

## Summary of the study into increased mobility and changes in crime

### 1. Basis of the study, research questions and approach

#### Basis of the study

Even though the police's workload is infinite, the police's capacity is limited. Hence, it should carefully be distributed amongst all regional police units. The current distribution is based on a distribution key that is registered in the so-called *Decree distribution capacity and resources police*. The previous reorientation of the key took place between 2010 and 2012.

Multiple of those involved in police work, such as the mayors representing the mayors of different police regions, wonder if a number of new phenomena will influence capacity division. Is there reason to change the current distribution in 2019?

In 2018, Haagsma Advies conducted a quick scan to find out which current themes are likely to influence the needed capacity. 29 possible themes were explored. 27 of them showed no sign of a needed reorientation. The two remaining themes could not yet be evaluated:

- **Increased mobility;** geographical boundaries are fading and the population is more mobile.
- **Changes in crime;** criminals have new methods of operations and activities.

The ministry of Justice and Security asked the Research and Documentation Centre (Wetenschappelijk Onderzoek- en Documentatiecentrum (WODC)), to further research these specific themes. WODC asked Andersson Elffers Felix to conduct this study.

#### Research questions

WODC formulated the following main research question:

How and to what extent has the budget allocation system of the police taken into account the problems that have arisen along with increased mobility and changes in crime from 2010/2012 onwards?

The main research question was further distilled into six central research questions by the WODC.

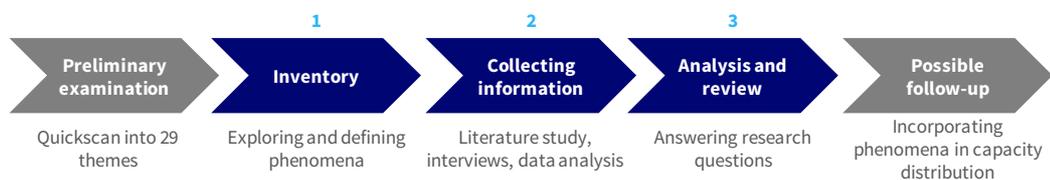
1. What does a further elaboration of the themes increased mobility and changes in crime look like when evaluating police capacity and the budget allocation system?
2. Which indicators can be used to measure both themes' impact on policework?
3. How has increased mobility from 2010/2012 onwards influenced policework? To what extent can these influences be considered to be permanent, and does this differ per unit, or are influences similar amongst different units?
4. How have changes in crime from 2010/2012 onwards influenced policework? To what extent can these influences be considered to be permanent, and does this differ per unit, or are influences similar amongst different units?
5. When the influences that are described in question 3 and 4 are permanent in nature, to what extent are both qualitative and quantitative evaluation criteria of the budget allocation system sufficiently covering them?
6. When the influences that are described in question 3 and 4 are occasional in nature, are the flanking measures sufficiently covering them?

This study further looked into which **phenomena** are subject to 'increased mobility' and 'changes in crime'. Both themes are too broad to be studied as a whole. In order to successfully study them, the phenomena have to be specific enough in order to be clear, but also general enough to be measurable.

## 2. Research approach

### Steps

The study was conducted in three phases. The figure below reflects these phases (in blue).<sup>1</sup>



### 1. Inventory

In the inventory phase, both interviews and a literary study were conducted. These methods were used to create a 'longlist' of phenomena that were possibly relevant and interesting to further analyse and review. In order for a phenomenon to get on the longlist, it needed to be mentioned in acquired documents or in interviews.

For each phenomenon on the longlist, it was checked if it should further be researched. Our main goal was to establish if the items on the longlist were in line with the scope of the study. In order to do so, we created the following four criteria:

- The phenomenon has not been analysed in the preliminary examination.
- The phenomenon is part of social development.<sup>2</sup>
- The phenomenon is specific, delimited and measurable.
- The phenomenon is mutually exclusive with regard to other phenomena on the longlist.

<sup>1</sup> In practice, these steps were not always conducted sequentially. Some interviews with experts were, for example, both used as input for the inventory (step 1), and for collecting detailed information (step 2).

<sup>2</sup> By 'social development' we mean all developments that take place in society (so not internally at the national police or at their partners' organisations). Technological developments, demographical developments, but also new criminal practices are examples of 'social developments'.

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## 2. Collecting data

Phenomena that met the previously mentioned criteria became part of a 'shortlist'. For the phenomena on this shortlist, information was collected by means of:

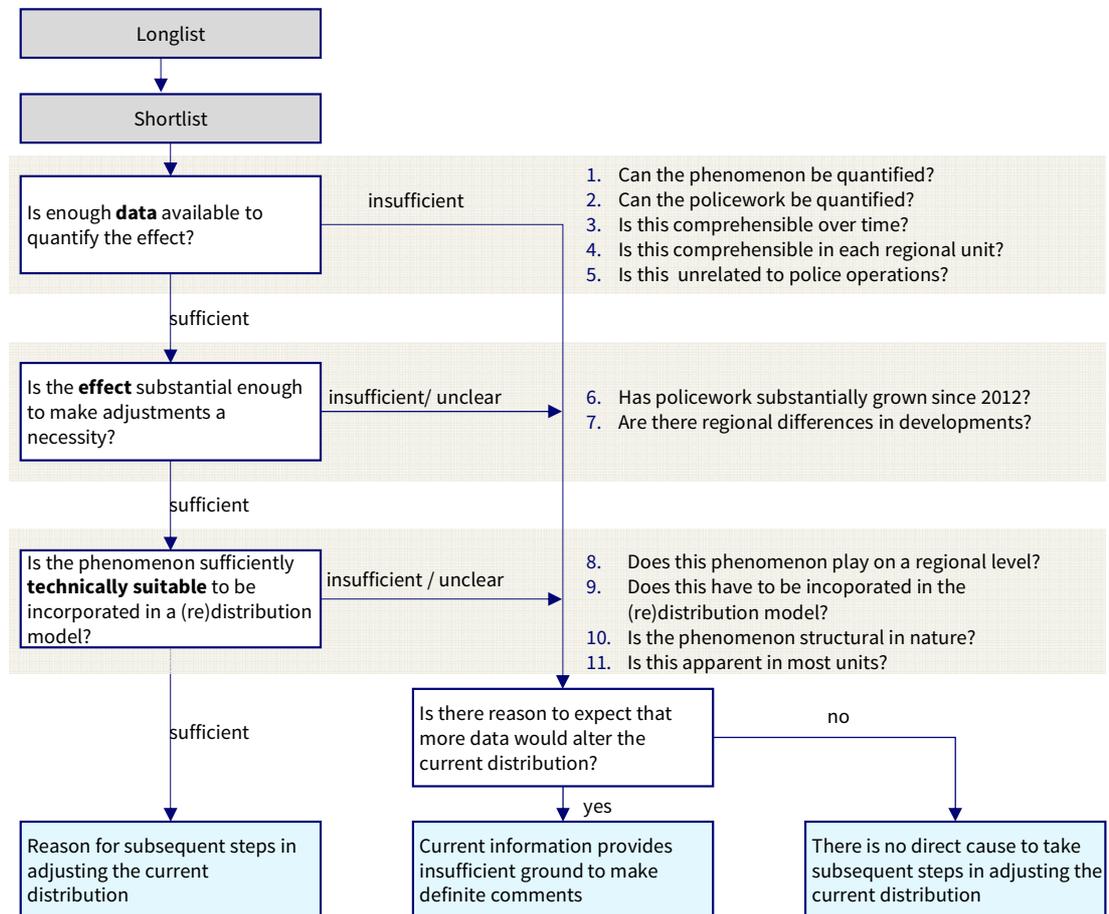
- A literature study
- Interviews with experts from multiple disciplines
- Data collection

## 3. Assessment framework analysis and review

In the final phase of this study, three analyses were conducted for each of the remaining phenomena. The following three questions were central to each of these analyses:

- Is there enough **data** available to quantify the effect?
- Is the **effect** substantial enough to make adjustments a necessity?
- Is the phenomenon sufficiently **technically suitable** to be incorporated in a (re)distribution model?

The assessment took place along the lines of the following circuit diagram:



There is sufficient reason to adjust the current distribution when all of the above analysis questions can be answered positively. Furthermore, sufficient reason to adjust the distribution could also be established when findings from quantitative data and qualitative interviews pointed in the same direction. For the latter, this judgement could be substantiated by the researchers.

## 3. Answers to research questions and conclusions

### Answers to the research questions

1. What does a further elaboration of the themes increased mobility and changes in crime look like when evaluating police capacity and the budget allocation system?

Our analysis identified eight phenomena that should further be studied in light of **changes in crime**:

- Drug production, import and export
- Outlaw Motorcycle Gangs (OMG's)
- Increase of violence in the world of crime
- Digital crime
- Cybercrime
- Human trafficking
- Counterterrorism
- Mobile banditry

Our analysis identified three relevant phenomena that should further be studied in light of **increased mobility**:

- Tourism
- Commuters
- Internationalisation of crime

The phenomenon 'undermining' was mentioned often. However, it has not been selected because it cannot be measured in isolation. Undermining is an all-purpose word, and can be used to describe multiple phenomena. Drugs production, OMGs and an increase of violence in crime are phenomena that can all be considered to be related to 'undermining'.

2. Which indicators can be used to measure both themes' impact on policework?

The impact of both themes on policework is determined by the number of times the phenomenon occurs (Q), and by the time that the phenomenon takes (P).

This study has shown that no sufficient data to quantify the P-component are available at the moment. There are no topical data on how much policework is involved in specific types of crimes, for example. The Q-component of many phenomena can often partly be quantified.

Hence, there is a lack of *perfect data* to measure the impact of the phenomena on the policework of all units. For some phenomena, sufficient data are available to determine if there is reason to revise current capacity distribution. Even more so if combined with the qualitative outcomes of the interviews.

3. How has increased mobility from 2010/2012 onwards influenced policework? To what extent can these influences be considered to be permanent, and does this differ per unit, or are influences similar amongst different units?

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To answer this question, the research framework was applied to all three phenomena that were studied as part of this theme. Based on these analyses, the phenomena have been assessed by means of the three blocks of analysing questions:

- Is there enough **data** available to quantify the effect?
- Is the **effect** substantial enough to make adjustments a necessity?
- Is the phenomenon sufficiently **technically suitable** to be incorporated in a (re)distribution model?

The chart below displays the outcomes.

Phenomenon	Enough data?	Substantial effect?	Technically suitable?
Tourism	Sufficient	Sufficient	Sufficient
Commuters	Sufficient	Insufficient	Insufficient
Internationalisation of crime	Insufficient	Insufficient	Unclear

**4.** How have changes in crime from 2010/2012 onwards influenced policework? To what extent can these influences be considered to be permanent, and does this differ per unit, or are influences similar amongst different units?

To answer this question, the research framework was applied to all eight phenomena. The chart below displays the outcomes.

Phenomenon	Enough data?	Substantial effect?	Technically suitable?
Drug production, import and export	Insufficient	Unclear	Sufficient
Outlaw Motorcycle Gangs	Insufficient	Unclear	Insufficient
Increase of violence in crime	Insufficient	Unclear	Insufficient
Digital crime	Insufficient	Insufficient	Insufficient
Cybercrime	Sufficient	Unclear	Sufficient
Human trafficking	Insufficient	Insufficient	Insufficient
Counterterrorism	Insufficient	Unclear	Sufficient
Mobile banditry	Insufficient	Unclear	Insufficient

**5.** When the influences that are described in question 3 and 4 are permanent in nature, to what extent are both qualitative and quantitative evaluation criteria of the budget allocation system sufficiently covering them?

It was not possible to fully answer this question. For most of the phenomena, there was no direct reason to revise current capacity distribution. For three phenomena, it was not yet possible to answer this question. For one specific phenomenon (tourism) it turned out that there was reason to revise current capacity distribution. The phenomenon of tourism had not yet been covered in the environmental features of the **budget allocation system**. For the three phenomena for which the question could not yet be answered, no further research was done if they were covered by the criteria of the budget allocation system.

6. When the influences that are described in question 3 and 4 are occasional in nature, are the flanking measures sufficiently covering them?

When selecting phenomena for the shortlist, phenomena that turned out to be occasional in nature did not make it. Hence, the 11 phenomena that were selected as relevant changes of the two themes are not occasional in nature. Some of the phenomena (such as human trafficking) have had highs and lows when it comes to number of occurrences.

## Conclusions

The central research question is:

How and to what extent has the budget allocation system of the police taken into account the problems that have arisen along with increased mobility and changes in crime from 2010/2012 onwards?

In this study, it turned out to be hard to portray a complete picture of the impact of detailed phenomena. However, this does not mean that it is impossible to substantiate the allocation of capacity based on quantitative measures.

The study showed that most of the earlier mentioned phenomena do not give reason to revise the current capacity distribution. However, four phenomena stand out:

- The phenomenon of **tourism** possibly *provides reason to revise current capacity distribution*. In order to do so, quantitative data that shows how much police work tourists bring about have to be available. Taken from the qualitative interviews, it turns out that in practice, tourism can influence policework.
- For the phenomenon of **drug production, import and export** it is *not yet possible to draw conclusions*. It is likely that for this phenomenon, another way of dealing with capacity allocation is more fitting than adjusting the capacity distribution. A flexible volume which enables adapting to various phenomena quickly, could be a better possibility.
- For the phenomenon of **cybercrime**, it is *not yet possible to draw conclusions* as to whether the capacity distribution should be revised. An in-depth study could further look into if cybercrime can be taken into account in revising capacity distribution, or if other measures or instruments would be more suitable to that end.
- For the phenomenon of **counterterrorism** it is *not yet possible to draw conclusions* either. No uniform numbers are available, but the qualitative interviews show that it involves a growing amount of policework, and that it affects regions differently. An in-depth study could further look into if counterterrorism can be taken into account in revising capacity distribution, or if other measures or instruments would be more suitable to that end.

## Findings in specifying and analysing both themes

In answering the sub questions, it turned out to be complex to draw conclusions on the development of occurrences of the elaborate themes (Q) and its effect on policework (P).

Multiple factors hamper the analysis:

- **Degree of detail:** This study looked into multiple phenomena in such a detailed manner that imperfections in data and registrations became clear. Some data are not collected specifically, and other data have only been classified in a certain manner quite recently.
- **New phenomena:** Some of the studied phenomena are relatively new or have seen a rise in attention from the police and its partners in recent years. This means that both the way in which these phenomena are registered, and the procedures that are used are still being developed. Therefore, for newer phenomena the existing data can hardly be objectified.

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- **Proactive police work versus reactive police work:** A part of the crime related phenomena are so-called proactive policing cases; this concerns criminal phenomena that are only detectable by proactive police work. This kind of crime does not have an objective foundation for collecting data. Measures that show the objective number of occurrences of these proactive policing cases are possible but also very detailed and finding them would therefore be very time consuming.