THE CHANGING NATURE AND COMPLEXITY OF DEMAND IN CLEVELAND

Research continues to make a link between social deprivation and crime. It is well documented that areas such as Cleveland, with high rates of unemployment, low levels of academic achievement and health related issues such as drug & alcohol dependency, will experience higher levels of victimisation and criminality. In addition to high level of demand, the **changing nature and increasing complexity** of work involved presents an ever increasing challenge. This is evidenced via the increasing '**crime severity score**', developed by the ONS as a measure of relative harm to society and likely demand on police resources. Cleveland attracts a score which is similar to that of the large metropolitan forces such as Merseyside and is one on the highest in the country, ranked 10th out of 43 forces. The **cost of crime** to the police and criminal justice service in Cleveland is estimated to be around £93.3 million a year, rising to £345 million when the costs to the general public in anticipation of crime (e.g. insurance and burglar alarms) and as a consequence of it (e.g. value of stolen property and health service costs) are taken into account.

Incoming demand	The local challenge
Requests for assistance	Over the past year the number of '**calls for service**' where further assistance was required has increased by 3%. Whilst not necessarily significant in volume, the changing nature and increasing complexity of work involved presents an ever increasing challenge to the Force. With a rate of 340 incidents recorded per 1,000 population, current demand levels in Cleveland continue to be one of the highest in England and Wales (5th) and higher than some larger metropolitan forces such as for example, West Midlands and GMP.
Recorded Crime	Cleveland has a **recorded crime** rate of 101 per 1,000 population, again one of the highest in the country (5th). With an annual increase of around 12%, much of the increase attributed to a rise in **violence** and specifically to offences without injury offences (+21%) and stalking and harassment (+69%). Significant increases in overall crime and specifically violence are mirrored elsewhere. With an annual increase of 23%, **knife crime** in Cleveland is however rising at a faster rate. At 0.8 crimes per 1,000 population once again Cleveland has one of the highest rates in the country (5th) which exceeds that reported by for example, GMP (0.7) and Merseyside (0.6).
Antisocial behaviour	Despite a reduction in reported incidents when compared to last year, the level of **antisocial behaviour** in Cleveland continues to place a significant demand on policing resources. At 74 incidents per 1,000 population, the local rate is the highest recorded by any police force and more than twice the national average. Furthermore, according to the **Crime Survey for England and Wales**, residents in Cleveland are more likely to perceive antisocial behaviour to be a problem. For example Cleveland has the highest level of concern in relation to drunk or rowdy behaviour in a public area and teenagers hanging around on the streets. People using or dealing drugs is also perceived as a problem, with higher levels of concern expressed in only two other forces, namely West Midlands and South Yorkshire
Vulnerability	Demand pressures associated with those who are most **vulnerable** is challenging and continues to grow. In Cleveland this is particularly evident in relation to reported cases of **domestic abuse**. As the number of crimes and incidents rise sharply, so too does the number of victims choosing to withdraw their support to the investigation. Cleveland has the 2nd highest rate of domestic abuse incidents in the country, at 29 per 1,000 population compared to a national average of 15.

Please note: *All figures are based on 12 months ending March 2018, with the exception of the national comparative rates for calls for service and domestic abuse crime which relate to June 2017*

SOCIO-DEMOGRAPHIC & ECONOMIC CHALLENGES

The Cleveland Police area covers the four local authorities of Hartlepool, Redcar & Cleveland, Middlesbrough and Stockton on Tees. Although the smallest geographical area of all forces in England and Wales (with the exception of the City of London Police) with high levels of deprivation and a number of problematic socio-demographic and economic factors, the challenges faced by Cleveland Police are more in keeping with those faced by the **larger metropolitan forces**. This is recognised by the fact that Cleveland is currently considered to be '**most similar**' Greater Manchester, West Yorkshire, Merseyside, Northumbria, and Humberside.

The **Index of Multiple Deprivation (IMD)** provides a relative measure of deprivation for all local authority areas based on an assessment of income, employment, health deprivation, disability, education, housing, criminality and the living environment. All four authorities within Cleveland are ranked within the top 20% with Middlesbrough identified as the most deprived location in the country*

Population and communities	The local challenge
An aging population	With a resident population of around 566,000, the population density of the area is more than twice the national average and three times that of the North East Region. Middlesbrough has the highest **concentration of people** residing within it, a level which is more in keeping with the city centre areas such as Newcastle and Salford. Whilst the population as a whole is not expected to grow significantly over the next 10 years (a projected increase of 1.4%), the **age profile** will change with an additional 5800 people falling into the 80 years plus age group. This is likely to present an increasing pressure on the police and other local services due to increased levels of **vulnerability.**
High levels of refugee and asylum seekers	In recent years, **international migration** into the Cleveland area has increased. There are a high number of **asylum seekers** and **refugees** currently residing within the Cleveland area, many of whom have been resettled under the **Vulnerable Persons Resettlement Scheme** from places such as Syria. At a rate of 3.1 per 1,000 population, this is more than three times the national average (0.7) and almost double that of the North East region (1.7). Although located across the force area, there is a particularly high concentration residing in Middlesbrough (4.0) and Stockton (3.6).

Based on the fact that Middlesbrough has the largest proportion of small areas that are amongst the top 10% in the country

SOCIO-DEMOGRAPHIC & ECONOMIC CHALLENGES

Children and Young People	The local challenge

High number of looked after children

In 2017 there were approximately 1,400 children or young people living in a **social care** setting within the Cleveland area. At a rate of 137 children per 10,000 population, Middlesbrough has the second highest rate of **looked after children** across the whole of England and Wales. Hartlepool follows closely behind, with a rate of 129 per 10,000 population (3rd highest). Research would suggest the looked after children are five times **more likely to offend** than all other children. For example, figures collated by the Department of Education would indicate that 4% of children (aged 10-17) who are been looked after for more than 12 months will have been convicted of a crime or cautioned for a crime. In Cleveland the rate of offending is higher still, for example rising to around 10% in Redcar & Cleveland.

High volume of missing persons

National statistics reveal that 10% of children looked after will 'go missing' on at least one occasion. Local analysis would suggest that children living in a care setting accounts for around 20% of all **missing person reports** with involve those under the age of 18 (around 13% of all reports relating to a missing person). Cleveland Police currently receive around 4,900 reports of missing people per year. Although in terms of volume this has reduced slightly, the complexity and **vulnerability** associated with such individuals, particularly those under the age of 18, continues to increase.

Low educational attainments and high rates of absenteeism

Absenteeism from school can be linked to poor **education achievement** and hence a greater risk of. future **unemployment** Research would suggest that those individuals who spent time outside of education, employment or training are 5 times more likely to offend due to the detrimental impact this can have on a persons **physical and mental health**. Absenteeism is a particular problem for some communities within the Cleveland area. For example, in 2017 12% of all children attending school in Middlesbrough were persistent absentees, a figure which is twice the national average. Furthermore, Middlesbrough has one of the lowest rates of academic attainment in the country with just under 17% of the population leaving school with **no qualifications**, this is more than double the national average.

High rates of teenage pregnancy

According to the Local Government association a high rate of **teenage pregnancy** is a cause and consequence of health and education inequalities, it is also an indication of teenage mothers not being in further education, employment or training. In 2016 Public Health England reported the national average of **under 18 conceptions** to be 18.5 per 1,000 population. At this time Middlesbrough was reported as having the highest rate across the country at 36.5 conceptions per 1,000 population in 15-17 year olds.

SOCIO-DEMOGRAPHIC & ECONOMIC CHALLENGES

Public Health	The local challenge

High levels of drug abuse

The **'toxic trio'** of parental **substance abuse**, parental **mental health problems** and **domestic violence** have been identified as the biggest contributing factor to child neglect and demand on social care services. Public health data from 2016/17 identified Middlesbrough as having the highest level of **drug usage** in the country, 24 users per 1,000 population compared to a national average of 8.6. Middlesbrough as previously been identified as the cheapest place in the country to buy Heroin. Prices have previously been as low as £5 for a 0.2g. This may relate to the fact the town acts a transit point for drugs throughout the north east.

High levels alcohol abuse

Alcohol misuse has a widely acknowledged link to a range of **physical and mental health** problems as well a number of other **sociological problems** including; homelessness, domestic abuse, unemployment and reduced productivity through workplace absenteeism. **Alcohol attributable hospital admissions** in the Cleveland Police area are much higher than the national average of 636 per 1,000 population. For example, Hartlepool has the 5th highest alcohol related hospital admission rate in the country at 952, whilst Stockton (901), Middlesbrough (898) and Redcar & Cleveland (768) all have rates which are significantly above the national average.

High levels of mental health problems and a high suicide rate

Mental health conditions are strongly associated with socio-economic deprivation. The incidence of **adult depression** in some areas of Cleveland are higher than that recorded elsewhere in the country. For example, Stockton has a incidence rate of 12.7%, the highest in the North East and significantly above the national average of 9.1% (based on the percentage of patients aged 18 and over with depression recorded on practice disease registers for the first time). Furthermore, when the incidence of **mental health related disorders in childhood** are taken into consideration, Middlesbrough is reported to has the highest rate in the North East and one of the highest rates in the country at 10.7%. This highest reported rate was 11% in Kingston upon Hull. the highest level in the country. High levels of **suicide** are also reported within the Cleveland area, once again a recognised consequence of social deprivation linked to mental health disorders. For example, at a rate of 18.3 per 100,000 population Middlesbrough has the highest suicide rate in the country, a rate which is more than double the national average

A low life expectancy

Research from the City University of London has found the causes of ill health leading to a **lower life expectancy** is increasingly lifestyle related and rooted in the cultures of different socio-economic groups to do with their levels of; excessive drinking, drug abuse and mental illness. Nationally, the average **life expectancy** is 79.5 years for males and 83.1 years for females. In Cleveland these figures are significantly lower, for example in some of the most deprived areas of Middlesbrough it is can be as much as 12.5 years lower for men and 13 years lower for women.

Physical and learning Disabilities

Research has shown that people with **disabilities** are more likely to live in poverty, find it harder to get employment are often unable to access services. Disability in Cleveland is high with the number of adults requiring additional support due to **physical disabilities** exceeding the national average. For example, Stockton and Middlesbrough both have a disability rate which are at least 3 times above that observed elsewhere and with a rate of 1601 per 100,000 population Middlesbrough has the highest rate in the country. In addition, Middlesbrough also has the highest rate of adults with **learning disabilities** across England at 800.6 adults per 100,000 population compared to a national average of 414 adults per 100,000 population.

SOCIO-DEMOGRAPHIC & ECONOMIC CHALLENGES

Economic stability	The local challenge

High levels of income deprivation

Research has found there are multiple factors which can increase the risk of offending in young people. For example, those from **lower income households**, those living with parents who are not in employment and those with a lack of qualifications are most at risk of offending. According to the IMD, in terms of income, Middlesbrough is as the second most **income deprived** place to live, with 26% households living in income deprivation and 36% of children living in income deprived households .

High rates of unemployment

The national rate of **unemployment** (based on the economically activity population) is currently reported as 4.3%. With low levels of academic achievement and a high proportion of people with no qualifications, unemployment levels are comparatively high in all areas of Cleveland. Hartlepool has the highest rate of unemployment across the country at 8.7%, a figure which is more than double the national average. There is also a comparatively high number of **workless households** across the whole of the Cleveland area. Once again, at a rate of 29.2%, Hartlepool has the highest rate in the country, double the national average.

High rates of benefit claimants

Linked to high levels of **unemployment** and **workless households**, Cleveland also has comparatively high levels of **benefit claimants**. In Middlesbrough the number of working age people that form part of the main benefits claimant group (i.e. those claiming job seekers, ESA and incapacity benefits, lone parents and other income related benefits) are one of the highest in the country at 16%. This figures is exceeded only by Blackpool and Blaenau Gwent.

High levels of public sector employment

Continued **austerity measures** and related cuts to public sector budgets have and will continue to have the greatest impact on those area with the highest level of **public sector employment**. As is the case across the whole of the North East region, in Cleveland the reliance on public sector employment is comparatively high. Between 2010 and 2015 reliance of such employment fell across the rest of the country, this trend was not mirrored locally. For example, in Middlesbrough around 20% of the employed population work for the public sector, this compares to a national average of 11%.

Low cost housing stock

Average **house prices** across the Tees Valley (Cleveland and Darlington) are some of the lowest in the country. A typical detached house in Middlesbrough costs less than £200,000, compared to a national average of £365,000. Based on statistics from 2017 Middlesbrough has the **cheapest housing stock** in the country with the average cost of a house in Knightsbridge for example, costing the equivalent to around 80 homes in the Middlesbrough ward of North Ormesby. The availability of low cost housing in and around the Cleveland area has been identified as one of the reasons for the high level of sex offenders residing within the local community, with lower costs make it is easier to set up **halfway homes** and **accommodation for offenders**.

'HIGH RISK' THREATS AND EMERGING PRESSURES

The 2017 **Strategic Threat and Risk Assessment** identified 5 high risk areas in terms of context, current picture and emerging issues, key considerations and impact on future demand. These are terrorism, sexual offending against adults and children, modern slavery and human trafficking, domestic, vulnerable adult and child abuse and serious and organised crime.

Identified risk	What the intelligence picture tells us
Terrorism	The **threat level** to the UK from international terrorism is currently assessed as **'SEVERE'** (an attack is highly likely) with a previously identified greatest area of concern being travel to **Syria** and **Iraq**. Individuals travelling to Syria and Iraq represent a significant threat in terms of returning to the UK with a radicalised set of beliefs and increased firearms and explosive skills. In Cleveland, terrorism was identified as one of five 'high' risk area through the 2017 strategic assessment process.

Identified risk	What the intelligence picture tells us
Sexual offending against adults and children	Particular increases are visible in **online child sexual exploitation** (CSE) and offences whereby children are committing offences against other children, with an increase in sexual assaults taking place on school premises. Local analysis would indicate that young vulnerable individuals, especially those frequently reported **missing from home** and children known to **social care** will attend residential address where **alcohol and drugs** are available, increasing their risk of exploitation. Managing the demand remains a challenge both in terms of the increasing level of offences reported and the risk posed by a wide range of sexual offending (including **non-recent allegations**), some of which is repeat or serial in nature.
	The number of **registered sex offenders** residing in both the community and in a custodial setting continues to increase. There are two prisons located within the Cleveland area, **HMP Holme House** (Category B) and **HMP Kirklevington Grange** (category D). According to HM Inspectorate of Prisons around 1 in 4 of the 1,200 male inmates of Holme House prison have acquired a drug problem while in jail whist one in six prisoners detained there is a **convicted sex offender**. In addition, Cleveland also has two **approved premises** which are able to accommodate high and very high risk sex offenders upon their release from prison. This has an ongoing impact on the workload of Sex Offender Managers within Cleveland Police, particularly where upon release they continue to reside within the local community.

Identified risk	What the intelligence picture tells us
Modern slavery and human trafficking	The scale of modern slavery and human trafficking in the UK is continually and gradually increasing with the number of victims referred into the **National Referral Mechanism** (NRM) continuing to rise This increasing trend is mirrored locally, although true extent of this criminality remains unclear. Whilst significant gaps in knowledge remain, it is known that **vulnerable people** are being **exploited**. This includes adult labour exploitation and trafficking for the purpose of sexual exploitation, with links to **foreign national offenders** and **organised crime groups**. Moving forward increased reporting is anticipated, resulting in a rise in the number complex investigations where significant safeguarding implications for victims

'HIGH RISK' THREATS AND EMERGING PRESSURES

Identified risk	What the intelligence picture tells us

Domestic abuse, vulnerable adult and child abuse

Domestic abuse victims are among the most vulnerable in society with offences accounting for 16% of all recorded crime in Cleveland, this compared to a national figure of around 10%. Cleveland experiences high levels of **repeat victimisation** (around 48%), with many interdependencies and influencing factors. Children who are **abused or witness domestic abuse** at home are at an increased risk of **intimate partner violence** in adulthood. Furthermore, a dip sample of local domestic abuse perpetrators identified at least two thirds were first exposed to domestic abuse between the age of 12 and 15 years. **Alcohol and drugs** remain influencing factors with a small number of offenders identified as suffering some form of mental health or disability.

Over recent years the force has seen a significant increase in the number of allegations and referrals relating to **vulnerable adult** and **child abuse**, including those relating to **non-recent offences**. This is predicted to increase further as a result of improved confidence in reporting, enhanced partnership working and an ageing population. Additional pressures are therefore anticipated in terms of the capacity to investigate and safeguard the vulnerable, particularly given enquiries are often **complex and protracted.**

Identified risk	What the intelligence picture tells us

Serious and organised crime

The threat posed by serious and organised crime is increasing in volume and complexity. Whilst most **organised crime groups** in Cleveland are involved in the **supply of drugs**, local analysis would indicate that groups are responsible for a diverse range of criminal activity impacting on local communities. Particular risks are apparent in relation to their **propensity for violence**, including the use of firearms, with increased tensions apparent between groups. Organised crime in Cleveland can be linked to a number of other forces areas (criminal impact and/or associates), particular the North East, Yorkshire and Humber and the North West. Links to **international destinations** including other European countries, Asia and the Middle East are also evident.

REFERENCES AND SOURCE MATERIAL

The information presented in this report has been obtained via a number of different third party sources and publications. The table below provides an overview for reference purposes.

Page	Issue	Source	Year
Introduction			
1	Crime Severity score	ONS Crime Severity Score – 12 months to March 2018	2018
1	Cost of crime	Economic and Social Costs of Crime, Home Office July 2018 – estimates based upon crimes in Cleveland during 12 months to August 2018	2018
Incoming Demand			
1	Requests for assistance	Cleveland Police, Incidents (excl. admin incidents), 12 months to March 2018 National comparisons – HMICFRS, PEEL: Police effectiveness 2017 12 months to June 2017	2018
1	Recorded crime	ONS Crime in England & Wales 12 months to March 2018	2018
1	Antisocial behaviour	ONS Crime in England & Wales 12 months to March 2018	2018
1	Vulnerability	Cleveland Police, Domestic abuse incidents, 12 months to March 2018 National comparisons - HMICFRS, PEEL: Police effectiveness 2017 12 months to June 2017	2018
Population and Communities			
2	Population	ONS mid-year population estimates	2017
2	Refugee and asylum seekers	Home Office Immigration Statistics, Q4 2017	2017
Children and Young People			
3	Looked after children	Department for Education- Local Authority Tables Department for Education-Looked after children as at 31st March 2018 Evening Gazette-Substance abuse, crime and emotional issues	2017 2018 2018
3	Missing persons	Department for Education- National Tables Cleveland Police - Missing person data – 12 months to March 2018	2018 2018
3	Educational attainments and absenteeism	Tees Valley- Vital Issues Manchester City Council- Education, training and employment support for young offenders	2017 2011
3	Teenage pregnancy	Local Government Association- Good progress but more to do. Public Health England- Maternal data	2018 2016

Public Health			
4	Drug abuse	Middlesbrough Gov- Annual Report	2014
		Public Health England- Co-occurring substance misuse and mental health issues	2017
		BBC Tees- Middlesbrough Shamed for Cheaper Drugs	2014
4	Alcohol abuse	Middlesbrough Gov- Alcohol harm reduction strategy	2017
		Public Health England- Admission episodes for alcohol related conditions	2017
4	Mental health and suicide	Public Health England- Health and well-being JSNA	2017
		Public Health England- Local Authority Health Profiles	2016
4	Life expectancy	City University London- Life expectancy significantly worse in deprived areas	2018
		Public Health England- Local Authority Health Profiles	2016
4	Disabilities	Tees Valley- Vital Issues	2017
		Public Health England-Adult Social care	2014
Economic Stability			
5	Income deprivation	Office for national Statistics- local authority profile	2017
		Thinknpc-Getting Back on Track	2009
		Tees Valley- Vital Issues	2017
5	Unemployment	Office for national Statistics- local authority profile	2017
5	Benefit claimants	Office for national Statistics- local authority profile	2017
5	Public sector employment	Tees Valley- Vital Issues	2017
5	House costs	Invest in Middlesbrough-Cost of living	2018
		BBC- House prices	2017

High level risks, threats and emerging pressures			
6	Terrorism	Cleveland Police Strategic Threat and Risk Assessment	2017
6	Sexual offending	Cleveland Police Strategic Threat and Risk Assessment	2017
		BBC-Holme House prison	2017
		Teesside Live- One in six Holme House prisoners are sex offenders	2016
6	Modern slavery and human trafficking	Cleveland Police Strategic Threat and Risk Assessment	2017
		National Strategic Assessment of Serious and Organised Crime, 2018,	2018
		National Crime Agency and National Referral Mechanism Statistics, Quarter 2, 2018 – April to June, National Crime Agency, August 18	2018
7	Domestic abuse, vulnerable adult and child abuse	Cleveland Police Strategic Threat and Risk Assessment	2017
		Cleveland Police, Domestic abuse incidents, 12 months to August 2018	2018
7	Serious and organised crime	Cleveland Police Strategic Threat and Risk Assessment	2017
		National Strategic Assessment of Serious and Organised Crime, 2018,	2018