



To: Business Coordination Board

From: Assistant Chief Constable

Date: 11 August 2016

UNDERSTANDING AND MANAGING DEMAND

1.0 Purpose

1.1 The purpose of this report is to update the Business Coordination Board (“the Board”) on the current work being carried out to understand and manage policing demand. A wide range of activity is currently taking place to better understand organisational demand and to initiate tactics intended to efficiently reduce demand and to effectively capacity build whilst maintaining the legitimacy of our policing role to tackle crime, protect the vulnerable and to keep people safe.

2.0 Recommendation

2.1 The Board is recommended to note the contents of this report.

3.0 Background

3.1 Context to the current Cambridgeshire demand management work is provided by the HMIC Efficiency Report in 2015 which concluded that the Constabulary did not yet have a comprehensive understanding of the totality of demand. There were gaps in the evaluation of current and future demand and it was suggested that further engagement was needed with partners to better identify where the response from other services should be strengthened. Further work was needed to fully understand how demand could be reduced or redirected or critically how demand would change over time. The Force needed to do more specifically understand how demands would change over the next 5 years and how workforce skills and capability would need to adapt to respond. The Force was asked to develop a more sophisticated approach to match resources and partner resources to meet demand.

4.0 National Policing Context – Demand Management

- 4.1 There has been increased focus in recent years on matters of demand management from the College of Policing. Evidence 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.
- 4.2 In 2015 the College of Policing considered demand across the Policing Service 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.
- 4.3 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.
- 4.4 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 eg, 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.

- 4.5 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.
- 4.6 The number of non-crime incidents are falling but the rate of decline has been greater for crime. Non-crime incidents account for 75% of all command and control incidents within Cambs. Local police data suggests in some forces, 'public safety and concern for welfare' incidents now represent the largest category of recorded incidents and for Cambs it is the case that 68% of incidents have a public safety/welfare element. 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 eg, mental health. Statutory and strategic responsibilities and demands have not decreased and in some cases, have increased.
- 4.7 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 eg, counter terrorism, organised crime and public order, which the mutual aid requests may indicate is becoming increasingly challenging.
- 4.8 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.
- 4.9 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.

5.0 Cambridgeshire Demand

- 5.1 The London School of Economics (LSE) has been working with HMIC to establish key orienting facts about force areas to help provide a rounded assessment of demand and to ensure that the policing context is taken into account when making judgements about demand management. For Cambridgeshire, the predictions of predicating annual demand relating to crime, ASB, matters of vulnerability and emergency and

priority calls all indicate that the Force is above the national average in each category. Matters of sparsity, the physical infrastructure and socio-economic profile of the Force area have all been taken into account to provide that assessment of demand per area.

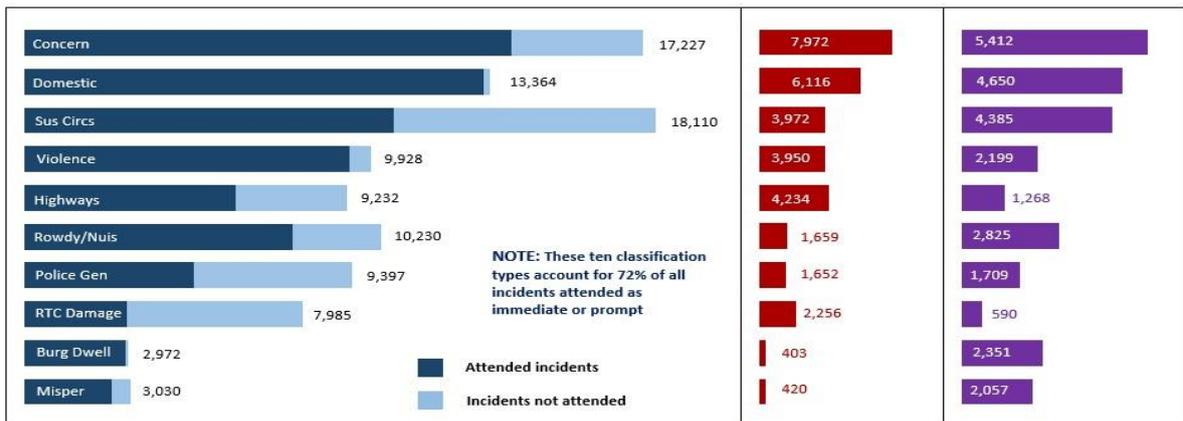
- 5.2 A demand infographic has been completed to provide a snapshot of operational business. This will be refreshed yearly to help inform a demand baseline (Appendix A). Some new analysis has also been completed looking at current reactive demand and a top 10 list of demand types identified for further tactical review and demand management focus.
- 5.3 As the table shows, during 2015, 439,569 calls were answered by the Constabulary and 183,114 Command and Control 3 incidents created. The Constabulary resolved 60% of incidents by the deployment of a resource. Of those that were managed by deployment, 40% were deemed as immediate grades (44,498), 35% as prompt grades (38,667), 11% as appointments (12,215) and 14% as scheduled (14,982). It is interesting to see that 75% are those which cannot be deferred due to issues of risk. 7% of incidents were domestic abuse related, 4% mental health related, 5% alcohol related and 4% involved a vulnerable child or adult. The importance of the Force maintaining a strong and well equipped spontaneous response capacity is clear.

The Volume of Demand
Key classification types

GMPS: Restricted
Version 1:1
Source: Command and Control 3

The ten incident types (out of 83) with the most incidents graded as immediate or prompt

Total incidents



6.0 Understanding Demand Activity

- 6.1 Work within Cambridgeshire has included separate work streams for understanding demand and managing demand and the establishment of a Gold Demand Group to provide strategic leadership by the ACC. T/Head of CDD, Natalie Benton, is leading the understanding demand work and T/Ch Supt Skeels is leading the managing demand work. A Demand Strategy has been agreed (Appendix B) and assets drawn into the Corporate Development Department (CDD) to assist in the wide range of tactical work.

A tactical group has been established to work on a demand delivery plan. Work has included:

- A review of Force and Tri-force products to gather information on current demand. This has included HMIC PEEL reports, Cambridgeshire Public Contact Project data, Cambridgeshire Strategic Tasking products, Cambridgeshire Demand Paper 2015, Cambridgeshire Demand Infographic 2015 and Bedfordshire and Hertfordshire demand strategies
- Understanding the Operating Context Individual Force Statements Cambridgeshire HMIC/LSE 2015
- Cambridgeshire Demand Infographic (new product to be updated for April/May 2016)
- Cambridgeshire Understanding Demand report based on call type for January – December 2015 (based on incidents recorded on Command and Control)
- Review of College of Policing products, including College of Policing (COP) 2015 Analysis: Estimating Demand on the Police Service
- Review of Demand Management best practice from the College of Policing and National Police Chief's Council.
- Tactical review of Highways/Collisions commenced
- Tactical review of Mental Health response initiated
- Alarms review ongoing
- Concern for person review commenced. Fire Service support worked on
- Tactical review of repeat callers initiated
- Continue close engagement with HMIC and COP on National demand management work
- Demand Workshop held 19 April to consider demand, capacity, activity, backlogs and bottlenecks

6.2 Future planned work includes:

- Future analysis of current crime demand
- Future analysis of MASH/PPD demand, bid approved for additional analyst/research capacity
- Engagement with an academic partner through Centre for Policing Research and Learning
- Quick time review of front line response resources (Sept 16)
- Defining the Force Neighbourhood Policing Model

7.0 Managing Demand

7.1 Work in progress includes local tactical activity to increase capacity by moving staff assets, managing minimum staffing levels, encouraging flexible working, enabling agile use of force resources by Duty Managers, targeting available overtime, encouraging nearest/quickest response, encouraging cross boundary response, managing planned

event demand, prioritising work, utilising volunteers/specials/third sector, bidding for ORM/Force Tasking support, sequencing planned work, careful absence management, improving productivity and maximising use of new technology. Specific workstreams include:

- Mental Health Review and new Concordat
- Higher Priority Areas set for Force and resource tilt towards police priorities activated March 2016
- PDR Objectives 16/17 agreed for Area Commanders focusing on Demand Reduction and Capacity Building
- PCSO Deployment Guidelines reviewed and finalised to maximise policing impact
- Tier 1,2,3 response capacity build in development
- Force Volunteer Programme refreshed to increase capacity
- Specials recruitment and training arrangements changed to streamline practices and provide value for money
- Fire Service Joint Working Intent agreed and interoperability meetings launched
- Joint work with County Council on community hubs
- Review and relaunch of Integrated Offender Management (IOM)
- Commitment to Troubled Families, offender hubs and restorative justice as part of active prevention work
- Joint tactical response plans being worked through with with police/fire/ambulance
- Minimum police deployment levels revisited and enforced with vigour at Daily Management Meetings (DMM) and by the Resource Management Unit (RMU)
- New mental health practitioners engaged with the Force Control Room (FCR)
- New Arson Investigation Memorandum of Understanding (MOU) agreed
- Local implementation of THRIIVES to better manage demand implemented and legacy deployment rules discontinued
- Peterborough DART team implemented
- Peterborough Triage model implemented
- Force Control Room (FCR) appointments system reviewed
- Process initiated to bolster front line during period of demand spikes
- Implementation of the new Citizens in Policing Strategy commenced

8.0 The Way Forward

8.1 The NPCC Police Vision sets expectations that, by 2020, the Police Service will have transformed the way it delivers its mission with a keen focus on prevention and vulnerability and the effective management of risk. Police reform will focus on our people, supported by our systems and processes, and transformation must help inspire officers, staff and volunteers to develop the flexibility, capability and inclusivity required to adapt to change.

8.2 Services will continue to be offered at a national, cross-force and local level, integrated where appropriate with public, private and third sector. There is a clear strategic move

towards a local place-based approach with more multi-agency teams tackling community issues that require early action by a range of agencies and organisations and the ability to move beyond isolated service practice to deliver integrated community safety services

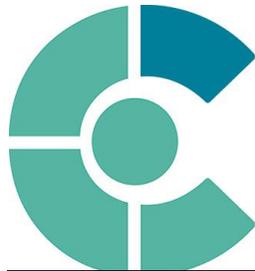
8.3 The demand management ethos for Cambridgeshire will be heavily focused on the opportunities for integrated working with partners, volunteers, third sector, and specials. It will also have a strong and clear focus on developing the workforce to build flexible and agile employees who have the skills to respond to new policing demands. This will be different from the internally focused demand management plans seen elsewhere.

9.0 Recommendation

9.1 BCB to note the work in progress to better understand the totality of demand within Cambs and to develop an effective partnership response

BIBLIOGRAPHY

Source Document(s)	<p>PEEL Key Orienting Facts 2016</p> <p>London School of Economics/HMIC</p> <p>How challenging is this are to police? Dr Tom Kirchmaier et al 2015</p>
Contact Officer(s)	T/Ch Supt SKEELS- Cambridgeshire Constabulary



Cambridgeshire Police & Crime Commissioner

APPENDIX A

STATEMENTS ABOUT DEMAND ON POLICING IN CAMBRIDGESHIRE

"As inspired by the College of Policing demand graphic"



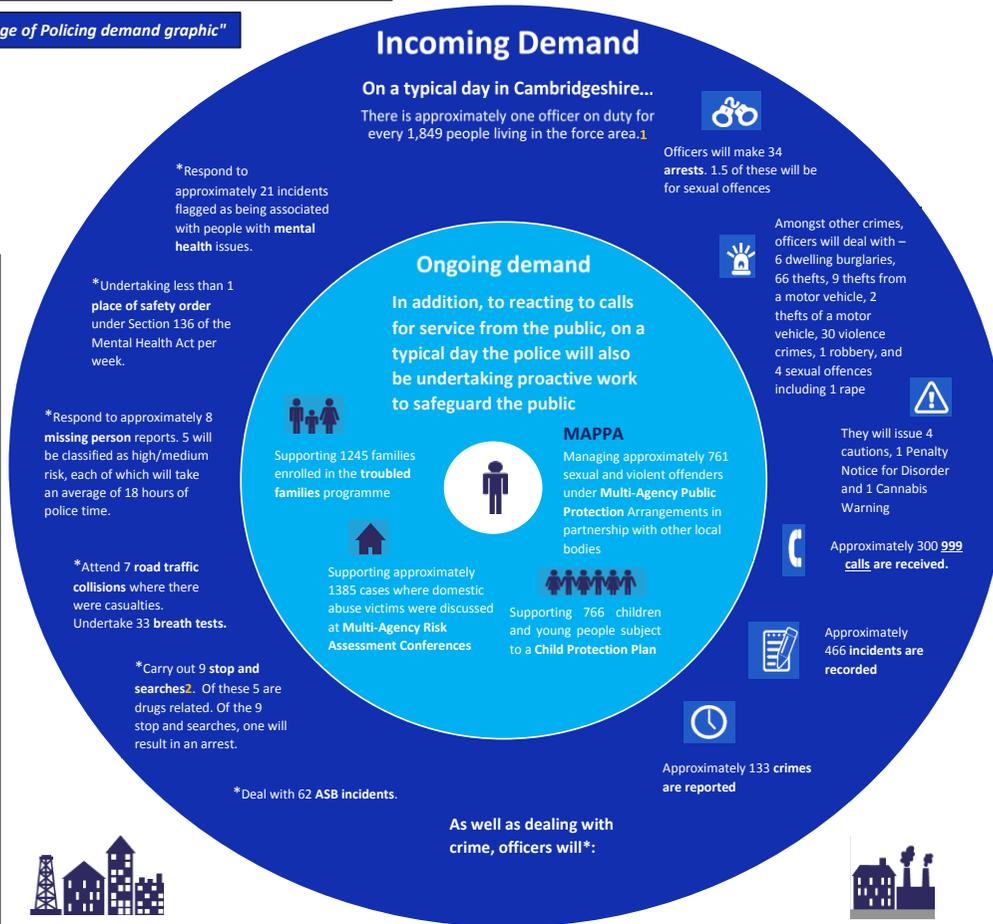
In Cambridgeshire, officer numbers have fallen by 8% since 2010 (1,347 FTE Police Officers 31 March 2016 compared to 1,471 31 March 2010 *baseline*) (Source: HR). This is compared to a 12% reduction in officer numbers since 2010 across England and Wales. (Source: Home Office Statistics, Police Workforce, England and Wales: 31 March 2015, Table 2 and 3).



8%



Statements about demand based on data recorded in the rolling 12 months to March 2016



Creating a safer Cambridgeshire

¹ Using the FTE number of police officers in Cambridgeshire as at the end of March 2016 (Source: HR) (divided by 3 as a proxy for shifts). This was divided into the population of Cambridgeshire (Source: iQuanta, Foresight, Mid-2014 Population estimates based on the 2011 Census).

² Each stop and search is estimated to take 15 minutes (a government estimate but no source) to complete – that's 135 minutes or 2.25 hrs per day.



Understanding Demand		Managing Demand	
Our goal	To understand current and future demand for policing in Cambridgeshire, to enable the force to match its human and financial resources to that demand, and to drive workforce planning and business transformation to better meet the needs of the public and achieve savings.	To act swiftly and appropriately on our evolving understanding of demand for policing, working in partnership with other agencies to develop the right capacity and capability to deliver the right services to the right people at the right times to address threat, harm and risk, meeting the needs of local people in an effective, efficient and legitimate way.	Our goal
Leads	Chief Officer: DCC Organisational Support Strategic Lead: Head of Corporate Development	Chief Officer: ACC Operations Strategic Lead: Head of Territorial Policing People Lead: Tri-force Head of HR	Leads

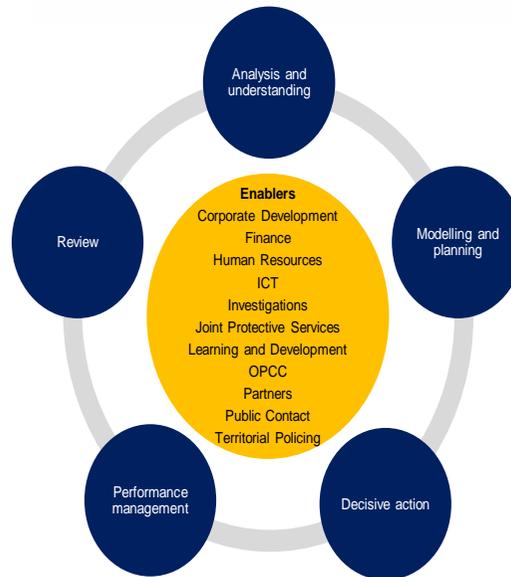
Our Approach



- 1) We will prioritise work to understand demand and its drivers based on threat, harm and risk, focusing on our High Priority Areas.
- 2) Our work will be incremental, and we will demonstrate steady progress throughout 2016/17, to build a strong understanding of all types of demand.
- 3) We will ensure we have a good understanding of our current demand in phases 1 and 2, progressing to understanding future demand better in phase 3.
- 4) We will work collaboratively across boundaries within the force, within the BCH collaboration, and with partners, national policing bodies and academia, to improve our understanding quickly, using relevant experts.

- 1) We will improve our understanding and application of demand management, ensuring it is part of governance and business planning.
- 2) We will build further agility and innovation into policing in Cambridgeshire, using ICT, active citizenship, collaboration and partnership working as enablers, to manage demand, improve outcomes, increase efficiency, and reduce resource waste.
- 3) We will pilot and evaluate initiatives where possible and use national good practice and evidence of 'what works', to ensure we understand the impact of our actions, sharing knowledge within and outside the organisation.

- In 2015/16, we have in phase 1:**
- Established an understanding of current response demand and demand created by major events, and updated our demand infographic.
 - Used national products produced by HMIC to understand our current and future demand in the context of our MSF and BCH.
 - Engaged with work ongoing nationally at the NPCC, HMIC and CoP to identify good practice and improve our ability to understand our demand.
 - Completed phase 1 and 2 of the BCH Futures Project.
 - Sought advice and good practice from other forces.
 - Completed thematic work in areas of high threat, harm and risk, such as public protection, to support business change.
 - Instigated a review of CDD to ensure that it is configured to better support the force with understanding demand in future.



- In 2015/16, we have in phase 1:**
- Introduced High Priority Areas and allocated resources to them based on an understanding of demand.
 - Implemented an interim Operational Demand Management Plan.
 - Introduced PDR objectives for Area Commanders focused on demand reduction and capacity building.
 - Agreed intent for joint working with Fire Service.
 - Revisited minimum deployment levels, enforced at DMM and by RMU.
 - Introduced mental health practitioners to the FCR.
 - Implemented THRIVES locally to better manage demand.
 - Introduced the DART team at Peterborough.
 - Maximised the use of regional assets and volunteers.

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In 2016/17, in phase 2, we will:

- Continue to participate in national work ongoing at CoP, HMIC and NPCC, including the pilot for Force Management Statements, the PMCC Demand Working Group and the HMIC/LSE study on predicting demand.
 - Agree and communicate the internal language of the force around demand, to ensure a common understanding.
- Explore opportunities to work collaboratively with Bedfordshire and Hertfordshire to understand demand in areas of shared interest.
 - Complete work to understand current crime demand.
- Complete work to understand safeguarding demand, including a deep dive into mental health.
 - Further influence STRAs for tri-force public order and firearms.
- Complete work to identify demand waste for highways/collision management, repeat callers and suspicious incidents.
 - Make an active contribution to the tri-force public contact project.

In 2016/17, in phase 3, we will:

- Implement a new CDD structure, identifying opportunities to invest in research/analysis/continuous improvement to support work on understanding demand.
 - Produce Cambridgeshire Constabulary's first Force Management Statement.
- Embed our increased understanding of demand within strategic planning processes.
- Explore opportunities for academic collaboration as part of wider work on implementing a What Works framework in force.
- Explore IT solutions including data analytics and predictive modelling to help the organisation understand future demand.
 - Improve understanding of demand created by events.
- Complete activity based costing for spontaneous demand, and understand demand management bottlenecks.
 - Conduct further deep dives into areas of interest.

In 2016/17, in phase 2, we will:

- Establish a force governance regime for demand, including a Gold Group.
 - Finalise the force's Demand Management Strategy.
- Develop a force Demand Management Delivery Plan for capacity build and demand management (People, Processes, Data).
 - Develop a demand management communications plan.
- Further develop the Joint Community Safety Strategy for Peterborough and Cambridgeshire.
- Initiate skills and capability review to identify capability gaps, and build action to address these areas into the People Strategy.
 - Implement and develop the National Citizens in Policing Strategy.
 - Create a deployment plan for response.
 - Develop a joint mental health response plan.
- Influence the Incident Review Team deliver function to manage demand at first point of contact with Public Contact Plans.
- Continue to capacity build through use of volunteers/specials/partners/third sector.

In 2016/17, in phase 3, we will:

- Develop a Digital Strategy.
- Develop the force website to help divert demand appropriately.
 - Develop public self-serve functions.
- Further develop crime prevention work in partnership.
- Deliver a tri-force demand management plan for contact management.