



To: Cambridgeshire Countywide Community Safety Strategic Board

From: Chief Superintendent Vicky Skeels, Cambridgeshire Constabulary

Date: 12 October 2016

JOINT STRATEGIC NEEDS ASSESSMENT FOR CAMBRIDGESHIRE AND PETERBOROUGH – THREAT, RISK, HARM AND VULNERABILITY

1.0 Introduction

1.1 Cambridgeshire Constabulary is looking to develop its understanding of current and likely future community safety demand and to use its resources more effectively to meet demand, particularly through joint working with other agencies. It is the Constabulary's view that the police are part of a whole system of public service provision and that present and future demand should drive the design of future services across agencies. This paper proposes the commissioning of a Joint Strategic Needs Assessment to consider current and future demand and to shape the development of future community safety and protective services. The intention is to consider big data within Cambridgeshire and Peterborough to understand how best to protect the vulnerable and keep people safe.

2.0 Summary

2.1 The Police Service covers a wide spectrum of activities which go far beyond the most obvious demands for policing such as response to 999 calls, protecting victims of crime and pursuing offenders. It is important that Cambridgeshire Constabulary and its partners have a comprehensive understanding of demand relating to victims, offenders and communities, including early intervention work with other organisations to prevent crime and proactively seek out hidden crimes, such as domestic abuse, internet crime, fraud, modern slavery, human trafficking and crime in communities who are reluctant to trust or engage with the police. This does not only involve understanding reported incidents to the police, but also to consider first response demand from the perspective of other agencies and proactive responses to demand that is less likely to be reported, such as Child Sexual Exploitation and Modern Slavery, so that

vulnerable victims can be protected. As well as assessing likely future threats and risks from crime, this also means understanding and assessing the potential impact of wide societal demands and environmental changes in the demands they will face. This can include such local issues and events such as civil contingencies, flooding, community and transport infrastructure changes, health and well-being data, developments in technology, migration and community profiling. To develop our understanding of demand, we must develop ways of analysing information from a wide range of sources and assess policing demand within the context of the changes to risk, threat, harm and vulnerability within local communities. We must draw on the wealth of big data that is available to effectively prevent harm and mitigate risk.

3.0 Policing Demand

3.1 There has been increased focus in recent years on matters of demand management from the College of Policing. Evidence from the College indicates that whilst levels of recorded crime have been decreasing over the last 10 years, the level of demand on police resources has not reduced in the same way. The changing profile of crime recording means that over the past 10 years investigating and preventing crime has become more complex and an increase in protective demand, mainly connected to safeguarding, has put pressure on policing infrastructures. In 2015 the College of Policing considered police demand and drew the following national conclusions:

- Police recorded crime and incidents have been decreasing over the last 10 years although the trend is now slowing and some types of crime and incidents (e.g. rape and 'public safety and welfare') now appear to be increasing.
- Police officer numbers have also been falling over the last 5 years. There were just under 128,000 full time equivalent officers at March 2014, a fall of 11% or around 16,000 officers since 2010. In 2014 there was one police officer for every 445 members of public, an increase of over 50 people per officer since 2010.
- Changing crime mix means that over the last 10 years, costs of crime for the police have not fallen as much as overall numbers of crimes. These costs are based on 2008 activity data and it is possible time spent on more 'costly' crime has increased, particularly with relation to complex crimes such as Child Sexual Exploitation.
- Incidents involving people with mental health issues appear to be increasing.
- Demand on the police associated with protective statutory requirements, such as Multi-Agency Public Protection Panels appears to be increasing.

3.2 Police recorded crime presents an indication of an aspect of demand that the police respond to, but there are many types of work that the police undertake, both as statutory duty and by common convention, which do not feature as reports of crime and which therefore do not appear in assessments of demand and performance using police recorded crime data. In particular, there are a range of proactive activities that the police undertake to reduce crime or protect the public. There is limited information on the amount of time the police spend undertaking these problem-solving approaches, but understanding what is causing repeat offending or victimisation, or problems in hotspots, and coming up with specific solutions – often in partnership with others – allows the police to drive down crime and protect the public. Counts of crime do not show the varying levels of resource required to deal with different crimes. The same crime type can impact on individual victims very differently, and require very different responses. Some crime types consume far more resource than other types. There are new types of crime emerging and these are increasing in volume. There are a number of new and emerging crime types that are generally not captured effectively by the current data returns to the Home Office, mainly because they relate to the context in which the crime takes place rather than a specific offence code e.g. cyber-enabled crime, child sexual exploitation, modern slavery and female genital mutilation. The data that are available provide some support to this

hypothesis and suggest that these 'new' crimes may be increasingly coming to the attention of the police, albeit in low numbers compared with 'conventional crime'. There is limited data available on the resource required to respond with new categories of crime but it is likely that, as many are associated with vulnerability, public protection and safeguarding, they will require more policing resources as they are generally more complex to investigate.

- 3.3 Non-crime demand on the police has increased (or not fallen at the same rate as crime) and now represents a greater share of what the police do. Much of this relates to issues of vulnerability, public protection and safeguarding. The number of non-crime incidents are falling but the rate of decline has been greater for crime. Non-crime incidents account for 84% of all command and control calls. Local police data suggests in some forces, 'public safety and concern for welfare' incidents now represent the largest category of recorded incidents. As with crimes that related to vulnerability, public protection and safeguarding, these incidents are likely to consume more resource effort as they can be more complex, many involving combined agency responses e.g. mental health. Statutory and strategic responsibilities and demands have not decreased and in some cases, have increased.
- 3.4 Demand on the police associated with protective statutory requirements such as the management of MAPPA eligible offenders appears to be increasing and this growth is likely to continue. The data gathered for this report suggests that, for example, offenders are being added to the sex offender register at a faster rate than they are being removed and there is some indication from local data that this is also the case for protected children. Alongside this increasing demand, there is a continued requirement to meet national obligations and standards in relation to specialist areas of policing e.g. counter terrorism, organised crime and public order, which the mutual aid requests may indicate is becoming increasingly challenging. In addition to these statutory responsibilities the police are becoming increasingly involved in other protective activities to prevent re-victimisation of vulnerable people including MARACs and troubled family interventions.
- 3.5 The capacity for 'discretionary' activity has reduced. Preventive, problem-solving activity is not captured in traditional performance management data but can reduce crime and public initiated demand on the police. As resource levels fall, there is a risk, as indicated by the HMIC, that the remaining resource time is taken up dealing with reactive demand and less resource remains for preventive work and discretionary activity (College of Policing 2015: Estimating Demand of the Police Service).
- 3.6 The proposal in this paper is that agencies and local authorities consider the need to commission a Joint Strategic Needs Assessment which is intended to describe the future threat, risk, harm, vulnerability needs of the local population and identify the strategic direction of service delivery to meet those needs. This would build on the Victim and Offender Needs Assessment undertaken in 2012 and updated in 2013 (<http://cambridgeshireinsight.org.uk/joint-strategic-needs-assessment/other-assessments/victim-and-offender-needs-assessment>). The joint product may:
- Provide analysis of data to identify key issues across Cambridgeshire and Peterborough of threat, risk, harm and vulnerability
 - Define where inequalities and risks exist
 - Provide information and evidence of the effectiveness of existing joint agency interventions which will help the shape future plans for joint services
 - Highlight key findings based in the information and evidence collected, notably relating to vulnerability and risk.

4.0 Conclusion

- 4.1 The Police Service is adapting to deliver the best service we can with fewer resources at a time when the very nature of demand for policing is changing beyond recognition. We recognise that other agencies and authorities are facing similar demand and capacity challenges and we would like to base decisions regarding future service provision on a clear and comprehensive understanding of local issues of risk and vulnerability. We want to initiate some joint analysis work to get a clearer understanding of demand and to define and manage demand more effectively in a constantly evolving political landscape.

4.2 The Constabulary is looking to develop workforce plans which identify future workforce capabilities and align improved analysis of demand and emerging priorities. If we do this in a way that is aligned to the needs and risks being managed by of other agencies then it should ensure the Force and others can develop a comprehensive medium to long term plans to respond effectively and efficiently to future demand.

5.0 Recommendation

5.1 This paper seeks formal acknowledgement that a Joint Strategic Assessment of Threat Harm, Risk and Vulnerability within Cambridgeshire and Peterborough would add value to a local understanding of current and future demand. Future consideration can then be given as how the timely delivery of this product could be achieved in an efficient and cost effective way.