,000</b>
<b>Lithuania</b>	<b>24,000</b>
<b>France</b>	<b>20,000</b>
<b>S Africa</b>	<b>16,000</b>
<b>Germany</b>	<b>15,000</b>
<b>China</b>	<b>13,000</b>

Source: DWP figures on NI numbers in year to April 2007

<sup>18</sup> [http://www.statistics.gov.uk/cci/nugget\\_print.asp?ID=1352](http://www.statistics.gov.uk/cci/nugget_print.asp?ID=1352)

<sup>19</sup> Based on figures in Table 3, p11.

<sup>20</sup> [http://news.bbc.co.uk/1/hi/uk\\_politics/6913296.stm](http://news.bbc.co.uk/1/hi/uk_politics/6913296.stm) (accessed 24/07/2007)

<sup>21</sup> East of England Development Agency

## 2.5 The East of England<sup>22</sup>

Table 3

Area	Mid-2006	Mid-2016	Change	% change
Cambridgeshire VC <sup>23</sup>	745,400	838,400	93,000	12.5
Bedfordshire VC	572,300	605,900	33,600	5.9
Essex VC	1,633,100	1,688,500	55,400	3.4
Hertfordshire VC	1,054,800	1,114,100	59,400	5.6
Norfolk County	809,100	850,700	41,600	5.1
Suffolk County	681,200	714,100	33,000	4.8
East of England	5,495,800	5,811,700	315,900	5.7

- The population of Cambridgeshire and Peterborough (Cambridgeshire VC) is forecast to grow 12.5% by 2016. This is the highest growth rate across the East of England where the lowest growth is forecast in Essex (3.4%).
- Across the East of England as a whole population is forecast to grow 5.7% by 2016.

## 2.6 Most Similar Forces (MSFs)<sup>24</sup>

Table 4

	mid-2004 pop	Mid-2016 forecast	% change
Cambridgeshire	737,900	824,200	11.7
West Mercia	1,179,400	1,259,900	6.8
Suffolk	683,800	732,200	7
Warwickshire	525,500	597,900	13.8
Gloucestershire	572,800	600,300	4.8
Staffordshire	812,500	831,600	2.35
Thames Valley	2,120,859	2,224,000	4.86
Northants	646,800	709,600	9.7

- The population growth forecast in Cambridgeshire (table 4) is slightly lower than that contained within the East of England (table 3 above) due to the different forecasting methods i.e. policy based as compared with trend based and a different base year.
- When compared to MSFs Cambridgeshire has the second highest forecast growth rate at 11.7% by 2016.
- The average growth rate is 7.6%.

<sup>22</sup> Source: PHRg ARU Chelmer model – based on EiP Panel report recommendations provided by The Research Group, Office for Corporate Services, Cambridgeshire County Council 13/06/07

<sup>23</sup> VC: virtual county

<sup>24</sup> Trend-based forecasts from ONS

The table below compares the number of Cambridgeshire police officer full time equivalents (FTEs) per 100,000 population with its Most Similar Forces (MSFs)

**Table 5<sup>25</sup>**

<b>Most Similar Forces</b>	<b>Total police ranks as of 31/03/07</b>	<b>Police officer per 100,000 head of population as of 31/03/07</b>	<b>Projected police officer per 100,000 head of mid 2016 population<sup>26</sup></b>
Cambridgeshire	1402	187	170
West Mercia	2428	205	193
Suffolk	1358	196	185
Warwickshire	1061	199	177
Gloucestershire	1319	229	220
Staffordshire	2315	219	278
Thames Valley	4260	199	192
Northamptonshire	1301	200	183

Cambridgeshire now has the lowest number of police officers per head of population across its MSFs. The national picture is no better. The national average is 266 and Cambridgeshire's ratio of 187 makes it the second lowest out of all 43 forces. Surrey and Lincolnshire are joint bottom with 183 police officers per 100,000 head of population. On these latest figures Cambridgeshire will continue to have the lowest MSF numbers of police officers per head of population into 2016 and beyond.

## **2.7 Population in Cambridgeshire<sup>27</sup>**

**Table 6**

<b>Area</b>	<b>Mid-2006</b>	<b>Natural Change</b>	<b>Migration</b>	<b>Total change</b>	<b>% change</b>	<b>Mid-2016</b>
<b>Cambridge City</b>	113,700	20%	80%	33,800	30%	147,500
<b>East Cambridgeshire</b>	76,300	37.1%	63%	5,500	7%	81,800
<b>Fenland</b>	89,900	0%	100%	5,000	6%	94,900
<b>Huntingdonshire</b>	160,700	0%	100%	4,800	3%	165,500
<b>South Cambridgeshire</b>	138,000	20%	80%	22,900	17%	160,900
<b>Cambridgeshire</b>	578,800	23.9%	76%	71,600	12%	650,400
<b>Peterborough</b>	166,100	35.6%	64.4%	22,700	14%	188,800
<b>Cambridgeshire +Peterborough</b>	744,900	26.7%	73%	94,300	13%	839,200

<sup>25</sup> From: *Police Service Strength Home Office Statistical Bulletin 13/07* published 26<sup>th</sup> July 2007, <http://www.homeoffice.gov.uk/rds/pdfs07/hosb1307.pdf> (accessed 12/09/07)

<sup>26</sup> Based on population projections from Table 4, p11

<sup>27</sup> Policy based forecasts from The Research Group, Office for Corporate Services, Cambridgeshire County Council 13/06/2007

Higher than average population growth in Cambridgeshire will occur in Cambridge City (30%) and South Cambs (17%). Hunts, Fenland and East Cambs are forecast to have much lower growth rates.

- Higher than average natural change rates (more births than deaths) are forecast in East Cambs (37.1%) and Peterborough (35.6%) whereas Fenland and Hunts have zero natural change forecasts (as many deaths as births).
- Population in Cambridgeshire (excl PUA) is forecast to increase by 12% over next 9 years (between 2006-2016)
- Population in Peterborough is forecast to increase by 14% over next 9 years (between 2006-2016)
- 76% (54,416 individuals) of Cambridgeshire's growth is attributable to net in-migration (i.e. remaining 24% growth due to more births than deaths).
- 64.4% (14,618 individuals) of Peterborough's growth is attributable to net in-migration.

## 2.8 Changes in ethnicity in Cambridgeshire

Table 7

	Cambridgeshire		Peterborough	
	% school pupil population 2003	% change 03-05	% school pupil population 2003	% change 03-05
<b>White</b>	95.6	-0.54	81.5	-6.71
<b>Asian</b>	1.6	13.27	13.9	-1
<b>Black</b>	0.4	27.59	1.5	11.39
<b>Chinese</b>	0.3	-23.1	0.36	-17.53
<b>Mixed</b>	2	17.86	2.8	21.55

Source: ethnicity work carried out by Special Branch analyst

- The data in the above table was calculated by comparing ethnic breakdowns of school pupils in Cambridgeshire and Peterborough between 2003 and 2005. The following inferences can be made from this data:
  - The White population of Cambridgeshire is decreasing as a proportion of total population.
  - The Asian population is marginally decreasing in Peterborough but increasing in the rest of Cambridgeshire, particularly in Cambridge City and South Cambridgeshire.
  - There will be substantial increases in the Black population although the overall numbers are small.
  - The most significant rise will be in the mixed ethnic population in both Peterborough and Cambridgeshire.

## 3. Proposed/planned housing developments in Cambridgeshire

- Northstowe (Longstanton/Oakington) is the largest planned development in Cambridgeshire with 10,000 dwellings planned<sup>28</sup> (with infrastructure). By 2016

<sup>28</sup>

[http://www.scambs.gov.uk/Environment/Planning/DistrictPlanning/LocalDevelopmentFramework/Northstowe\\_AAP.htm](http://www.scambs.gov.uk/Environment/Planning/DistrictPlanning/LocalDevelopmentFramework/Northstowe_AAP.htm) (accessed 05092007)

there will be 4,800 homes. The population estimate for 2016 for Northstowe is 13,000 as a minimum.

- Southern Fringe – homes planned for the former Monsanto site in Trumpington.
- Northern Fringe – Arbury Camp. Building work commenced for a minimum of 900 homes (and amenities).
- Cambridge East – linked to the East Area action plan a development of 10,000 homes, most of which will occupy land in Teversham.
- North West Cambridge – 3,000 new homes on land abutting Madingley Rd/Huntingdon Rd and Huntingdon Rd/Histon rd.
- Peterborough Unitary Authority (PUA) has just commissioned a report into Peterborough’s integrated growth strategy. The government has set them a target of 25,000 homes and 20,000 jobs by 2021 and PUA are consulting on how to achieve this. The results of this will be available in the autumn 2007.

#### 4. Migration to Cambridgeshire<sup>29</sup>

- There have been rising levels of international migration to Britain for work from the early 1990s with a big increase following EU expansion in 2004.
- It is estimated that UK-wide immigration adds 200,000 a year to the UK’s population. That includes approximately 170,000 economic migrants and 30,000 illegal immigrants.<sup>30</sup> Based on 2005 figures this is estimated to be a total of 0.33% of the population.
- The table below shows the number of Asylum Seekers dispersed in Cambridgeshire and Peterborough and the number of new National Insurance number registrations in Cambridgeshire and Peterborough between 2002 and 2005. These represent the highest percentages across the Eastern region. Assuming equal distribution over the three years covered below this represents 1.43% immigrants in Cambridgeshire and 1.84% in Peterborough - vastly higher than the UK estimate of 0.33%.
- However based on the UK ratio of 17:3 for legal to illegal immigrants we can infer that there are approximately 1,900 illegal immigrants in Cambridgeshire VC and extrapolating this at the Cambridgeshire growth rate there will be over 2,000 by 2016.

**Table 8 - 2002 – 2005** Source: Ibex Insight (2005) *Policing Peterborough*

	Cambridgeshire	Peterborough
<b>Census 2001 population</b>	552,658	156,061
<b>NASS<sup>31</sup> count</b>	2,405	1,675
<b>% population</b>	0.44%	1.07%
<b>NINO count</b>	21,295	6,955
<b>% population</b>	3.85%	4.46%

- In Peterborough the top countries for NINO registrations were Portugal, Poland, Lithuania, Iraq, Pakistan, Afghanistan, Slovakia, India, South Africa, Zimbabwe, Czech Republic, and Brazil.

<sup>29</sup> See appendix A, p24 for more background to migration and asylum seeking within Cambridgeshire

<sup>30</sup> [www.migrationwatchuk.org](http://www.migrationwatchuk.org)

<sup>31</sup> NASS: National Asylum Support Service, NINO – National Insurance number – new non UK registrations

- The top NASS countries were Iraq, Czech Republic, Afghanistan, Iran, Pakistan, Turkey, Serbia & Montenegro, Zimbabwe, Somalia, Sudan, Congo, Eritrea, Palestine, Slovakia and Algeria.
- It is acknowledged that the difficulty of number crunching exercises, particularly in this politically sensitive arena is that the statistics required to make clear judgements based on reason are extremely difficult to get hold of. In a recent project undertaken to assess the number of migrant workers in the East of England the numbers given varied from 50,000 – 80,000 at peak seasonal periods.<sup>32</sup> This number is based on official registrations for work lodged with the DTI and some additional flexibility for those illegally overstaying or entering the UK for work. However it was found in the assessment of the statistics available that there may be an element of double counting, of duplicate registration on the A8 worker scheme at the DWP.
- Achieving verifiable numbers with an articulation of nationality and gender is virtually impossible at the moment.
- Cambridge is a major centre for overseas economic migrants and attracts a significant number of high-skilled migrants; the majority from Poland and mainly young, 20's and 30's. Few children but likely that numbers will rise.
- As many as one in three employers in agriculture, construction, health provision, food processing, hotels and catering, cleaning and manufacturing employ migrant workers.

## 5. The student population of Cambridgeshire

- There are a total number of 25,384 students undertaking full time study at the University of Cambridge and Anglia Ruskin University combined. Of these, 18,999 are British nationals and 6,382 foreign nationals (25.2% of the total student body).<sup>33</sup>

**Table 9 - % split for students at Anglia Ruskin v Cambridge University**

	Total full time students	%	Total British nationals	%	Total non-British nationals	%
<b>Cambridge</b>	17,824	70.2	13,154	69.2	4,667	73.1
<b>Anglia Ruskin</b>	7,560	29.8	5,845	30.8	1,715	26.9
<b>Total</b>	25,384		18,999		6,382	

- There is a total of 328 foreign non-academic staff at the two universities in Cambridge – the majority of these are Portuguese.
- Further expansion of Anglia Ruskin is planned with a new University Centre in Peterborough.

## 6. Tourism

Tourism will continue to grow. Cambridgeshire attracts the largest number of visitors in the Eastern region, largely due to the historic City of Cambridge<sup>34</sup> which sees

<sup>32</sup> EEDA (2005) *Migrant Workers in the East of England*, <http://www.homeoffice.gov.uk/rds/pdfs06/hosb1306.pdf> (accessed 27/06/2007)

<sup>33</sup> Ibx Insight (2007) *University Challenge: Mapping the Impact of the International Face of University Business for Cambridge Policing*

<sup>34</sup> <http://www.defra.gov.uk/erdp/docs/eastchapter/east14/tourism.htm> (accessed 02/07/2007)

around 4.58 million visitors annually.<sup>35</sup> Of these 29.5% come from overseas. The City of Peterborough also generates its own share of visitors. Clearly all of these tourists have the potential to find themselves needing the police service in some capacity.

## 7. Travellers<sup>36</sup> in Cambridgeshire

In 2005 the Gypsy and Traveller population in Cambridgeshire, including Peterborough, was estimated at 6081 making them one of the largest ethnic minority groups. It is estimated that around half of the population reside in bricks and mortar housing, whether privately owned or council funded. Others reside either on one of the thirteen council owned sites across the County, on private authorised sites or unlawfully on unauthorised developments or on “roadside” unauthorised encampments.

Historically, the county of Cambridgeshire has provided much work for Gypsies and Travellers in the form of traditional farm labour and although this work has diminished an established local population has grown up over time, particularly in the Fenland District due in part to the availability of affordable land there. Gypsies and Travellers were drawn to South Cambridgeshire by the availability of work and the relative prosperity with large private authorised sites being developed such as Fen Road, Chesterton. The introduction of a developing European community and factors including modernisation in farming practice has meant that the availability of such work to Gypsies and Travellers has reduced significantly.

Cambridgeshire is now home to more Gypsies and Travellers than any other County in England.<sup>37</sup> A statutory 6 monthly caravan count conducted across Cambridgeshire, including Peterborough, in January 2007 totalled 1463 in comparison to 1309 in January 2005. Cambridgeshire and Peterborough have more caravans recorded than any other area in England.

Over the last twenty five years the numbers of Gypsies and Travellers have increased significantly in Fenland and South Cambridgeshire Districts. South Cambridgeshire District now has more Gypsy and Traveller caravans recorded than any other district in England and Fenland has one of the highest numbers. The availability of traditional work has at the same time significantly decreased.

Research recently conducted in response to the requirements of an Office of the Deputy Prime Minister<sup>38</sup> Planning Circular has recommended increases in Traveller site and pitch provision in Cambridgeshire. The Cambridge Sub Region Traveller Needs Assessment identified a need for between 325 and 420 permanent pitches within Cambridgeshire. Informed by these findings, research has been carried out by East of England Regional Assembly (EERA) as part of a single-issue review of the Regional Spatial Strategy (East of England Plan) concerning Gypsy and Traveller caravan sites. This research has recommended that between 265 and 393 additional permanent pitches are provided across the county between 2006 and 2011, with a significant proportion in Fenland and South Cambridgeshire Districts. Fenland District

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<sup>35</sup> <http://www.cambridge.gov.uk/ccm/content/economic-development/tourism---facts-and-figures.en> (accessed 02/07/2007)

<sup>36</sup> Thanks to Dick Lowings, Rural Communities Inspector for the content of this section

<sup>37</sup> <http://www.cambridgeshire.gov.uk/community/travellers> (accessed 03/07/2007)

<sup>38</sup> Note that the Office of the Deputy Prime Minister became Communities and Local Government on 5 May 2006

Council has recently received a Government grant of over £2million for two further Gypsy site developments.

The recommendations for additions in site and pitch provision in Cambridgeshire will have a significant impact on police resources. All development has an impact on policing to a varying degree but the significance of the impact of this development has its root in the community tension that can be predicted to accompany decisions on the location of the additional sites and/or pitches. Such tension has already been evidenced recently in South Lincolnshire and has been seen at Cottenham in Cambridgeshire.

Community cohesion is likely to be challenged by these developments and will require careful management by the police and partner agencies. A Mori poll found that 35% of the population admit to feeling “less positive” about Gypsies and Travellers<sup>39</sup>. Travellers were one of the groups that attracted the most open animosity or aggressive prejudice and were also one of the only groups with which interviewees had no personal contact<sup>40</sup>.

Working to enhance community cohesion in the face of these developments, Cambridgeshire Constabulary favours the establishment of small manageable sites that do not exceed 5-6 pitches.

In Cambridgeshire we are already driving forward engagement with our Gypsy and Traveller communities, spearheaded by the work of a dedicated Traveller Team set up as a result of the needs and challenges presented by what are largely marginalised and misunderstood communities. A Gypsy and Traveller Engagement Officer has been appointed to develop and co-ordinate communication networks between the police, Gypsies and Travellers, partner agencies and the settled community. Close links are being forged with Neighbourhood Policing Teams as part of this work.

The Constabulary is already facing a significant challenge in the work that is being undertaken to provide an improved service to Gypsy and Traveller communities. The continued aim is to increase trust and confidence in policing of these communities and to encourage good relations between them and the wider community. Already accommodating more Gypsies and Travellers than anywhere else in England, proposals to increase the number of sites and pitches in the county are naturally going to increase the challenges and place additional demands on available police resources.

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<sup>39</sup> [http://www.stonewall.org.uk/documents/long\\_summary\\_no\\_logo.doc](http://www.stonewall.org.uk/documents/long_summary_no_logo.doc) (accessed 28/08/2007)

<sup>40</sup> [http://www.stonewall.org.uk/documents/long\\_summary\\_no\\_logo.doc](http://www.stonewall.org.uk/documents/long_summary_no_logo.doc) (accessed 28/08/2007)

## 8. Policing: impacts & considerations

### 8.1 Community Cohesion

Building cohesion forms part of the Peterborough<sup>41</sup> and Cambridgeshire<sup>42</sup> Local Area Agreements and is core business for the police service. This is reinforced in the Constabulary's Control Strategy, which includes community cohesion as one of its priorities.

Whilst there is little evidence that the increased numbers of migrant workers have caused significant or systematic problems in respect of community safety or cohesion<sup>43</sup>, community perceptions about migrant workers can be inappropriately negative. Migrant workers are often confused with asylum seekers and refugees. Issues can easily arise that cause concern in local communities where migrants live and work. Police officers are usually the first to recognise these because they monitor emerging issues and incidents. Cohesion cannot be taken for granted and tensions can easily develop which fuel local resentment. If not managed carefully these incidents can turn 'critical'<sup>44</sup> and become hugely costly and resource intensive. With increasingly diverse neighbourhoods, the potential for incidents to become 'critical' has grown. Over time this potential will increase. For example a snapshot of 'critical' incidents across the Constabulary showed that 40% (10) of the incidents recorded as 'critical' related to Northern BCU.<sup>45</sup>

One potentially de-stabilising feature of many migrant communities is the link with multi-occupancy housing. This increasing volume of people within a neighbourhood has a number of implications for service providers.<sup>46</sup> For example:

- Car usage and parking issues;
- Waste disposal services;
- Policing resources necessary to keep volatile situations under control;
- Transport facilities;
- Neighbourhood tension around life-style and noise issues;
- Dangerous fire safety issues;
- Violence and sexual assault against women in mixed houses;
- Petty robbery and disputes within households;
- Tax evasion by owners and consequent refusal to facilitate the access of housing benefit support for tenants;
- Summary eviction and temporary homelessness;

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<sup>41</sup> The Peterborough Unitary Authority LAA can be found at: [http://www.peterborough.nhs.uk/documents/Publications/2006/Local%20Area%20Agreement%20\(LAA\)%20-%2022%20Sept%202005.pdf?preventCache=03%2F02%2F2006+11%3A18](http://www.peterborough.nhs.uk/documents/Publications/2006/Local%20Area%20Agreement%20(LAA)%20-%2022%20Sept%202005.pdf?preventCache=03%2F02%2F2006+11%3A18) (accessed 28/08/2007)

<sup>42</sup> The Cambridgeshire LAA can be found at: <http://www.cambridgeshire.gov.uk/NR/rdonlyres/1C772996-43B6-48EA-AFB7-80AE1EDD64D0/0/CambridgeshiresLAA.pdf> (accessed 28/08/2007)

<sup>43</sup> Audit Commission (2007) *Crossing borders: Responding to the local challenges of migrant workers*, (Internet) <http://www.audit-commission.gov.uk/Products/NATIONAL-REPORT/05CA5CAD-C551-4b66-825E-ABFA8C8E4717/CrossingBorders.pdf> (accessed 27/01/2007)

<sup>44</sup> A critical incident is, "Any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and /or the community " For more detail see <http://www.cambs-police.co.uk/information/plansreports/policies/policies/0365.pdf> (accessed 05/09/2007)

<sup>45</sup> From: Northern Division Immigration Strategic Profile, Sue Ratcliffe (2005)

<sup>46</sup> Ibox Insight (2005) *Policing Peterborough*, p14

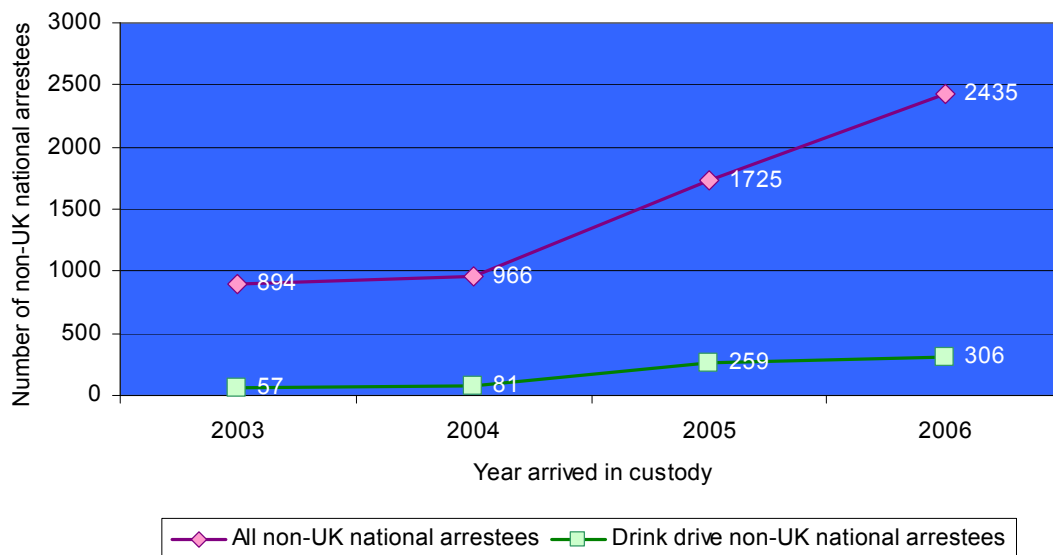
- Resentment against 'greedy' and unscrupulous landlords;
- Lack of 'ownership' of property and degradation of property values;
- Artificially diminishing costs of housing and keeping low wage economies serviced with labour;

## 8.2 Victims & Offenders

Recent years has seen increases in offender groups linked to nationality. The multi-lingual *A Newcomer's guide to policing and the law in Cambridgeshire* has been produced to assist with the issues of potential misunderstandings in relation to the law. This is currently produced in 14 languages with more planned. Tactical work by Basic Command Units (BCUs) has already begun in the areas of knife crime and vehicle related offences, with a particular focus on drink-drive.<sup>47</sup> This increasing disproportionality in offender groups is especially noticeable in Northern BCU, but is reflected in the other two BCUs as well. The graph below highlights the increase in the numbers of arrests of non-UK nationals. The related rise in drink-drive offences is also clear. Increases in drink-driving are not the only offence type which has risen. An 'international' dimension to criminality has been evidenced across the Constabulary, but particularly in Northern BCU, with such activities as the running of cannabis factories, credit card skimming and human trafficking.

A further consideration when looking at the changing profile of custody detainees is the time a detainee actual spends in the custody suite<sup>48</sup>. For those detainees of a non UK nationality this can be significantly higher than for those of a UK nationality. Whilst a contributory factor to an extended stay in custody can be the availability of interpreters to allow the process to continue, there are occasions where an individual has been detained for immigration purposes but immigration do not have the facilities to hold the detainees prior to deportation. As a result, there are additional costs borne by the constabulary in providing food, phone calls, supervision etc, as well as a potential loss of custody facilities.

### Numbers of non-UK national arrestees for 2003-2006 in Northern BCU<sup>49</sup>

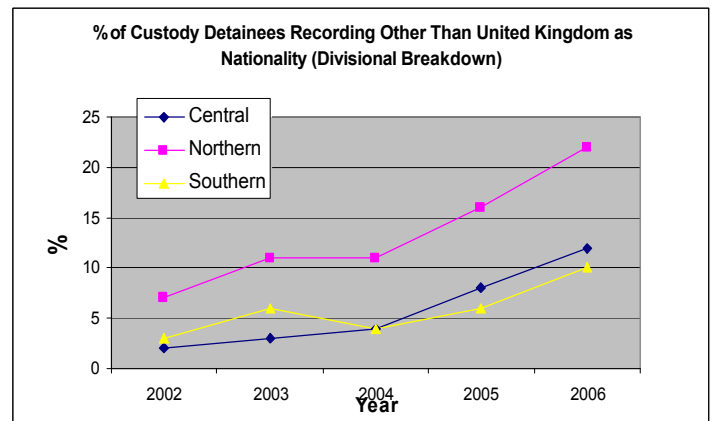
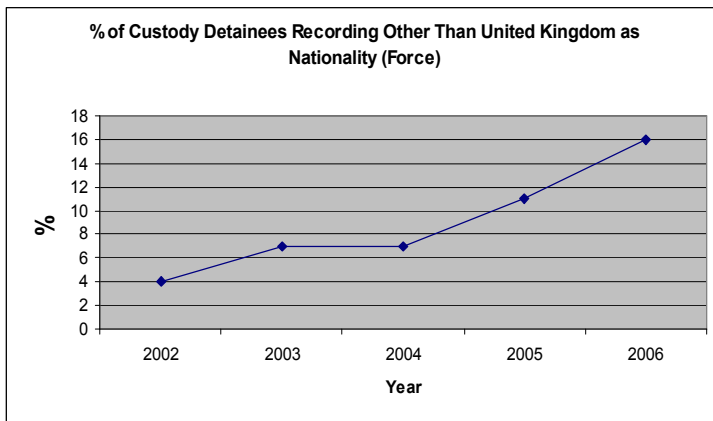


<sup>47</sup> Cambridgeshire Constabulary (2006) *Cambridgeshire Local Policing Plan 2006/7*, p13

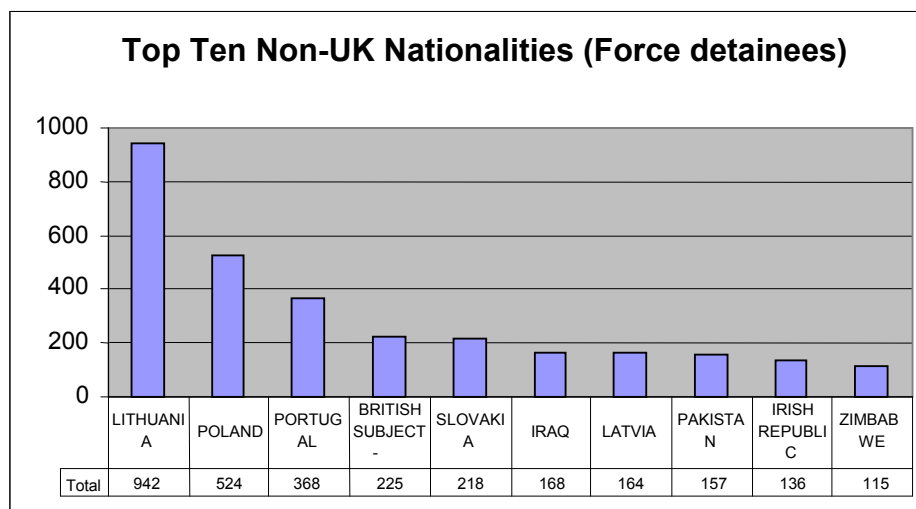
<sup>48</sup> From: Northern Division Immigration Strategic Profile, Sue Ratcliffe (2005)

<sup>49</sup> Presentation by C.Supt Phillipson on 07/07/2007

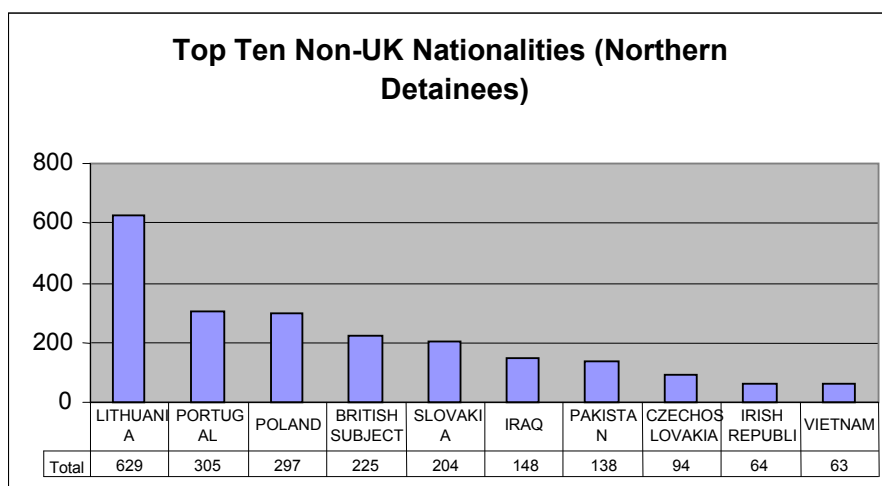
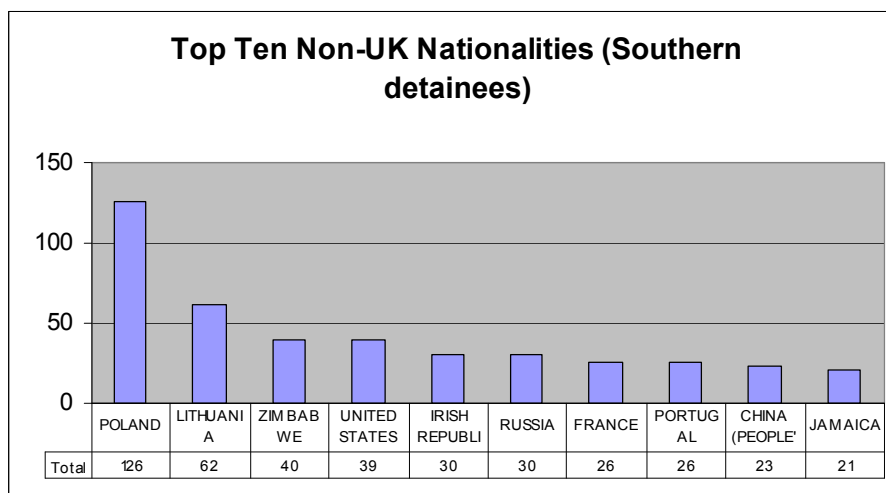
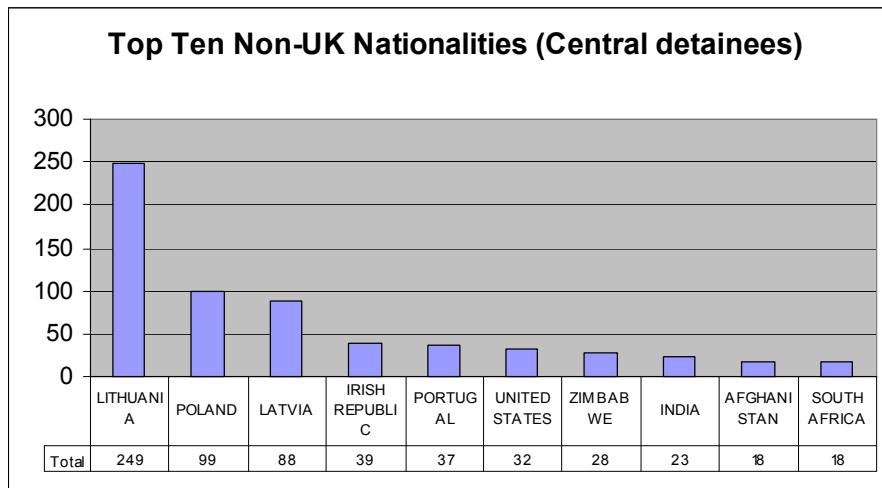
In addition, the increasing numbers of detainees whose nationality is recorded as other than of the United Kingdom is also increasing as a percentage of those held in custody across the Force.



The below graphs highlight the top ten nationalities for detainees across the Constabulary and in each BCU in 2006<sup>50</sup>.



<sup>50</sup> The “British subject” section in the above graph indicates where someone has failed to provide their citizenship.



Intelligence on Northern BCU suggests there is a link between immigration, illegal immigration and criminal activity<sup>51</sup>. In particular, the exploitation of illegal labour and the production of false documentation appear to be relatively widespread<sup>52</sup>. However gauging the levels of people trafficking and the number of illegal immigrants committing volume crime are more difficult to assess.

A true picture of victimisation within nationalities is difficult to obtain. Migrants and particularly illegal immigrants are less likely to report crimes due to language and other cultural obstacles. The recording practices relating to ethnicity and nationality status throughout the Constabulary also do not give a totally accurate picture of these issues. All of this indicates that the known figure in relation to crime and disorder is significantly underrecorded. As the *Policing Peterborough*<sup>53</sup> report noted:

*The most profoundly at risk community within Peterborough for being victims of crime, and arguably one of the most hidden clusters in our diverse community are the illegal migrants who are present with false documentation seeking access to the labour markets of Eastern England, and those whose Asylum claim has been refused and have not responded to the Home Office's instruction to leave the country. These people are at risk from employment facilitators, who forge and manage false documentation and smuggling; from accommodation providers, from other labour suppliers, from those with whom they share houses of multiple occupation, and finally from their neighbours.*

### 8.3 Translation costs & impacts on officer time

In answer to a recent parliamentary question<sup>54</sup> Liam Byrne Minister of State for Immigration and Borders indicated that to date there was no formal system for assessing the impact of immigration on public services. However, in simple terms an increase in population number and diversity without a proportionate rise in officer numbers will mean a decrease in capacity to respond to the needs of those growing communities. The multiplicity of languages and cultures to which the police are exposed in the course of their duties poses an additional enormous logistical and communications challenge. A snapshot in terms of policing which was obtained through an analysis of Language Line data revealed that Cambridgeshire Constabulary used a range of 73 different languages between 2002 and 2005.<sup>55</sup> These figures did not include the use of interpreters for face-to-face interviews with victims and alleged offenders and those instances when no translation service was used. The true picture is therefore more in the region of 100 languages<sup>56</sup>. Clearly linked into this are the rise in costs of translation and interpreting services. This has seen a year on year rise from £224,033 in 02/03 to £805,339 in 06/07. In addition, each of these interactions with victims, witnesses and offenders takes longer than it would if there were no language issues. That extra time has a huge impact on resources.

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<sup>51</sup> From: Northern Division Immigration Strategic Profile, Sue Ratcliffe (2005)

<sup>52</sup> From: Northern Division Immigration Strategic Profile, Sue Ratcliffe (2005)

<sup>53</sup> Ibex Insight (2005) *Policing Peterborough*, p12

<sup>54</sup>

<http://www.publications.parliament.uk/pa/cm200607/cmhansrd/cm070430/text/70430w0006.htm> (accessed 31/08/2007)

<sup>55</sup> Ibex Insight (2005) *Policing Peterborough*

<sup>56</sup> Ch Supt Paul Phillipson, Police Review Magazine 3rd August 2007

## 8.4 Neighbourhood policing & models for defining neighbourhoods

In Cambridgeshire there are currently 31 policing localities (neighbourhoods) with an average of 24,045 people per neighbourhood. Each of Cambridgeshire's 31 neighbourhoods was created during 2004/05 within the Constabulary's then structure of Sector policing. Each BCU identified their own neighbourhood areas: Southern BCU 11 Neighbourhoods, the Central BCU 12 and the Northern BCU 8.

All BCUs ensured that neighbourhood boundaries were mostly co-terminous with those of Parishes and Wards. Where this was not possible, key criteria used in the original defining of the neighbourhoods needed to be taken into consideration. These were:

- The local levels of crime, calls for service and how these would be managed.
- The level of available resources to be deployed onto Neighbourhood Policing Teams (NPTs).
- The need to ensure officer workloads were manageable.

As the population increases and we become more adept at quantifying the 'hidden' elements, consideration must be given to redefining neighbourhoods according to vulnerability, crime and disorder, social and demographic data, and community concerns. At least another 4 NPTs will be required to service the needs of the community.

Engagement with the community is central to neighbourhood policing. As communities become more diverse it is important that officers have the language, faith, cultural skills and knowledge to enable them to interact effectively. In addition to core neighbourhood duties of providing visible presence and reassurance, NPTs will engage with new arrivals and other minority communities as well as providing support and reassurance to victims of Hate Crime.

New communities require a 'new' resource response. For example, the Community Cohesion Unit at Peterborough was established as a direct result of the needs and challenges the changing profile of the community presented. Two extra Police Community Support Officers (PCSOs) have been appointed to the Community Cohesion Unit. In addition to their linguistic skills, the PCSOs were appointed to develop and co-ordinate communication networks between minority and newly developing communities and the Constabulary. The Constabulary has also appointed 29 Multi-lingual Support Officers (MSOs) to assist in the numerous everyday interactions where language and understanding can become a barrier. A recent audit<sup>57</sup> of languages within the Constabulary revealed that 424 members of staff between them have recourse to 32 languages.

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<sup>57</sup> Human Resources Audit of languages used/available in Cambridgeshire Constabulary Jan 2007

## 9. The Financial Impact of Population Growth

There are two significant items that have had a big effect on Cambridgeshire Police Authority's funding.

### Population Growth

The first area of impact on funding is population growth, as the latest population figures for Cambridgeshire are not taken into when the government calculates the grant received. For 2008/09 funding the government will use 2005 population estimates, the effect is demonstrated below.

Mid 2004 population figure = 737,900  
Mid 2005 population figure = 748,591  
Predicted 2016 population figure = 838,400 (8,164 average growth per year)

Population	Year
737,900	2004
748,591	2005
756,755	2006
764,920	2007
<b>773,084</b>	<b>2008</b>
781,249	2009
and so on until	
838,400	2016

The difference between the mid 2005 figure and the estimate population of Cambridgeshire is 24,493

Using the data above to calculate the amount of grant required for 2008/09 (uplifted by the governments recommended inflation increase of 1.9% for 2008/09)

2007/08

£79,200,000 grant received from government based on 2004 mid population figures  
= £107.33 per person

2008/09

Increase £107.33 by 1.9% inflation and the Authority should receive £109.37 per person in grant but if the actual grant is increased by 1.9% and uplifted for the 2005 mid population figures only £105.91 per person would be received.

Therefore for Cambridgeshire to receive the correct funding per person an additional **£2,678,152** grant in 2008/09 would be needed.

### Grant Funding Formula Floors and Ceilings

In 2002 the government proposed a change to the formula used to calculate the amount of grant Local Authorities and Police Authorities receive. When the new calculations were made some authorities received more grant than under the old formula and some received less. The adjustments would have had such an effect on authorities, both good and bad, that the government applied a ceiling, which no authority's funding would go above and a floor, which no authority would drop below. Using the new grant formula Cambridgeshire Police Authority should have received

more money but due to 'hitting the ceiling' money has been withheld. The effect is set out below:

<b>Financial Year</b>	<b>Grant Funding Gained or Lost (-)</b>
2002/03	£225,000
2003/04	-£2,300,000
2004/05	-£5,350,000
2005/06	-£2,602,000
2006/07	-£2,140,000
2007/08	-£2,602,000
<b>Total</b>	<b>-£14,769,000</b>

### **What does this mean for Cambridgeshire Police Authority and the people of Cambridgeshire?**

If the amount of grant lost by using out of date population figures was added to the amount of grant withheld under 'floors and ceilings' it could be argued that Cambridgeshire Police Authority should be receiving a grant of **£99,321,200** for 2008/09; this is some £17,447,200 less than that likely to be received.

The effect on the people of Cambridgeshire is that they pay more for their police services than in most other areas. This is demonstrated by a recent council tax survey in which Cambridgeshire was placed 12th highest out of 42 police authorities in the amount of police budget funded from council tax.

The following tables<sup>58</sup> give the averages for the amount of police budgets funded from council tax and a breakdown for England and Wales of the percentage of police budgets from council tax:

Average England	26.77%
Average Shire Police Authorities	31.89%
Cambridgeshire average	34.08%

<b>County</b>	<b>% of police budget from Council Tax</b>	<b>County</b>	<b>% of police budget from Council Tax</b>
Avon and Somerset	32.54	Lincolnshire	33.13
Bedfordshire	27.25	Merseyside	17.40
<b>Cambridgeshire</b>	<b>34.08</b>	Metropolitan Police	25.62
Cheshire	27.08	Norfolk	36.49
Cleveland	22.33	North Wales	38.86
Cumbria	31.95	North Yorkshire	42.80
Derbyshire	30.18	Northamptonshire	34.96
Devon and Cornwall	30.87	Northumbria	11.90
Dorset	42.29	Nottinghamshire	25.42
Durham	22.53	South Wales	25.82
Dyfed-Powys	38.03	South Yorkshire	18.94
Essex	30.44	Staffordshire	33.13
Gloucestershire	40.97	Suffolk	33.64
Greater Manchester	17.45	Surrey	46.31
Gwent	28.91	Sussex	31.81
Hampshire	29.81	Thames Valley	34.4
Hertfordshire	33.26	Warwickshire	35.11
Humberside	26.01	West Mercia	37.05
Kent	29.22	West Midlands	13.71
Lancashire	23.32	West Yorkshire	19.82
Leicestershire	27.95	Wiltshire	34.60

<sup>58</sup> Source: CIPFA estimates 2007/08; Police Professional August 9, 2007

The conclusion is that if the Authority was actually given the grant due, not only would this enable the Authority to put more officers on the street but the contribution by the people of Cambridgeshire to the police budget would be more comparable with the rest of the country.

## 10. Cambridgeshire Police: performance improvements

### Recorded Crime:

Since April 2002 Cambridgeshire Constabulary has recorded statistically significant reductions in Total recorded crime, as well as within the priority crime categories of Dwelling Burglary, Vehicle Crime, and Violent Crime.

	2002/3	2006/7	Difference	
			Number	Percentage
<b>Total Crime</b>	85,029	69,146	-15,883	-18.7%
<b>Burglary Dwelling</b>	5,457	3,736	-1,721	-31.5%
<b>Vehicle Crime</b>	13,345	8,776	-4,569	-34.2%
<b>Violent Crime</b>	14,174	11,870	-2,304	-16.3%

This represents almost 16,000 fewer victims of crime during this period.

### Detected Crime:

During the same period, and despite a reducing crime level, 5,621 more offences have been detected with a sanction.

	Recorded Crimes	Detected Crimes	Detection Rate
<b>2002/03</b>	85,029	11,615	13.7%
<b>2003/04</b>	79,960	11,674	14.6%
<b>2004/05</b>	73,659	12,748	17.3%
<b>2005/06</b>	66,804	17,163	25.7%
<b>2006/07</b>	69,146	16,884	24.4%
<b>Sep 06 – Aug 07</b>	69,515	17,236	24.8%

# **Appendix A**

## **Migration, asylum and refugees**

### **UK net immigration**

Total inward migration flows into the UK have been exacerbated by free movement of labour within the EU and the UK's 'open-door' policy to the 10 accession countries which joined the EU in May 2004 and January 2007. Non-EU and intra-EU legal migration have been the main contributors to recent UK population growth, and, if allowed to continue, are projected to account for more than 80% of future population growth. Net migration to Cambridgeshire is the difference between the number of people moving into the county and the number of people moving out of the county. A positive net migration to Cambridgeshire is forecast.

Over recent years there has been a steady increase in the number of migrant workers coming to the East of England, with migrants originating from all over the world making an essential contribution to the region's ongoing economic success.<sup>59</sup> In this region work with migrant workers is led by the East of England Development Agency (EEDA) supported by the East of England Regional Assembly (EERA). The majority of the new populations present in Peterborough are legally entitled economic migrants, refugees and asylum seekers.<sup>60</sup>

### **Definition of Migrant Workers**

A “**migrant worker**” is a person who migrates from one country to another for the primary purpose of work, whether permanently or temporarily. Asylum seekers and refugees are not considered migrant workers as they enter the UK other than for work reasons. Categories include:

- Nationals of the European Economic Area (EEA) who have a right to travel live and work in the UK.
- Nationals of all other countries who require a work permit, which is obtained by an employer who cannot find a suitable national to fill a post.
- Nationals of Switzerland and British Overseas Territories and people employed in a limited number of activities, who require clearance to enter the UK but do not require a work permit.
- Commonwealth Working Holiday makers: individuals between the ages of 17-30 who can work in the UK for up to 2 years.

There are significant gaps in the existing knowledge of the employment of migrant workers in the region. The absence of reliable statistics on the size of the migrant

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<sup>59</sup> East of England Regional Assembly (EERA)

<sup>60</sup> Ibex Insight (2005) *Policing Peterborough*

worker population means that the researchers have had to estimate its size based on information provided by key informants; employers, trade unions, migrant workers themselves. There is much anecdotal evidence of a significant presence of undocumented workers in the region. This is not so much a reflection of a desire to keep undocumented workers hidden but more do to with type of transient work they are employed in<sup>61</sup>.

## **Workers Registration Scheme**

The Workers Registration Scheme was established by the government to monitor the participation of workers from A8<sup>62</sup> countries in the UK labour market. The purpose of this was to regulate access to UK labour markets and restrict access to benefits. On 1 January 2007 Bulgaria and Romania – often described as A2 countries – joined the EU. Nationals from these 2 countries are being afforded access to UK labour markets via the Highly Skilled Migrant Programme and the Seasonal Agricultural Workers Scheme and the Sectors Based Scheme for the agricultural and food processing sectors.

## **Asylum and Refugee Integration in Cambridgeshire**

As a signatory to the 1951 United Nations Convention relating to the Status of Refugees, the United Kingdom has a legal obligation to consider all applications for asylum, or sanctuary, made in this country. Under the UN Convention anyone has the right to ask for asylum in another country if they are suffering persecution in their own. In this region integration work with asylum seekers and refugees is led by the East of England Regional Assembly's Strategic Migration Partnership.

In the UK we define an “**asylum seeker**”, as someone who has fled to the UK, lodged an asylum claim with the Border and Immigration Agency (BIA) at the Home Office and is awaiting a decision on that claim.

If a person has their asylum claim granted they become a “**refugee**”. For this to happen they must have demonstrated a well-founded fear of persecution due to race, religion, nationality, political opinion or membership of a particular social group. In addition, they must be unwilling or unable to seek protection from their own country, or to return there, for fear of persecution.

The Immigration and Asylum Act 1999 included amongst the various measures designed to manage the increased number of asylum seekers entering the UK, the creation of a new directorate within the Home Office, the National Asylum Support Services (NASS). NASS was given responsibility for supporting destitute asylum seekers through the provision of financial support. NASS began a new process of central dispersal of asylum seekers across the UK. In 2002 the first Asylum seekers were dispersed to Peterborough.

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<sup>61</sup> East of England Development Agency

<sup>62</sup> Poland, Lithuania, Estonia, Latvia, Slovenia, Slovakia, Hungary and Czech Republic.