

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Kent Police



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What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

Our inspection approach

In 2018/19, we adopted an [integrated PEEL assessment](#) (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

We consider the risk to the public in these areas important enough to inspect all forces every year.

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected Kent Police against.










IPA area	Inspected in 2018/19?
Preventing crime and anti-social behaviour	No
Investigating crime	Yes
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Firearms capability	Yes
Meeting current demands	No
Planning for the future	Yes
Treating the public fairly	No
Ethical and lawful workforce behaviour	Yes
Treating the workforce fairly	No

Our 2017 judgments are still in place for the areas we didn't inspect in 2018/19.

Force in context

	Kent rate	England and Wales rate	
999 calls per 1,000 population 12 months ending 30 September 2018	175	171	
	Kent rate	Most Similar Forces rate	
Recorded crime per 1,000 population 12 months ending 30 September 2018	108	82	
Kent workforce			
	FTE in post on 31 March 2018	FTE in post on 31 March 2014	Percentage change
Police Officer	3,261	3,268	-0%
Police Community Support Officer	321	345	-7%
Police Staff	1,874	1,905	-2%
	Kent spend	England and Wales spend	
Spend per head of population 2018/19 projection	£160	£192	

Overall summary

	Effectiveness		Last inspected
Preventing crime and tackling anti-social behaviour		Good	2016
Investigating crime		Good	2018/19
Protecting vulnerable people		Good	2018/19
Tackling serious and organised crime		Good	2016
Armed response capability	Ungraded	2018/19	
	Efficiency		Last inspected
Meeting current demands and using resources		Outstanding	2017
Planning for the future		Outstanding	2018/19

	Legitimacy	 Outstanding	Last inspected
Fair treatment of the public	 Outstanding	2017	
Ethical and lawful workforce behaviour	 Good	2018/19	
Fair treatment of the workforce	 Outstanding	2017	

HM Inspector's observations

I congratulate Kent Police on its excellent performance in keeping people safe and reducing crime.

The force is good at preventing crime and [anti-social behaviour](#). It investigates crime well. It works effectively with other agencies to identify and protect [vulnerable people](#).

I am particularly pleased with the force's performance in recording crime. It has substantially improved its crime-recording accuracy since our 2017 inspection.

Kent Police is ambitious in its planning for the future and wants to be at the forefront of innovative practice. I am very impressed with its understanding of changing demand and how it links this to its future financial planning and workforce development.

Senior leaders make sure that the workforce understands the importance of treating the public and each other with fairness and respect. The force continues to be outstanding in this area. It clearly promotes the standards of professional behaviour it expects. This is well understood by the workforce.

Overall, I congratulate Kent Police for its excellent performance over the past year. I am confident that it is well-equipped for this to continue.



Zoë Billingham

HM Inspector of Constabulary

Effectiveness



Force in context

	Kent proportion	England and Wales proportion
Proportion of officers in a neighbourhood or response function in post on 31 March 2018	40%	40%

Victim-based crime per 1,000 population

12 months ending 30 September 2018

	Kent rate	Most Similar Forces rate
Violence against the person	42	27
Sexual offences	4	3
Theft Offences / Robbery	33	31
Criminal damage and arson	13	10

Crime Outcomes

12 months ending 30 September 2018

	Kent proportion	England and Wales proportion
Proportion of crimes where action was taken	9%	12%
Proportion of crimes where suspect was identified	52%	41%
Proportion of crimes where victim did not support police action	28%	21%

How effectively does the force reduce crime and keep people safe?



Good

Summary

Kent Police is effective at reducing crime and keeping people safe.

It is good at investigating crime. But it should quickly resolve the problems with its new information and communications technology (ICT) system. The force should also make sure it doesn't close investigations too early.

The force is good at protecting vulnerable people. It works well with partner organisations to do this. It also uses its protective powers well. But it needs to make sure it has enough staff in its online investigation team to manage demand.

In 2017, we judged Kent Police as good at preventing crime and tackling anti-social behaviour and at tackling [serious and organised crime](#).

Preventing crime and tackling anti-social behaviour



Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017/18 effectiveness inspection has been carried over.

Investigating crime



Good

Although the force is good at investigating crime, investigations by response officers need to get better. Some officers' workloads are too high. The new ICT system has caused delays in crime allocation and created problems. The force should make sure this doesn't affect victims.

The force is outstanding at recording crime. But it closes many investigations early when the victim doesn't support prosecution. The force could continue to investigate some of these cases. It should therefore make sure officers are making the right decisions.

The force is good at catching criminals. It is working hard to reduce the number of suspects who haven't yet been interviewed.

Area for improvement

- The force should ensure it progresses cases effectively, even if the victim does not support the investigation, and that officers understand the importance of this.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Investigation quality

The force conducts good investigations that lead to satisfactory results for victims. We reviewed 62 files from recent investigations and found 43 to be of an overall good standard. During our fieldwork, we assessed several investigations that the force had completed over the telephone. We found them to be appropriate for this type of investigation. In our 2017/18 effectiveness inspection report, we identified an area where the force needed to improve. We said the force should make sure that it completes all investigations to a consistently good standard and in a timely manner so that victims receive an appropriate level of service. In this inspection, we found that supervision and the quality of investigation remains broadly good. But some areas of the force provide better investigations and levels of scrutiny. Primarily this is in the specialist departments. Investigations undertaken by uniformed response officers still require improvements. We found instances where supervisors tend to accept rather than challenge and improve the direction of an investigation. Most cases that we reviewed had investigation plans. Officers' investigation workloads are mostly at acceptable levels, but some officers and teams have excessive workloads.

The implementation of a new ICT system (Athena) throughout the force has created some problems and delays in the allocation of crimes. The force introduced Athena five weeks before our inspection. The implementation experienced difficulties, including several system outages and a gap between switching off the old system and switching on Athena. This caused a backlog of crimes in the incident management unit (IMU) awaiting allocation to divisions and departments. During our inspection there were about 2,000 crimes awaiting allocation, with delays of about 14 days. Previously, the IMU had been able to manage its demand without any noticeable backlogs. We found minimal evidence of any proactive management or of any continuing assessment of these 2,000 crimes. Plans for the IMU's medium to longer term approach to the effect of Athena were evident. But the force didn't appear to recognise the need to deal with the immediate problem of the delays and to identify and remove any blockages in processes to reduce the likely effect on victims. We raised this with force leaders during the inspection and they immediately took remedial action and developed a recovery plan to address matters. The plan includes

close working between the IMU and divisions. We revisited the force four weeks after the inspection. We found that it had halved the backlog and had the matter under control, including continuing triage of those crimes held within the IMU. We will continue to monitor this issue during our routine engagement with the force.

The force has recorded a 34.7 percent increase in crime over the 12 months to March 2018. This increase is partly caused by improved crime-recording processes. We graded Kent Police as outstanding in how it records crime in our September 2018 crime data integrity inspection. We found it to be 96.6 percent compliant with the National Crime Recording Standards. However, many investigations are being closed early because of evidential difficulties where a suspect has been identified but the victim doesn't support the investigation. This is called 'outcome 16' under the Home Office outcomes framework. The force closed 37,278 investigations using outcome 16 in the 12 months to 31 March 2018. This is an increase from 2016/17, when the force closed 25,963 investigations this way. However, over the same period the force recorded 46,000 more crimes due to improved crime-recording methods. So, in 2016/17, 23.4 percent of all crimes were closed using outcome 16, increasing to 26.4 percent in 2017/18.

The force has undertaken much analytical work to try and better understand why its use of outcome 16 remains high and why some victims don't support police action. It has completed surveys of domestic abuse and some rape victims to make sure that the victim's voice is heard. But to date the force hasn't come to any firm conclusions. It is crucial that the force makes progress with those cases that should go ahead, even if the victim doesn't support this. Not to do so risks damaging public confidence in the force's investigative work. The force may wish to consider how it might reassure itself that officers understand the importance of making the right decisions in these cases.

In discussions with officers throughout the force, we found that they are very likely to close investigations if the victim isn't fully engaging with the investigation. In these instances, crimes are often closed without meaningful further investigation, and sometimes with no contact having been made with the suspect. We found cases where additional investigatory activity and/or action to contact the victim could have been undertaken. However, we also found some good evidence of officers working hard to keep victims engaged. And we found evidence of police-led prosecutions where the victim doesn't support the prosecution, but the police continue it with the support of the Crown Prosecution Service. Officers we spoke to felt police-led prosecutions were becoming easier due to the increased use and quality of [body-worn video](#) camera footage. The force has recently introduced new body-worn video cameras, which are easy to use, of good quality and are quick to download.

Senior leaders in Kent Police have worked hard to increase the numbers of skilled detective staff and the level of accredited detective officers continues to improve. In the force's detective establishment of 831 posts, 527 (63.42 percent) are held by accredited detectives, while over 300 officers are on the detective career pathway. The force provides excellent support to candidates entering the detective career pathway, such as a crammer course, mock exams, and access to online question sets. The force is talent-spotting officers who might be effective detectives. It assesses its student officers to see whether they might be suitable for training as a detective. These officers work in several detective roles during their probation. This includes being posted into the vulnerability investigation teams for 12 months

once they have reached about 15 months' service. This is to enhance their investigation skills and give them a better understanding of vulnerability. The force stresses the importance of the detective role in several ways. This includes inviting all successful officers to a graduation ceremony. Officers now recognise the detective role as something to which they can aspire.

Crime allocation decisions are reasonably consistent throughout the force. The force allocates most crimes to officers who have the required skills. However, the force is restructuring its operational model in response to changing demand projections. As part of this, it is moving a large number of officers into investigative roles. Some of these officers may not have all the required skills and abilities to investigate the crimes they are allocated. In these cases, the force expects that more experienced and senior colleagues will support these officers. We found evidence of this happening in many but not on all occasions.

The force's IMU does telephone investigations for crimes that have limited investigative opportunities. During our fieldwork, we assessed several of these investigations. We found them to have been appropriate for this type of investigation and the investigations themselves were of a good quality. However, the force had introduced the new Athena ICT platform a few weeks before our inspection, and this had caused large backlogs throughout all parts of the unit's work. The force uses an evidenced-based investigative tool (EBIT). This uses research it has done with the criminology faculty at Cambridge University to help prioritise investigations that are statistically more likely to result in a positive outcome for victims. The force currently only applies EBIT to four crime types, including some public order and assault offences. In addition, it doesn't use EBIT for any crimes arising from domestic abuse or hate incidents, or any crime involving a vulnerable victim. An officer will always investigate these sorts of crimes.

Kent Police generally provides victims of crime with a good service and usually updates them regularly as investigations progress. In our case file review, we judged that in 52 out of the 62 files there had been good victim care. The Athena ICT system automatically supports compliance with the Code of Practice for Victims of Crime and this should help the force to provide an appropriate level of care to victims.

Catching criminals

The force is good at pursuing and managing offenders who are a risk to the public. It understands and effectively uses post and pre-charge [bail](#). The process of quickly locating and arresting suspects continues to improve throughout the force. The force pays close attention to the number of outstanding suspects and the speed with which they are being circulated and arrested. All three policing divisions hold a monthly performance review meeting. The force has a daily 'most-wanted' offender, who features on the daily briefing so that all officers on duty are aware of that person. The force directs proactive teams of officers to locate and arrest outstanding offenders. It also makes use of its community policing teams (CPT) for this work. The CPT officers have good local knowledge and are effective in helping to locate offenders.

The force has created a bail decision-making model to help custody officers. The model has guidance on the current bail legislation including the Police and Crime Act 2017 and has clear references to how the [Code of Ethics](#) feeds into the decision-making model. It also details the considerations they should make about the nature of the offence and the vulnerabilities associated with the offender and the victim. The force can track the number of suspects [released under investigation](#) (RUI). It has a framework in place to examine those who have been released using the RUI process since the changes to bail legislation were introduced. It presents reports to divisions that contain data on the use of bail and RUI.

Kent Police has 2,759 people recorded who are wanted for one or more offences or who they wish to trace for other reasons not related to them being offenders, but who aren't circulated on the police national computer (PNC); 2,686 have been wanted for up to six months. This means that the force may not be bringing these suspects to justice as quickly as they might otherwise be. The force is aware of this problem and is working through the cases and circulating details of the suspects manually on the PNC if appropriate. This means that other police forces can help to find or arrest these people, and thereby reduce the risk to the public.

The force continues to work closely with Immigration Enforcement to check foreign offenders' identity and nationality, as well as to consider options to remove or deport people who have committed serious crimes or who pose a threat to communities. These strong links aren't surprising given the presence of the country's busiest port at Dover, where Immigration Enforcement has its own detention centre. The force monitors its performance in relation to foreign national offenders. It has established a foreign national offenders board, which meets every three months to discuss performance and to address any problems. The force processes 31,500 detainees per year, of whom 8–9 percent are typically foreign national offenders. It reports that it is currently achieving a 79 percent accuracy rate on all [ACRO](#) checks. The Athena ICT platform automates the ACRO process, which should help the force further improve its compliance.

Kent Police is working hard to ensure that it discharges its [disclosure](#) obligations in criminal investigations effectively. The disclosure process in criminal prosecutions provides a crucial safeguard to ensure fairness within the system. Police investigations must follow all reasonable lines of enquiry, even if they point away from the suspect. Prosecutors must provide the defence with any material that undermines the case for the prosecution or assists the case for the accused. Proper disclosure is vital for a fair trial. The force has fully engaged in the joint national disclosure improvement plan. It has created a disclosure portal on the force intranet for officers, which has numerous resources and clear pathways for escalating concerns about disclosure. It has also provided training, seminars and master classes that have included speakers from the head of the rape and serious sexual offences unit, and a barrister from a London Chambers. At the time of our inspection, about 40 percent of the workforce had undertaken the National Centre for Applied Learning Technologies package. The pressures of the mandatory Athena training roll out has had a negative effect on the completion rate of the current disclosure training. But now that this training is complete, the force expects that the completion rate for the disclosure training will rapidly increase.

Protecting vulnerable people



Good

Kent Police is good at understanding and identifying vulnerable people. It is good at identifying them when they first make contact. But it should make sure staff apply the risk-assessment tool consistently.

The force is good at supporting vulnerable victims. It works with a range of partners to do this. Officers are good at risk-assessing domestic abuse incidents. They identify [safeguarding](#) needs well. The force is good at responding to people experiencing mental ill health.

The force makes good use of its protective powers. It manages sex offenders well. But it needs to make sure it has enough staff in its online investigation team to manage demand.

Areas for improvement

- The force should within three months review its use of THRIVE within the control room and the incident management unit (IMU) and ensure that staff understand the importance of correctly assessing incidents.
- The force should, within three months, review its incident management unit recovery plan to ensure it gives victims an appropriate service.
- The force should review demand and capacity in its police online investigation team (POLIT) and reduce the backlogs in the department.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Understanding and identifying vulnerability

Kent Police has a clear definition of what vulnerability is. It has an effective strategy for protecting vulnerable people, which it communicates well. Officers and [staff](#) have a good understanding of the strategy. But we found some examples of officers and staff applying the [THRIVE](#) model poorly. The force has a comprehensive understanding of the nature and scale of vulnerability. It has developed this with other organisations, such as local authorities and mental health professionals.

Officers and police staff take proactive steps to uncover 'hidden' forms of harm such as vulnerable people being trafficked or subjected to forced labour. The force recorded 192 cases of human trafficking and modern slavery in 2017. It has dedicated vulnerable adult intervention police community support officers (PCSOs) whose role is to identify victims in their communities. The police and crime commissioner has introduced an anti-slavery partnership co-ordinator, who has provided training to frontline officers and staff, and engaged with partner agencies to build a co-ordinated approach across all organisations. In addition, all frontline officers and staff attend a

three-day public protection course that includes training on human trafficking and modern slavery.

The force is good at identifying vulnerable people at first point of contact, including repeat victims, victims of domestic abuse and people experiencing mental health ill health. The incident management system (Storm) and crime management system on Athena both have markers to identify a victim as vulnerable. We found that staff are using these consistently. Staff within the control room have used the THRIVE model of risk assessment for several years. However, while experienced staff understand the process and use it well, the high turnover of staff means that some incidents are subject to a poor THRIVE assessment by some newer staff members who are still developing their skills in this area. This means that the force may not always be managing risk as well as it should be.

Responding to incidents

Force control room staff generally answer calls promptly. Significantly, the force has reduced its 101-abandonment rate from 18 percent in 2017, to the current 7 percent. This has improved the service it provides to the public. It has done this by a range of measures that include targeted overtime and maintaining experienced staff numbers within the force control room. The force is working with a consultancy firm to undertake a full review of the control room and its contact management structures. This is to improve services further and ensure the sustainability of its processes. We found that officers attend incidents involving vulnerable people quickly enough to keep them safe. We reviewed several incidents and found that staff had graded them correctly and allocated the appropriate resource. We saw evidence of supervisors upgrading incidents involving vulnerability and other higher-risk issues (if they assessed the initial grade as incorrect or if the circumstances of the incident changed) to ensure a quicker response by patrol officers. Supervisors review incidents and the force incident manager monitors those that are more serious.

Frontline staff follow a clear process when assessing risk and addressing the nature of a victim's vulnerability. Officers identify safeguarding needs using the [DASH](#) risk-assessment process for all domestic abuse incidents. Officers know they need to record the details of children within the household, whether they are present at the scene or not, to help with the consideration and safeguarding of their needs. Supervisors scrutinise DASH forms to ensure accuracy. The force is proactive in seeking initiatives that will improve policing. With the support of the [College of Policing](#), the force has designed a domestic abuse offender risk-assessment product (DA PRISM). This places the focus on the offender and the risk that they pose and then directs activity to reduce or remove the risk. The force is piloting this in Medway.

We do not have the mandate to inspect [police and crime commissioners](#) (PCCs). However, the force is in a unique position for improving how the police deal with mental health. Kent's PCC is the Association of Police and Crime Commissioners national lead for mental health and the police service. This means that he seeks to improve the police service's approach to mental health problems by leading and commenting on national discussions and supporting initiatives. At a local level, he chairs a quarterly Kent mental health oversight board that includes police and partners. This forum allows members to discuss and address issues, which is important given the amount of demand for mental health services in the county.

The force has a mature triage process and other mental health support options in place. Health service partners are available in the control room to assist staff and patrol officers with advice and guidance. The force reports that over the past 12 months there has been a gradual improvement of services provided by mental health partners, but there are still problems in A&E. The force has started joint mental health training with Kent and Medway NHS and the Social Care Partnership Trust, based on the two-day College of Policing course.

Mental health incidents equate to 8.4 percent of all recorded incidents in Kent. This is the second highest rate in England and Wales. Kent Police also has one of the highest rates for the use of [section 136 of the Mental Health Act 1983](#) at about 1,450 a year. The force has scrutinised the use of this power and believes that officers are using it correctly. In those cases that we reviewed, officers had used the power appropriately. There are concerns within the force that mental health partners are struggling to cope with their demand and that this is placing further pressure on the force. This issue is the subject of discussion between senior members of the force and mental health partners. We reviewed 65 mental health cases dealt with by the force and found that in most cases the action taken was appropriate and effective.

The Kent Social Care Partnership Trust provides a county-wide [street triage](#) service whereby a mental health nurse is available to support officers on the ground. A mental health nurse works within the force's control room to give advice to officers and on occasion to speak directly to those in mental health crisis who have telephoned the force. Triage cars are also available in the Medway area and in Thanet. This service runs three nights a week and with set hours (selected after reviewing police mental health data in both Medway and Thanet). Because of the increasing demand, the force and its partners have reviewed the mental health triage service in Medway and Thanet. This found that despite overall mental health demand, the force was only referring two to three cases to the service per shift. During the period of the review, 79 referrals were diverted to alternative services, thereby avoiding section 136 detentions. Kent and Medway's sprawling mix of urban and rural geography poses a significant challenge for a local response. This is reflected in the low number of triage referrals. Service demand fluctuates, but because the service needs to be available to respond, the triage car cannot support other activities, and this inevitably leads to periods of downtime. However, the review concluded that a full seven-day service would provide a better service. The force is currently considering this option with its partners.

The force makes appropriate use of [voluntary attendance](#) at police stations by suspects to protect victims, but it doesn't use voluntary attendance for domestic abuse cases. In Kent, the force attends almost three-quarters of domestic abuse incidents as an emergency or priority call. It makes an arrest at about 50 percent of domestic abuse incidents, which is higher than the rate for England and Wales. This means that victims are more likely to feel supported by Kent Police.

Supporting vulnerable victims

The force is good at supporting vulnerable victims and has been reducing its use of RUI in domestic abuse cases (down from 24.21 percent in the first quarter of 2017/18 to 21.52 percent in the fourth quarter) in favour of pre-charge bail (up from 8.19 percent in the first quarter of 2017/18 to 11.07 percent in the fourth quarter). This means that the force is likely to be reducing the risk to victims more effectively.

Community policing team officers have knowledge of, and some responsibility for, vulnerable victims. They have some safeguarding responsibilities, including for the elderly, those suffering with mental ill health and repeat victims of domestic abuse. Officers in Margate are part of a homeless forum alongside local authority and mental health partners. This group has implemented initiatives such as 'dementia pebbles' that are placed in sufferers' pockets to aid identification and confirm that they are suffering with dementia. In Chatham, officers conduct home visits to vulnerable people with families' officers from the council and there are numerous active youth initiatives. The force has introduced specialist PCSOs, such as the vulnerable adult intervention PCSOs, whose purpose is to identify victims of modern slavery and human trafficking in their communities. Other specialist PCSOs work with vulnerable adults, missing children, victims of domestic abuse and young people. The introduction of 40 trained sexual offence liaison officers is likely to improve support for victims and the force's approach to serious sexual offences.

The force is making effective use of protective powers and measures to safeguard vulnerable victims. However, the number of [domestic violence protection orders](#) (DVPOs) has decreased from 237 in 2017 to 156 in 2018. The force has reviewed this decline and has identified reasons for this. Not all domestic violence protection notices (DVPNs) go ahead due to the poor quality of applications. In some cases, the force's legal services have assessed that there is insufficient evidence for a charge and so the force has withdrawn the application. The force also identified that the courts are refusing to grant repeat DVPO applications, as this isn't their intended purpose.

The level of 'right to know' and 'right to ask' ([Clare's Law](#)) disclosures remains reasonably constant, which means that the force continues to offer victims and potential victims information to keep them safe. The number of disclosures made has increased from 3 to 4 under right to ask but decreased from 37 to 27 under right to know. The number of right to ask applications has reduced however from 94 to 47. This may reflect a reduced public awareness of the scheme and the force should consider how to address this.

The force works with a range of partner organisations to ensure bespoke specialist safeguarding arrangements are in place for vulnerable people. There are two [multi-agency safeguarding hubs](#) (MASHs) – one at Medway and a central referral unit (CRU) based in Ashford that operates as a MASH. The police and social services partnership within the CRU operates 24 hours a day, every day. Other partners (such as child services and probation) are available during office hours. The CRU is therefore able to complete real-time assessments and referrals. The Medway MASH is still developing. It has recently implemented early help arrangements, and there is a new multi-agency governance structure for tackling domestic abuse. Medway is yet to implement [Operation Encompass](#). This is the notification by the police to schools

of domestic abuse incidents affecting their pupils within the previous 24 hours. Schools in Sandwich and Deal are engaged in the scheme and the next stage is for Medway to begin using the scheme in autumn 2019. The force is currently engaging with Medway to ensure that everything is ready to introduce Operation Encompass smoothly.

The force is part of an established and effective [multi-agency risk assessment conference](#) (MARAC) process. The force and statutory voluntary agencies refer all high-risk cases of domestic abuse to one of the 13 MARACs operating in the county. There is little variation in the proportion of referrals received from the various organisations, but the volume has fallen in the 12 months to June 2018, for almost every agency except children's social services (which has increased from 37 to 51 referrals). Housing referrals have reduced from 67 to 44. Over the same period, the rate of repeat referrals to the MARAC reduced from 839 to 751. The force and its partners are constantly assessing the numbers and types of referrals to understand the changing nature of demand.

The force regularly seeks and uses feedback from vulnerable victims and service users to improve services. It has engaged with victims of crime to seek their views on the service provided. This includes victims of domestic abuse and some victims of rape. The force has been proactive in engaging with victims who haven't supported its investigations and shares the results with partner organisations at forums such as the MASH.

Kent Police manages the risk of registered sex offenders (RSOs) effectively, minimising the risk to the public. The force manages 2,451 RSOs living within the county. To deal with this demand there are dedicated teams in each of the three divisions, made up of well-trained and qualified officers and police staff. Each officer has responsibility for between 36 and 70 individual RSOs. RSOs feature in the shift briefings and the force expects response officers and CPT staff, including PCSOs, to know who the RSOs are in their area.

The force is proactive in its approach to identifying those who share indecent images of children online. It has achieved positive results in the past from the cases initiated by the National Crime Agency's child exploitation and online protection team. But the police online investigation team (POLIT) that completes this work is currently experiencing increased demand. This has affected their ability to manage their workloads and has created backlogs in their cases awaiting action. Demand from paedophile-hunter cases is increasing. In 2017, there were 30 investigations instigated in this way. These cases require an immediate response from the POLIT, as the paedophile hunters will only contact the force once arrangements are in place and they are travelling to meet the suspect and the risk of confrontation and the risk to the suspect are high. The force is aware of the capacity problems within the POLIT and has plans to increase the numbers of staff in the unit to meet demand.

The force routinely uses preventative or ancillary orders to protect the public from dangerous and sexual offenders. In the 12 months to 31 March 2018, the force issued 151 [sexual harm prevention orders](#) (SHPOs). This is a slight increase on the 147 issued in the previous 12-month period. The force actively manages breaches of such orders. It reports that it dealt with six SHPO breaches in the 12 months to

March 2018. In the same period, the force issued four sexual risk orders, with two of these being breached.

Tackling serious and organised crime



Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over.

Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The [Code of Practice on the Police Use of Firearms and Less Lethal Weapons](#) makes forces responsible for implementing national standards of armed policing. The code stipulates that a [chief officer](#) be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an [armed policing strategic threat and risk assessment](#) (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Understanding the threat and responding to it

The force has a good understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [College of Policing guidance](#). The APSTRA is published annually and is accompanied by a register of risks and other matters of interest. The [designated chief officer](#) reviews the register frequently to maintain the right levels of armed capability and capacity.

Kent Police also has a good understanding of the armed criminals who operate in its communities, the likelihood of terrorist attacks and the venues that may require additional protection in times of heightened threat.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. Most of the armed incidents in Kent are attended by officers trained to an [armed response vehicle](#) (ARV) standard. Kent Police has sufficient ARV capability. It is one of several forces that has received Home Office funding as part of a programme to boost armed policing in certain parts of England and Wales. We established that the force has fulfilled its commitment to the programme by increasing the availability of ARVs.

Incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers. We found that Kent Police has good arrangements in place to

mobilise specialist officers should their skills be required. Tried and tested procedures are in place to draw on the support of the regional counter terrorist unit or neighbouring forces should these capabilities be required.

Working with others

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. Consequently, armed officers must be prepared to deploy flexibly in the knowledge that they can work seamlessly with officers in other forces. It is also important that any one force can call on support from surrounding forces in times of heightened threat.

This is an area where Kent Police performs well. Close working between Kent Police and neighbouring forces means that armed officers can deploy quickly and efficiently in the region. Kent Police, together with forces in the East of England, is planning to strengthen collaborative arrangements. As well as making savings, these plans aim to standardise training and improve the availability of firearms officers throughout the region.

We also examined how well prepared forces are to respond to threats and risks. Armed officers in Kent are trained in tactics that take account of the types of recent terrorist attacks. Also, the force has an important role in designing training exercises with other organisations that simulate these types of attack. We found that these training exercises are reviewed carefully so that learning points are identified, and improvements are made for the future.

In addition to debriefing training exercises, we found that Kent Police reviews the outcome of all firearms incidents that officers attend. This helps ensure that best practice or areas for improvement are identified. We also found that this knowledge is used to improve training and operational procedures.

Efficiency



Force in context

	Kent spend	England and Wales spend
Spend per head of population 2018/19 projection	£160	£192

Spend per head of population by category

2018/19 projection

	Kent spend	England and Wales spend
Visible frontline	£56	£65
Non-visible frontline	£58	£62
Frontline Support	£13	£17
Business support	£30	£41
Other	£4	£8

How efficiently does the force operate and how sustainable are its services?



Outstanding

Summary

Kent Police operates efficiently and provides services that it can maintain in the long term.

The force is outstanding at future planning. It understands how demand is likely to change. It uses a range of data and works closely with partner organisations to do this.

Kent Police communicates really well with the public. The force understands what matters to people. It knows what skills it needs to provide a good service. The force has a good financial and people plan. It is good at identifying and supporting future leaders.

In 2017, we judged Kent Police as outstanding at meeting current demands and using resources.

Meeting current demands and using resources



Outstanding

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 efficiency inspection has been carried over.

Planning for the future



Outstanding

Kent Police is outstanding at planning for the future. It understands trends in demand and is good at predicting these. It works closely with academic institutions and partner organisations to do this. The force invests in projects that will save it money and help it provide better services.

The force is really good at communicating with the public. This means it understands what matters to the public. It knows what skills it needs to respond to this. The force has clear priorities and a good financial and people plan. It is good at identifying and supporting future leaders.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing future demand for services

Kent Police has a proven record in predicting future demand. It uses technology and a wide range of data effectively to understand trends in demand. It can predict likely future demand and past forecasts have been accurate. The force is conducting analysis in respect of population and housing growth and the expected call volumes this will create. It has also analysed the likely effect of technology on demand. In Kent, 11 percent of total crime is reported through online services and this is predicted to increase. The force undertook a wide-ranging review of its operating model in 2017 and it continues to review and assess this work based on its predictions for changes in demand. Areas currently under review include the force control room, the POLIT, and the force's response to Brexit. The force continues to work with academia, such as Canterbury University, to increase its understanding of future demand and how best to manage it. It consults the public regularly to understand their changing needs.

Kent Police invests in 'spend to save' projects as part of its change programme. It is good at tracking the benefits of its work. Examples include the £0.5m spent to increase reporting online and the £4.9m spent on providing frontline officers with mobile devices. The force's use of [reserves](#) strikes a good balance between contingency funds for operational emergencies and supporting change in the force. Over the course of the [medium-term financial plan](#) (MTFP) between £0.6m and £1.5m will be set aside for 'spend to save' schemes. A further £4m is budgeted for the forthcoming two years of the MTFP to fund relocations and redundancies, to support the future ambitions of the force control room and call-taking services.

The force has identified and quantified emerging demand and hidden demand in its analysis of future needs. It has invested in an anti-slavery partnership co-ordinator who has given training to frontline officers and staff. It has also engaged with partners and principal interested parties to ensure a co-ordinated approach throughout all organisations. It continues to work closely with local authorities and health agencies to gather and analyse data, helping it to assess where harm is concentrated and what forms of exploitation exist in local communities.

Understanding public expectations

The force communicates exceptionally well with the public. It understands what its public wants, and how public expectations are changing. It undertakes a public survey every year and the office of the PCC conducts public surveys as part of its yearly planning cycle. This is the 'what matters to you survey', which covers 25 crime types and other issues such as anti-social behaviour. A survey of those using the online crime-reporting tool showed that 44 percent of respondents had phoned the 101 number and, while waiting, had stopped the call as they heard the information provided to waiting callers that online crime-recording was available.

The force engages with the public to inform its plans and adapt its services appropriately. For example, during the evaluating and planning phase of its new operating model (New Horizon), the force engaged with more than 100 communities, and held 40 focus groups, with up to 200 people attending each meeting or engaging online. It consulted these groups again after bringing in New Horizon, both to explain the final version of the operating model and to reassess the public's expectations. This consultation led to the force keeping 300 PCSOs and introducing schools' officers, as this was what the public told them was important. The force also engaged with an extensive range of partners and interested parties, finishing in an event attended by more than 50 partner organisations.

As a direct response to this work, the chief constable and the PCC used force reserves and an increase in the council tax precept to redirect 100 officers and 80 staff to posts within local policing. These included: response roles; investigation (specifically to tackle increases in crime including domestic abuse, child sexual exploitation, rape, hate crime and serious violence); and mental health (to tackle increases in demand). The force also deployed officers to increase visibility and engagement within rural communities and to road safety activities to reduce the number of fatalities and injuries on Kent roads.

The force understands the skills and capabilities it needs to respond to the needs of the public. Procedures are in place to ensure that the force distributes the skills, experience and capabilities of the workforce in accordance with demands and needs. The force's resource allocation model supports the deployment of officers and staff around the force. This provides accurate forecasting of resourcing levels, including factors such as maternity absence. It can also calculate resourcing needs based on the work required for certain investigations such as rape. The force control room is a good example of how the force has prioritised resources. It has made more money available to pay for additional staff hours to improve the 101 service. In 2017, the force was recording a 101-abandonment rate of over 18 percent. By permanently posting an additional 50 staff to the control room, and by rewarding current staff for working anti-social and additional hours at peak times, the force has reduced the abandonment rate to about 7 percent. This means that the public are more likely to have a positive response when they contact the force.

Prioritising

The priorities in the police and crime plan 2016–20 are clear. They reflect a detailed understanding of the force's future demand as well as changing public expectations. The priorities are to:

- put victims first;
- fight crime and anti-social behaviour;
- tackle abuse, exploitation and violence;
- combat organised crime and gangs;
- provide visible neighbourhood policing and effective roads policing; and
- deliver an efficient and accessible service.

The plans, including the force's financial savings plan, make it clear how the force's resources support these priorities and the public's expectations. The force has designed New Horizon to be flexible to meet future demand and public expectations. The workforce has been part of the planning process for New Horizon and so they have an excellent understanding of it and the rationale it's based on. Examples of the force allocating resources to meet the PCC's vision and objectives include: the movement of officers and staff to support victims of rape, modern slavery and human trafficking; and the increase in officers and staff to enhance the investigations and better manage the increasing demands from cyber-enabled crime.

Future workforce

Kent Police's workforce plans link directly to the likely demand it will face. Workforce plans address both the capacity needed to respond to projected demands and the expertise that will be required in the future. The force is making good use of this year's increase in the council tax precept to boost recruitment. Some 80 officers have joined since April 2018. It is anticipated that the force will recruit a total of approximately 500 officers by the end of this financial year. The force is using this boost in recruitment to support the detective fast-track programme. Kent Police is being innovative by using associate trainers to get the most out of the training facilities. The force provides a range of career progression opportunities for police officers and members of staff. Online tools known as the 'develop you' and 'develop me' schemes provide access to career development opportunities: for example, if officers wish to explore becoming a detective they can start on the detective career pathway.

The force is very good at identifying and supporting gifted and talented individuals who will lead the force and the police service into the future. This year it has three officers joining the national strategic command course from where forces select future chief officers. The force is selecting leaders from all areas to ensure it has the necessary capabilities. It has developed an in-force graduate entry programme that has 13 people on it, with 23 percent being from a black, Asian or minority ethnic (BAME) background. The force has confirmed that it will recruit from the national graduate [Police Now](#) scheme from 2019. This means it will appoint officers directly into middle and senior management positions. The force has been active in universities in South East London with recruitment campaigns. All graduate entrants have a superintendent appointed as their mentor. Recruits to this scheme give very

positive reviews of the programme. In particular, many say they hadn't thought of the police as a career but the effort that Kent Police has put into promoting the service was a decisive factor.

Kent Police has recruited an apprenticeship manager and is currently evaluating several apprenticeship programmes to start in 2019. This includes the senior leader master's degree apprenticeship which sits within the 'Police Executive Programme's Master of Studies (M.St) in Applied Criminology and Police Management' from Cambridge University. The force has started a detective fast-track programme known as 'investigate first'. This is to help address some of the difficulties in recruiting and retaining detectives. Some 44 new recruits have joined the force on this scheme. The force has ambitions for the workforce to be fully digital-enabled by 2025. It has a strapline of 'Think Digital' for all training and has a digital, information and intelligence plan in place to build up the workforce skills in this important area for future policing.

Finance plans

Following its 2010 consultation about revaluing public-sector pensions, the government announced, in 2016 and 2018, reductions in the discount rate it uses to set contribution rates for the unfunded public service pension schemes. These include the police service pension scheme. A lower discount rate will result in higher contribution rates for the employer. The official notification of a lower rate in September 2018 did not allow PCCs time to include the effect of this in their financial planning. In December 2018, the government announced a pension grant for 2019/20 for each PCC. It allocated funding to each force to specifically help the police pay for these increased costs in the next year. PCCs must now plan for how they will finance the increased costs in the following years, assessing the impact on their officer numbers and their ability to provide effective and efficient services.

Kent Police is very good at financial planning. The force has an excellent record of robust and successful financial management. It has saved £90m since 2010. Kent Police's spending per head of population demonstrates cost effectiveness. Its revenue expenditure per head of population is £155 compared with a national average of £177. The force's financial plans are realistic, built on sound assumptions and have been subject to review by experts. There is clear alignment between the change programme and financial planning. The force divides the responsibilities for change management between project teams, an assurance unit that validates new ways of working with frontline operational staff, and an oversight team that ensures planned savings are in line with the MTFP.

The force has achieved its savings requirement for the current financial year. The MTFP that it published in February 2018 included £24.1m of savings over a three-year period. The force has since increased this figure to £47m (of which £30.9m is saving requirements and £16m is contribution to capital and increased employer pension contributions). These figures include the effect of a one-off rise in precept in 2019/20. The force recognises that it needs to take new steps to secure savings. It has identified areas where it believes it can provide services more efficiently. These include better forecasting of the difference in pay costs between leavers and joiners, where it believes it can secure £2.6m of savings. Other examples include robotic process automation in crime recording, case file building and force control room dispatch, where it believes it can secure £3.6m. The savings requirement

outlined above is based on a worst-case scenario of: a post 2019/20 'flat cash' settlement from the government; the effect of expected additional employer contribution to pensions of £12m; and increased insurance premiums of £1m. The chief finance officer also warns that the effects of Brexit may bring additional costs to the force from some of its European Union contracts such as those for ICT, body armour, and vehicles.

The force's capital programme supports large-scale change and the future ambition of the service. It includes:

- £0.5m in the force control room 'channel shift' programme, which encourages people to contact the force via the internet rather than by telephone;
- £4.9m in mobile working;
- £4.2m in multi-media capture; and
- £11m allocated from the revenue budget until 2022/23 for New Horizon.

The force's use of reserves strikes a good balance between contingency funds for operational crises and supporting change in the force. The reserves account closed at £51m in 31 March 2018 and is due to reduce to £16m in April 2023. Some £9m will be set aside as general reserves, £3m for insurance and between £5m and £0.3m for budget volatility over the lifespan of the MTFP. Between £1.5m and £0.6m will be set aside for 'spend to save' schemes and £4m for the forthcoming two years of the MTFP to fund relocations and redundancies. The force's investment into spend to save projects importantly supports its future ambitions for large-scale change.

Leadership and workforce development

The Kent Police and Essex Police leadership strategy includes detailed plans to recruit and develop the workforce to face the challenges of the future. The force benefits from national talent management and [fast track](#) schemes as well as a local scheme to help individuals achieve their potential. The force's belief that 'everyone is a leader' is supported by the 'develop you' and 'develop me' programmes. The programmes give access to career pathways such as internal exchange opportunities and external attachments and they also include 360-degree feedback and Myers-Briggs personality profiling. The force is also promoting opportunities on the College of Policing's senior leadership programme. Over 1,000 members of the workforce have entered the 'develop you' programme. We are pleased to see that the force offers similar opportunities to members of police staff. The police staff leadership pathway programme is readily available to staff within the junior grades with the potential to progress into more senior leadership positions. Its aim is to help aspiring leaders with the right skills and experience to progress to senior leadership roles in Kent Police.

The force is willing to recruit externally, and it advertises its senior posts vacancies nationally. This includes chief inspector and superintendent positions. The force has also developed a talent matrix to help identify and develop officers and staff with leadership potential. This is part of a scheme to help them progress rapidly to senior positions or to develop their skills through lateral development opportunities. The force has moved away from a lengthy paper application process. Staff interested in progression and development are able to embark on a personalised development

plan, linked to 'develop you' and the force's leadership academy. The force manages its future promotion requirements and succession planning by assessing staff according to their motivation, performance and potential for promotion. The force calls this the leadership pipeline.

The force is committed to the development of its workforce and to helping the best to reach the top of the organisation. It is hopeful that the increased diversity of the workforce due to new recruitment processes will increase the diversity of leadership in the force, and talent-spotting has already begun among the new recruits.

Ambition to improve

Kent Police has a proven record of being ambitious and introducing large-scale change. Its current plans reflect this approach and, if successfully implemented, they should bring about major improvements in how the force provides its services to the public. The plans are realistic, built on sound assumptions and have been reviewed by external experts. The force has the expertise and capacity it needs to implement this large-scale change and it uses consultants to fill any gaps. An example of this is the consultants it used to assist in the detailed data modelling work. The change programme aims to invest in infrastructure to make savings in the future. It strikes a good balance between recruiting additional officers and building capacity by strengthening joint working. The change programme is well resourced and brings pace and rigour to achieving its objectives.

The force understands clearly the benefits of working with others. Since 2010, the combined directorates with Essex Police have provided support services and the force's major crime function. The force estimates that it saves £1.5m every year through the joint provision of support services. The establishment of a joint business centre for both forces at Great Dunmow aims to release an additional £0.6m of savings.

Even more plans are in place to work with Essex Police in the interests of efficiency. These focus on closer working relationships in roads policing and dog handling, as well as plans for a joint digital investigation service for cyber-crime, fraud and child abuse cases. The MTFP prioritises the advanced and ambitious ICT transformation plans (a joint Essex and Kent plan). Revenue and capital expenditure is designed to make Kent Police a 'digital first' organisation. The seven-force strategic alliance, of which Kent Police is a member, is also examining the prospects for more efficiencies through closer working with all forces in the East of England.

Legitimacy



Force in context

Comparison of Kent workforce ethnicity with local population as of 31 March 2018

	Kent proportion	Local population proportion
Black, Asian and minority ethnic as % of those with stated ethnicity	2.9%	6.9%
White as % of those with stated ethnicity	97.1%	93.1%
Not Stated as % of total	1.7%	

	Kent proportion	England and Wales proportion
Proportion of female officers in post as of 31st March 2018	28%	30%

Stop and search by ethnicity

12 months ending 31 March 2018

Kent
disproportionality

Stop and Search likelihood of
BAME individuals compared to
white individuals

4.2

Stop and Search likelihood of
Black or Black British individuals
compared to white individuals

12.4

Kent
rate

England and Wales
rate

Number of stops and searches
per 1,000 population

3.3

4.8

12 months ending 31 March 2018

How legitimately does the force treat the public and its workforce?



Outstanding

Summary

Kent Police treats the public and its workforce legitimately.

It is good at behaving ethically and lawfully. Force leaders model this and support a culture of learning. The force encourages officers and staff to think about how they would respond to ethical dilemmas.

The force has an anti-corruption plan. But it needs good monitoring systems to support this. And it needs to have more people working in this area. The force is making better links with groups that work with vulnerable people. This will help it manage corruption better.

In 2017, we judged Kent Police as outstanding at treating the public and its workforce fairly.

Treating the public fairly



Outstanding

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, we reviewed a representative sample of 103 stop and search records to assess the reasonableness of the recorded grounds. We found that 80 percent had reasonable grounds recorded. Our assessment is based on the grounds recorded on the record by the searching officer and not the grounds that existed at the time of the search.

In our [2017 legitimacy report](#), we recommended that all forces should:

- monitor and analyse comprehensive stop and search data to understand reasons for disparities;
- take action on those; and
- publish the analysis and the action by July 2018.

We found that the force has complied with some of this recommendation. But it doesn't identify the extent to which [find rates](#) differ between people from different ethnicities and between different types of searches (including separate identification of find rates for drug possession and supply-type offences). It also isn't clear that the force monitors enough data to identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed the force's website and were unable to find analysis it had carried out to understand reasons for disparities or an explanation of subsequent action taken.

Ethical and lawful workforce behaviour



Good

Kent Police is good at behaving ethically and lawfully. Force leaders show how to make ethical decisions. They support a culture of learning. Officers and staff have an excellent understanding of how to police ethically. The force encourages them to think about how they would respond to individual ethical dilemmas.

The force has a plan for preventing and dealing with corruption. But it needs to have full ICT monitoring to support this. And it needs to have more people working on it. The force is making better links with groups that work with vulnerable people. This will help it manage officers who [abuse their position for a sexual purpose](#).

Areas for improvement

- The force should ensure its counter corruption unit:
 - has sufficient capability and capacity to be effective in its proactive approach to counter corruption; and
 - can fully monitor all of its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse.
- The force should ensure it builds effective relationships with the groups and organisations that support and work with vulnerable persons.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Maintaining an ethical culture

Kent Police leaders continue to promote the Code of Ethics. It makes sure its workforce receives advice and extensive training on ethical decision-making. As a result, officers and staff have an excellent understanding of ethical policing. All officers spoken to during our inspection were aware of the importance of ethical decision-making and were able to give examples. The force has well-established culture boards in place and an [ethics committee](#). These continue to provide the force with a solid base for its ethical developments.

The force has introduced a monthly ethical dilemmas section on its internal website. This is generating debate among the workforce, especially as it asks the reader to make a judgment on the dilemma. The force publishes the results as percentages, thereby encouraging further ethical discussions. All staff we spoke to during our inspection were aware of and engaged in this initiative. The last dilemma was about sexual contact with a vulnerable victim some months after professional contact had ceased.

Force leaders act as role models for ethical decision-making. This includes encouraging individual and organisational learning rather than assigning blame. A video called 'understanding the boundaries' has been used to further underpin the workforce's understanding of acceptable behaviours, including abuse of position for sexual purpose. There is an established and well-used process for the workforce to refer difficult ethical issues. The force acts on learning and provides feedback to the workforce.

The force met its national vetting deadline target of 8 December 2018. It has now re-vetted all but three of its workforce (with the three cases, there are either outstanding enquiries or the applicant is long-term sick). Vetting renewals are now business as usual, identified by a 'bring forward' on the force's system. However, the recent large recruitment campaign has seen an increase in demand, with an additional 200 officers and 82 police staff requiring vetting. This means that backlogs are beginning to appear. The force is aware of this and has recruited additional staff to deal with the problem. The force monitors the results of its vetting decision-making to identify any differences between groups. The director of human resources receives a report that details the reasons for rejections, including for BAME candidates.

The force complies with its duty to notify the College of Policing about members of the workforce who are under investigation for gross misconduct, or who have left while under investigation, or who have been dismissed for gross misconduct to prevent them from working within law enforcement. Officers and staff understand the expected standards of behaviour. They know about the policies on business interests, reportable associations and gifts and hospitality. The force has effective ways of clarifying and reinforcing acceptable and unacceptable behaviours. It publishes the results of discipline cases and emerging themes, especially about inappropriate contact with victims of crime. The [professional standards department](#) (PSD) also produces and publishes a 'lessons learnt' bulletin. The force's very positive and open culture means that the workforce is fully aware of the risks of not adhering to the standards.

Tackling corruption

The force has an effective anti-corruption strategic assessment. It subjects this to a satisfactory governance and refresh process. The strategy is comprehensive, but because of limited capacity the [counter-corruption investigation unit](#) (CCIU) can't address all the strands within it. For example, the force doesn't use the information that it holds on its workforce, such as who individuals associate with, that might identify those who may become a corruption risk. As a result, it is unable to put effective interventions in place to support those individuals. Plans are in place to arrange a meeting between the main departments to identify those who are at risk of corruption and then make interventions.

The force has made good progress in the last few months against the outstanding areas of our 2016 legitimacy national recommendation. The review of CCIU capacity is continuing and the force expects to create new posts in 2019. The new Athena IT platform should help the force to protect the information contained within its systems. The work required to create effective links with external organisations has been slow to make progress. This work aims to create relationships with groups and organisations that work with vulnerable people, so that the force can gather any potential intelligence related to officers abusing their position for a sexual purpose. Although progress has been slow, recent activity directed by the head of the PSD is beginning to create the desired links and relationships.

The force has adopted and complies with the national strategy on the problem of officers abusing their position for a sexual purpose. The workforce's understanding of this type of abuse of authority, and the unacceptability of such activities, is strong. Everyone we spoke to during our inspection understood this. Coupled with the workforce's knowledge of how to report such types of behaviour, this means the force is in a healthy position in this area.

Treating the workforce fairly



Outstanding

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- our inspection fieldwork; and
- data we collected directly from all 43 police forces in England and Wales.

When we collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they gave us, to make sure it was accurate. For instance:

- We shared the submitted data with forces, so they could review their own and other forces' data. This allowed them to analyse where data was notably different from other forces or internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors.

We set out the source of this report's data below.

Methodology

Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

When other forces were unable to supply data, we mention this under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2017 population estimates. This was the most recent data available at the time of inspection.

Survey of police staff

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 32 and 365. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

BMG survey of public attitudes towards policing (2018)

We commissioned BMG to survey public attitudes towards policing in 2018. Ipsos MORI conducted a similar version of the survey in 2015–2017.

The survey consisted of about 400 respondents for each of the 43 forces. Most surveys were completed online, by members of online research panels. However, a minority of the surveys (around 750) were conducted face-to-face. These face-to-face surveys were specifically targeted to groups that are traditionally under-represented on online panels. This aimed to make sure the survey respondents were as representative as possible of the total adult population of England and Wales. A small number of respondents were also surveyed online via postal invites to the survey.

Results were weighted by age, gender, ethnicity and indices of multiple deprivation to match population profiles. The sampling method used is not a statistical random sample and the sample size was small, which may be more problematic for larger force areas compared to small ones. So any results provided are only an indication of satisfaction rather than an absolute.

[The findings of this survey, and previous surveys, are available on our website.](#)

Review of crime files

We reviewed police case files for these crime types:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:

- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 January and 31 March 2018 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Midlands Police and Greater Manchester Police where we reviewed 90.

For our file review, we only selected a small sample size of cases per force. So we didn't use results from as the only basis for assessing individual force performance, but alongside other evidence.

Force in context

999 calls

We collected this data directly from all 43 police forces in England and Wales.

Recorded crime and crime outcomes

We took this data from the December 2018 release of the Home Office [police recorded crime and outcomes data tables](#).

Total police-recorded crime includes all crime (except fraud) recorded by all forces in England and Wales (except BTP). Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this inspection. So England and Wales rates in this report will differ from those published by the Home Office.

Police-recorded crime data should be treated with care. Recent increases may be due to forces' renewed focus on accurate crime recording since our 2014 national crime data inspection.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 30 September 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.
- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, [Crime outcomes in England and Wales: year ending March 2018](#).

Workforce figures (including ethnicity and gender)

We took this data from the Home Office annual data return 502. The data is available from the Home Office's published [police workforce England and Wales statistics](#) or the [police workforce open data tables](#). The Home Office may have updated these figures since we obtained them for this report.

The data gives the full-time equivalent workforce figures as at 31 March. The figures include section 38-designated investigation, detention or escort officers, but not section 39-designated detention or escort staff. They include officers on career breaks and other types of long-term absence but exclude those seconded to other forces.

Spend per head of population

We took this data from the [HMICFRS value for money profiles](#).

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2018/19 value calculated by assessing the trend for the last five years. [More details on this data can be found on our website](#).

Stop and search

We took this data from the Home Office publication, [Police powers and procedures, England and Wales, year ending 31 March 2018](#). Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

Vetting data (workforce without up-to-date security clearance)

We collected this data directly from all 43 police forces in England and Wales.

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