

PEEL: Police efficiency (including leadership) 2017

An inspection of Kent Police



November 2017

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Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)¹ assesses the efficiency and leadership of forces in England and Wales.

What is police efficiency and why is it important?

As with all public services, the police service must operate in a way that makes the most of its available resources. To do this, police forces must understand what their demand is – by which we mean what work they can reasonably predict they will have on any given day – and ensure that they have the resources they need, in the right place, to meet that demand. To stay efficient they must have good, realistic and evidence-based plans for the future. Our efficiency inspection assessed all of these areas during 2017.

As part of the 2017 inspection, we also integrated aspects of leadership into our assessment of efficiency, as the two areas are closely linked. We assessed how police leaders are driving innovation in policing, within their own forces and further afield. We also inspected how well forces are planning for the future with regards to their leadership.

Between 2010/11 and 2015/16, central government funding for the police service in England and Wales fell by 19 percent, or £1.7 billion in cash terms. Police forces met the required budget reductions until November 2015, when the government announced that overall police spending would be protected from further cuts, to enable the police to continue to adapt to emerging crime threats while taking further steps to improve efficiency. While that was a more favourable funding settlement for policing than was expected, reductions in spending by other public services will still create additional pressure for police forces.

¹ This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

Our report on Kent Police's legitimacy inspection will be available on our website (www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2017/kent/) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2016/kent/.

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website (www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/how-we-inspect/).

Force in numbers



Financial position

Forecast change in total gross revenue expenditure



Workforce

Planned change in officer numbers



Planned change in total workforce



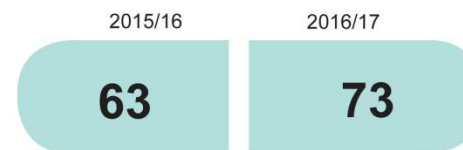
Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2017



Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



For further information about the data in this graphic please see annex A

Overview – How efficient is the force at keeping people safe and reducing crime?

Overall judgment²



Kent Police is judged to be good in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is the same as last year. The force is judged to be outstanding in its understanding of demand; its use of resources to manage demand is assessed to be good; and its planning for future demand is judged to be good.

Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



Kent Police is outstanding in how it ensures it understands demand for its services. The force is continuing to improve its already comprehensive understanding of current and likely future demand, including complex demand such as that from communities less likely to report crime. It makes impressive use of data from partner agencies, ensuring that its analytical products are very informative. The force has used its detailed understanding of demand in its substantial work on a new operating model. It has also established processes to identify and improve internal inefficiencies that create avoidable demand.

The force continually assesses its ability to respond to demand for its services, but there are areas for improvement. The rate that the public are abandoning 101 calls directed to the control room is too high, and sometimes demand is greater than the force's capacity to manage it, which means its frontline resources are under

² HMICFRS judgments are outstanding, good, requires improvement and inadequate.

pressure. Chief officers recognise the significance of these problems and are taking action to manage demand better; they expect that the force's new operating model will bring further improvements. This model moves a considerable number of the workforce into public protection to help the force tackle the increase in crimes affecting people who are vulnerable.

The force has a good understanding of the skills and capabilities it needs, including in its leaders, and how these will change in the future. The force's profiling tool helps it to plan its recruitment and training. In its most recent recruitment campaign, the force had some success in increasing the number of black, Asian, and minority ethnic (BAME) candidates. Excellent opportunities are available to both officers and staff for lateral development.

Kent Police has demonstrated a strong commitment to joint working, in particular with Essex Police, and as an active member of the seven-force strategic alliance. The force seeks ideas for improvement from its workforce and encourages its leaders to seek examples of good practice from outside the force.

The force has a good track record of achieving financial savings ahead of schedule. The force's plans are realistic and they are based on prudent financial assumptions. Despite this, the successful implementation of the new operating model will be challenging for the force.

How well does the force understand demand?

To be efficient, it is essential that police forces have a good understanding of the demand for their services. This means that they should not only understand what sort of incidents are likely to be reported on a normal day, but also what they need to do in advance to prevent crime. They should also understand the crimes and other activity in their area that are often hidden and are less likely to be reported, such as modern slavery or child sexual exploitation, and take action to uncover them.

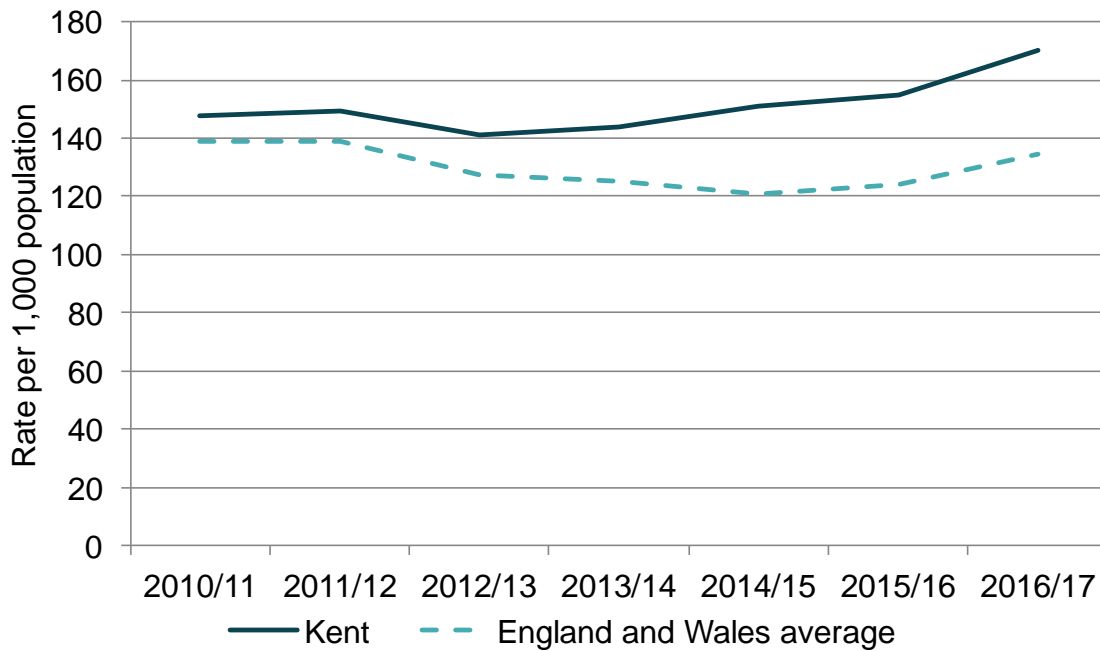
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond to the demand for their services and should be able to demonstrate that their approach to prioritisation does not cause them to overlook some of their demand.

How well does the force understand current demand?

HMICFRS inspected how well Kent Police understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

Forces deal with much more than responding to emergencies and investigating reports of crime. However, the number of calls for service (999 calls and 101 calls) and the levels of recorded crime can nonetheless be used to make simple comparisons. In particular, they can give an indication of whether demand has changed or is particularly high or low. Figure 1 shows how the number of 999 calls has changed since 2010/11, while figure 2 illustrates how crime has changed since 2010/11.

Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Kent Police compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Kent Police recorded 170 999 calls per 1,000 population in 2016/17. This was higher than the England and Wales force average of 135. The rate has increased from the 148 calls per 1,000 population recorded in 2010/11 and increased since 2015/16 when the rate was 155 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in Kent Police compared with England and Wales from 2010/11 to 2016/17



Source: Home Office Police-recorded crime data

Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in Kent in 2016/17 was 67.0 crimes. This is higher than the rate in 2010/11 of 53.0 crimes. The rate of victim-based crime decreased between 2010/11 to 2012/13 to 50.3 crimes per 1,000 population before increasing to the 2016/17 rate. Over the same period the rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Kent Police the rate of non victim-based crime per 1,000 population in 2016/17 (6.1 crimes) was higher than in 2010/11 (4.4 crimes). The rate of non victim-based crime per 1,000 population decreased to 4.1 crimes in 2011/12 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

Understanding demand

Kent Police continues to improve its already comprehensive understanding of its current demand and likely future demand, including understanding what work it needs to do to reduce demand. The force analyses a wide range of data, including call and incident data, and compares them with that of previous years. It also continues to use partner agency data, enabling it to understand how the level of demand from the public is changing, as well as its ability to meet this demand. Comparing the 12 months to 31 March 2017 with the previous year, the force has seen an increase of around 1,500 recorded crimes per month. Following HMICFRS' recent inspection of crime recording in the force,³ Kent Police has made a concerted effort to improve its compliance with the national crime recording standard (NCRS)⁴ and which could contribute to further increases in its recorded crime as a result.

The increase in recorded crime has been considered as part of the force's analysis of current and future demand. The force's analysts produce specific problem profiles⁵ on types of demand, such as aggravated burglary, the county drugs market,

³ *Crime Data Integrity inspection 2017 – Kent Police*, HMICFRS, 2017. Available from: www.justiceinspectorates.gov.uk/HMICFRS/frs/publications/kent-crime-data-integrity-inspection-2017/

⁴ The national crime recording standard (NCRS) promotes consistency between police forces in how to record crime and in providing a victim-orientated approach to crime recording. For more information, see: www.app.college.police.uk/app-content/information-management/management-of-police-information/collection-and-recording/

⁵ A problem profile is intended to provide the force with greater understanding of established and emerging crime or incident series, priority locations or other identified high-risk issues. It should be based on the research and analysis of a wide range of information sources, including information from other organisations. It should contain recommendations for making decisions and options for action.

missing persons, gangs, and child sexual exploitation. The force has used its acquired detailed understanding from such analysis to inform its substantial work in reshaping itself, via a new operating model that due to be implemented in September 2017 (New Horizon). It also uses this analysis to inform the bi-monthly demand and innovation strategic board, chaired by the director of corporate services, which oversees the force's continuing capability to meet changing and increasing demand.

The force uses tools effectively to understand demand, across the area which it serves and during different times of year. Its use of a predictive calendar, based on data acquired from previous years, enables it to anticipate peaks in demand and expected spikes in crime types at certain times of the year. Similarly, the force uses an analytical tool that allows it to map accurately areas in which officers should patrol in order to prevent and reduce crime. Moreover, the force's demand and innovation strategic board oversees its efforts to identify and improve internal inefficiencies to understand and manage avoidable demand,⁶ including both internal and external demand. An example of this is the force's use of technology to reduce internal demand relating to property; electronic tags are used to track the movement of property, for example when it is taken to court as evidence, thereby alleviating the need for handwritten records. Finally, with regards to the new operating model, the force's change management team used detailed reports on demand to inform its work on restructuring the force. This included reviews of factors likely to influence demand, including the expected reduction in traditional crime types and a continued increase in more complex crimes, as well as the forecasted population change and growth within Kent.

More complex demand

In HMICFRS' 2016 efficiency report⁷, we described how the force was working well with communities less likely to report crime, including transgender, minority ethnic, and women's groups working with victims of domestic abuse. In this inspection, we found that the force has built upon this work and that it has sought more ways to identify demand within those communities. Community liaison officers meet with those less likely to report crime to the police, including the Chinese population for whom information leaflets are produced in both Cantonese and Mandarin, as well as the county's asylum-seeking population. The force has improved its relationship with the lesbian, gay, bisexual and transgender community across the county, and has a stand at the yearly Canterbury Pride event. The independent police advisory group (IPAG) has prioritised tackling hate crime and, during 2017, has led a series of

⁶ Avoidable demand is demand that is created by inefficient processes, demand that could be prevented from occurring in the first place.

⁷ Available from: <http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-kent/>

forums across Kent to understand what the force could do better, or more of, to encourage the reporting of hate crime. The IPAG is collating its results and is scheduled to report back to the force later in 2017.

The force is able to demonstrate its committed approach to tackling hidden demand. It has produced a plan that sets out the focus of the force's resources, including for areas of hidden demand. Bespoke problem profiles on crimes such as human trafficking, modern day slavery, forced marriage and female genital mutilation are helping the force to focus on meeting the demand in such areas, and to work more closely with other local public sector organisations, such as the fire & rescue service and UK Visas and Immigration. The force's new operating model moves a considerable number of its workforce into the public protection area, specifically to tackle increases in crimes involving vulnerable people. Similarly, the force has reviewed its cyber capability and, in recognition of the amount of hidden demand in this area, has deployed additional officers to tackling cyber-crime.

How well does the force understand things that affect demand?

HMICFRS inspected how well Kent Police reduces the demand that inefficiency can create internally. Forces can do this by identifying and eliminating inefficient processes, by ensuring they monitor work to get the best outcomes and by encouraging officers and staff to suggest new and better ways of doing their jobs.

Managing, prioritising and filtering demand

Kent Police is working well to manage, prioritise and filter demand via its governance processes. The demand management team, led by an assistant chief constable, assesses the force's approach to various types of demand, in particular how it responds to the most frequent calls for service it receives, and the team leads efforts to streamline processes and reduce bureaucracy and demand. The force reports that the work of the demand management team has reduced the amount of incidents requiring attendance by officers by around 1,350 a month; many of these incidents are now dealt with by the investigation management unit (IMU), which records crimes during initial contact with the victim. The team is also intending to implement a live chat option on the force's external website and online payments for firearms licensing, all of which will help reduce or deal with demand in a better way. The demand management team reports into the bi-monthly demand and innovation strategic board, chaired by the deputy chief constable, which authorises initiatives designed to improve efficiency such as those above. The force also runs Lean⁸ events regularly, which focus on identifying inefficiencies, in particular business processes. However, while the governance processes have new ways to reduce and

⁸ Lean process seeks to create more value with fewer resources for its users. A 'lean organisation' understands what its users value and focuses its main processes continuously to increase this.

filter demand, HMICFRS did find instances of internal inefficiencies within the force creating demand, for example, officers calling the control room to give an update and then having to call the IMU to give the same update. The force has overspent its budget for overtime, partly due to bringing extra officers in to cover for sickness. However, it has strong sickness management processes in place and reports that it has reduced absences due to sickness from 10.12 days per officer in 2015/16 to 9.55 days per officer in 2016/17.

As part of the implementation of its new operating model, the force is conducting a timely review of its call-handling arrangements in the control room, acknowledging that its current structures are under pressure and the levels of abandoned 101 calls are unacceptable. Despite the obvious pressures on the control room, staff are working hard to prioritise correctly and maintain control of incidents. Incident management in the control room continues to include daily oversight meetings and the use of THRIVE⁹. Low risk incidents (i.e. those not requiring an immediate or priority response from the force) are placed into queues on the command and control system for the local policing teams to manage; thereafter the control room has no further part in the management of these incidents. While we encountered officers on the local policing teams dealing with incidents from these queues, it is not clear what the review process is for such incidents or who is responsible for them. HMICFRS will review how well the force is managing its demand in the control room in future inspections.

The force ensures that it understands the benefits and unintended consequences of any change programme. The force's bi-monthly change steering group oversees the implementation of its overarching change programme, including the forthcoming operating model. All business cases for change, including those that require the redeployment of resources outside a department, come through the steering group. Examples of recent business cases include the streamlining of the force's transport services and the proposed reduction in the numbers of principal crime scene co-ordinators. The group's oversight of projects includes detailed review of the effects of any changes; any unintended negative consequences are assessed and amendments made, if appropriate. This approach is demonstrated by the force's decision to include the control room within the process of the new operating model; a review by the group identified that the failure to include the control room in the process was a risk to the success of the whole model. The force's commitment to the effectiveness of its change programmes is demonstrated further by its recruitment of a benefits project manager to oversee the mobile data project, who continues the force's efforts in seeking feedback from staff who use the mobile data devices to ensure best use and maximum benefit.

⁹ The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

Leaders promoting innovative thinking

In April 2016, the force introduced 'idea drop', a new web-based scheme which enables members of the workforce to upload their ideas quickly and easily – on average, one new idea is submitted per day. The chief constable uses the system to challenge the workforce to come up with ideas for specific issues, such as how should the force go about recruiting 400 new officers. The proposed ideas are reviewed by the appropriate force lead officer and the member of staff behind the idea is informed of the outcome; it also allows others to see what ideas have been put forward and which have been adopted. In January 2017, an internal review of the scheme found that 569 ideas had been submitted, of which 213 had been implemented. In addition, the force also makes use of workshops and seminars to gather ideas from its workforce. In February 2017, the force held a one-day seminar on efficiency, designed to identify new opportunities for efficiency savings, which was attended by a wide range of officers and staff. It was facilitated by the director of policing from Canterbury Christ Church University to ensure external challenge and support to innovation and lateral thinking. The established force-wide cultural boards are also used to generate debate and ideas that can be taken to the demand and innovation board, and the force commendation process acknowledges innovation and new ideas. Overall, the workforce is supportive of the approach taken by the force in regards to innovation and being open to new ideas, with suggestions including new apps for their mobile devices.

Summary of findings



Outstanding

Kent Police is outstanding in its work to ensure it understands demand. The force is continuing to improve its already comprehensive understanding of current and likely future demand, including demand from those communities less likely to report crime. It makes impressive use of data from partner agencies, enabling it to understand how demand from the public is changing. The force uses analytical tools effectively to understand demand by geographical area and at different times of the year. It has a committed approach to tackling hidden crime, such as human trafficking, modern-day slavery, forced marriage and female genital mutilation, and has increased its resources for investigating cyber-crime.

The force's new operating model moves a considerable number of the workforce into public protection to deal with the rise of crimes affecting vulnerable people. Its governance processes are working well to manage, prioritise and filter demand as well as streamline processes and reduce bureaucracy. However, the rate at which

members of the public are abandoning 101 calls directed to the control room is too high. Senior officers expect that planned changes to the structure of the workforce, together with the innovative use of technology, will resolve these problems.

The force ensures that it understands the effects of changes so that benefits are properly realised and unintended consequences minimised. Its decision making is effective and based on sound assessments. The force actively seeks new ideas from the workforce, for example through workshops and seminars, and the workforce is making excellent use of the web-based idea scheme to submit suggestions and innovations to improve how the force works.

How well does the force use its resources?

Police forces have finite resources with which to do an increasingly complicated job, so must ensure that they deploy and use their resources in the best way possible. The biggest resource that policing has is its workforce and it is important that forces make sure that they have access to the skills needed to police effectively now and in the future.

It is also important that forces make sophisticated decisions about how to spend and invest their resources in order to get the best value for the public. This means forces need to have a good understanding of what they can achieve within a particular budget.

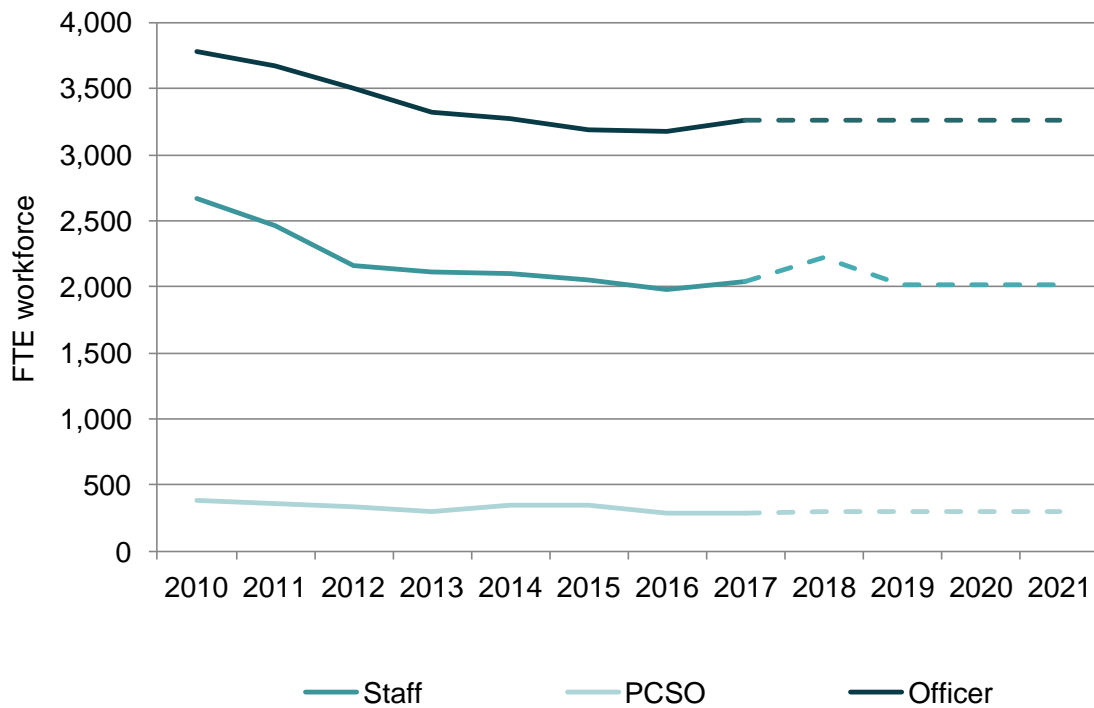
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

How well does the force understand the capability of its workforce?

HMICFRS inspected how well Kent Police understands the skills it needs, the skills it actually has in the workforce and what steps it is taking to ensure that they match. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible.

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will increase by 3.1 FTE (0 percent) from 3,259 to 3,262. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Kent Police’s planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021



Source: Home Office Police workforce statistics and HMICFRS spring data collection

The number of staff working in Kent Police is projected to decrease by 19.2 FTE (1 percent) from 2,037 to 2,018 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in Kent is projected to increase by 13.1 FTE (5 percent) from 287 to 300 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

The force has a good understanding of the skills and capabilities it needs from its workforce, including how the necessary skills and capabilities will change in the future. The force continues to use a profiling tool which enables it to identify its workforce skills, capabilities, gaps and potential gaps (for example, those caused by retirement), and it uses this information to plan both its training and recruitment. The force’s new operating model recognises the need for continued investment in the force’s skills base to tackle digital crime, through immediate, short-term action as well as in its longer-term planning. A cyber-crime unit has been set up in collaboration with Essex Police, providing technological expertise and guidance to divisional officers investigating computer-enabled crime; those working in the unit are being trained using the College of Policing’s nationally accredited cyber-detective pathway. To ensure that its work to audit the skills and capabilities of its workforce including some police staff members is meaningful, the force’s audit is compliant with the National Police Co-ordination Centre conventions for naming skills, in that there is only one title for an individual skill.

Along with its neighbouring force in Essex, Kent Police has developed the people and learning strategy, an extensive and prescriptive document which underpins all efforts designed to ensure that each workforce has the skills it needs both now and in the future. The force is able to gather detailed information of the workforce skills and capabilities by use of its profiling tool. This attention to detail was evident in the process of aligning officers and staff to specific roles within the new operating model, in which the force was easily able to place members of its workforce into posts that required specific skills. The process to decide on postings also involves the workforce associations, to ensure proper consideration of staff and officers' needs, and there is an appeals process for those unhappy with their allocated post.

The force continues to seek recruits from various sources, including minority communities and academic establishments, and is having some success in increasing the numbers of BAME candidates. Chief officers have agreed that the force will participate in the 'investigate first' programme, which fast-tracks suitable new recruits into detective roles. The successful recruits will be eligible to investigate serious and complex crime and incidents within two years. All detectives are required to comply with the College of Policing's re-accreditation requirements, namely to complete the NCALT¹⁰ package on case file quality and provide five examples of continuous professional development. These requirements are monitored through the personal development record (PDR) that each officer maintains. The learning and development department has used information from the profiling tool as a foundation for its training plans and, under a five-year timescale, it is using the force data, external data and information from the College of Policing to continue to make its work adaptable for the future. Reallocation of officers under the new operating model has led to some officers being posted to roles that they may not have much, or indeed any, experience in, and the force will need to ensure that support and appropriate training is provided to enable these officers to discharge their duties effectively. Where required skills are not available within its workforce, the force continues to work with academia and consultants to provide these skills or capabilities, particularly in the areas of IT, audit and survey work and business planning. Moreover, the force provides opportunities to both its officers and staff for lateral development; including the 'develop you' scheme that is available for the workforce and its leaders. Under this scheme, the workforce has secondment opportunities to HMICFRS, the Prince's Trust, and the Metropolitan Police Service. Other opportunities include becoming a College of Policing ambassador and joining the Cambridge University Masters programme, and also attachments to departments across the force, including the chief officer staff office; the scheme is recognised by the workforce as being beneficial to individual development. There is also a discretionary effort element, in which project work is advertised to those on the

¹⁰ The National Centre for Applied Learning Technologies (NCALT) is a collaboration between the College of Policing and the Metropolitan Police Service that delivers local and national e-learning products across a range of subjects to police forces.

programme as opportunities to gain experience beyond the requirements of their role; recent examples include working on a knife crime project and attachments to the crime hub. The force will need to continue to ensure that the discretionary effort element does not discriminate against those whose circumstances may preclude them from such additional work. The range of officers and staff undertaking 'develop you' activities is indicative of the inclusiveness of the scheme, with just under 30 percent of applicants being police staff.

The apprenticeship levy comes into force in April 2017, with Kent Police's contribution amounting to approximately £945,000.¹¹ The force has recognised the opportunity the levy offers and it has well-developed plans covering two important areas. The main use of the levy is for the accreditation of student officer training which is estimated to be £500k. If recruitment is stopped, the force will consider investing in the higher apprenticeship for existing staff. The remaining levy will be used for new areas of policing, for example cyber, in addition to traditional support functions, including transport.

How well does the force understand the capability of its leaders?

HMICFRS inspected how well Kent Police understands the skills it needs and the skills its leaders have, and what steps it is taking to ensure that they match.

Kent Police, along with Essex Police, has developed a joint leadership strategy which establishes the ambition of both forces to develop and maintain leadership teams that are fit for purpose, both now and in the future. This strategy combines each force's projection about what skills they will likely need in their future leaders and how they intend to succeed in their joint ambition, based upon assessment of the likely demand and professional judgment of what the workforce will need from its future leaders. The force continues to use recognised academic research¹² on the workplace requirements of different generations as the basis to determine the future skills requirements of its leaders. It has concluded that due to the likely changing values and communication preferences of its workforce, in the future its leaders must be able to adopt a more mentoring approach and be aware of opportunities to assist staff in their development, which will not always be in the form of promotion.

¹¹ Any employer with an annual pay bill of more than £3 million each year must pay the apprenticeship levy each month from 6 April 2017. It is set at 0.5 percent of the total pay bill. The levy is designed to encourage employers to support apprenticeships.

¹² The Hudson report *The Great Generational Shift* considers how different generations think, act and lead. The report discusses four generations: Baby Boomers 1946–1964, Generation X 1965–1979, Generation Y 1980–1994 and Generation Z 1995+.

Kent Police has a detailed understanding of its leadership's skills, and it is extending this understanding beyond the recognition of conventional skills and qualifications by using processes that identify personality traits and individual preferences on leadership style. Acquiring such information will deepen the force's knowledge of the types of leaders it currently has, and any gaps in terms of personality types.

The knowledge drawn from the force's workforce profiling tool is used to identify leadership skills, capabilities, gaps and potential gaps (e.g. caused by retirement), in the same way that it does for the entire workforce, and this information is used to plan its leadership training. The force does not recruit externally for police officer promotion opportunities below the chief officer level, nor does it support the direct entry to superintendent scheme. For each senior police officer promotion process, the chief officer team considers whether or not to open up the process to external candidates, but to date, it has decided against doing so on each occasion. This may mean the force is missing opportunities to bring in new talent, skills and leadership capabilities. It does advertise externally for certain senior police staff roles. HMICFRS will continue to monitor and question the force's approach to external recruitment.

The 'develop you' scheme is established and well-supported by the workforce and leaders. It provides lateral development opportunities for the workforce and its leaders, including secondments. To date, 562 members of staff have applied for the scheme: 373 officers and 160 police staff. In March 2016, the force introduced the 'develop me' learning management system to provide access to learning for officers and staff while at work and also from personal digital devices at home. The force reports that in the first week of the system going live, there were 1,640 individual log-ins. The system allows officers to build up their own training profile and allows access to training products, including videos on managing difficult conversations and training on major incidents.

How well does the force allocate resources?

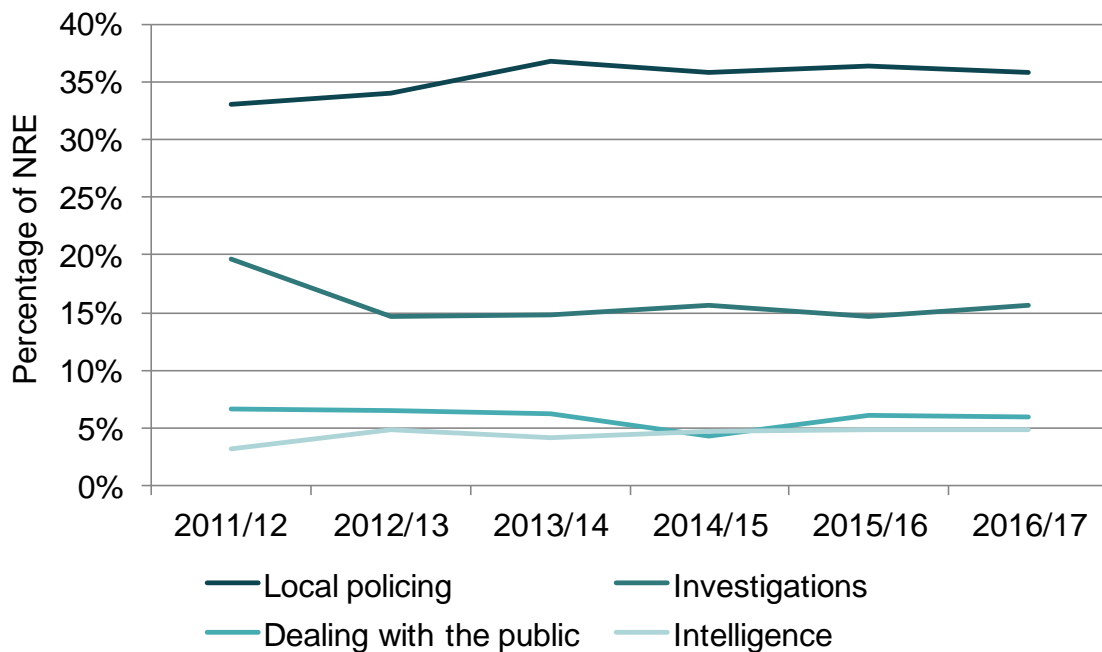
HMICFRS inspected how well Kent Police uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

The level of spending on different police functions varies between forces, depending on the particular demands that each force must meet. Higher expenditure does not necessarily mean better services, but it can demonstrate how a force prioritises its resources.

Figure 4 shows how expenditure is distributed across the most common police functions. Local policing covers functions such as incident response, neighbourhood policing and local investigations. Investigation covers areas of specific proactive

investigative functions, such as major crime, while dealing with the public includes front counter and control room activities. Intelligence covers the gathering and assessment of intelligence.

Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in Kent Police from 2011/12 to 2016/17



Source: Chartered Institute of Public Finance and Accountancy (CIPFA)

Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.

In Kent, the percentage of estimated expenditure on local policing in 2016/17 has increased from 33 percent in 2011/12 to 36 percent in 2016/17. Estimated expenditure on investigation has decreased from 20 percent to 16 percent, expenditure on dealing with the public is similar to 2011/12 and expenditure on intelligence has increased from 3 percent to 5 percent from 2011/12 to 2016/17.

Prioritisation and cost

Kent Police makes decisions on the prioritisation and allocation of resources based on an understanding of current and future demand, local priorities, national requirements and public expectations. As part of its work to implement its new operating model the force designed its own bespoke resource allocation model; analysing various factors, such as the time taken to complete investigations, response functions, predicted peaks and troughs of demand and absences due to sickness and annual leave. The rationale for decisions is well understood within the organisation, as the chief officer team and senior managers consistently keep the workforce updated and make the force’s priorities clear. The force produces a strategic assessment every four years (the most recent covering the period 2015–18), and each year the force reviews the various themes within the

assessment to inform its annual one-page strategy. The force undertakes a MoRILE assessment¹³ to inform these processes and is currently working with national experts to develop this approach further.

The force is facing some difficulties in meeting the demand for its services. Improvements in the accuracy of its crime recording since a recent HMICFRS inspection have seen around an additional 1,500 crimes being raised every month many of which require investigative activity to be undertaken. Inspectors found that the control room was struggling to allocate officers to some incidents, for example we found a case of domestic abuse that was still unresolved after 18 days due to a lack of officer availability. The force is working hard to manage its demand better, and is able to move officers and staff that would not normally be sent to incidents as first responders to meet these pressures. This is undertaken under the guidance and direction of a senior officer and only for short periods owing to the potential impact upon other areas of the force. Chief officers and the change management team are aware of the problems relating to resources and demand, and expect that the new operating model will greatly improve the force's ability to meet the demands for its services better. Despite these efforts there are demand backlogs, and in order for the force to optimise its new operating model from the very beginning, it will need to reduce these backlogs in demand as far as possible prior to the launch of the new model in September 2017.

The force's chief officer team has a clear vision of where investment is needed in the force, and the implications of cutting from other areas. As a result, it has made a series of strategic decisions in relation to the new operating model. In HMICFRS' 2015 vulnerability report,¹⁴ Kent Police was assessed as requiring improvement in how it was protecting vulnerable people from harm. As a result, the force made a number of improvements to its public protection work; the new operating model is the next stage of the force's transformation in response to the changing demand in public protection. The force is putting extra resources into areas such as:

- mental health;
- investigation of domestic abuse, child and adult abuse and sexual offences;
- vulnerable investigation;
- community safety units;

¹³ MoRiLE: the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

¹⁴ *PEEL: Police effectiveness 2015 (Vulnerability) – An inspection of Kent Police*, HMIC, 2015. Available from: www.justiceinspectors.gov.uk/hmicfrs/publications/police-effectiveness-vulnerability-2015-kent/

- CID;
- missing and child exploitation bureau; and
- wanted persons bureau.

Chief officers are confident that this movement of its resources into public protection areas will not have any detrimental effect on neighbourhood policing as a consequence of the extensive modelling completed in the design of the new operating model. HMICFRS will review the effects and improvements resulting from the new operating model in its future inspections.

The force has a good understanding of the costs of its services. Business cases are required for all investments and these must include good evidence, benefits and disadvantages, milestones, review and an understanding of the impact of the investment. Management of all business cases is by the appropriate management board, thus the estate (buildings) transformation business plan is overseen by a strategic board chaired by the deputy chief constable, with the police and crime commissioner (PCC) and chief constable being updated every six months. These oversight boards review how successfully business cases are being implemented and the in-year and full-year costs and savings against plans.

Investment

Kent Police conducts its decision making based on the acquired or projected value of its investments. All investments require an evidence-based business case to be made, and each is managed by the appropriate management board which reviews their respective success and costs and savings implications. The force's new operating model and associated plans, such as its estate transformation plan (overseen by a strategic board which the deputy chief constable chairs) and mobile data plan, have been given due consideration and are subject to external review and PCC oversight.

The cost of policing in Kent, per head of population, continues to be low at £153.17 compared with the rest of England and Wales. To maintain its services at low cost it is essential that the force prioritises its investments to make its workforce as efficient as possible. The force's investment in mobile data and devices (in collaboration with Essex Police) is crucial to the force's plan to transform the provision of its services. The mobile device business case was agreed in 2016, and 2,200 devices were subsequently provided to frontline officers. A further business case has been agreed jointly by Kent and Essex forces, which will involve spending £13m over nine years between the two forces to ensure the full benefits of the initiative. Investments will include a software upgrade to enable full functionality between the two forces and some national systems. By making this investment, the force expects to save £18.9m in net revenue over the next four years, via reduced costs in the control room and the investigation management unit and higher productivity in frontline

activities, as officers can use their devices to update the systems and remain on visible patrol duties. The force is also investing in major building schemes, which equates to £6.1m over four years in order to improve and rationalise its buildings, and in a vehicle replacement programme, for which it plans to spend £8.5m over four years in order to maintain operational effectiveness of its vehicle fleet.

How well does the force work with others?

HMICFRS inspected how well Kent Police has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include working jointly with other police forces, local public sector organisations, the private sector and the voluntary sector. We looked at whether the force has a clear rationale for the decisions it has taken about how it works with other organisations and other forces, and whether it has a good understanding of how successful its joint working is.

How the force works with other organisations and other forces

The force demonstrates a commitment to joint-working and its collaborative work with Essex Police is extensive and continues to deepen. Significant savings are anticipated from collaboration on shared services between both forces through to 2019/20, with the aim of improving services while reducing costs. Since 2016, a review of call handling and incident management across both forces has been under way to assess the feasibility of sharing this function between the two forces, as well as exploring innovative ways of working with other emergency services. The force is a member of the seven-force strategic collaboration programme¹⁵; it covers almost every principal element of operational, middle office and support services for policing. The force has well-established collaborative arrangements with Kent Fire and Rescue Service (KFRS), involving the sharing of a control room for the two organisations' call handlers, which includes staff working on a common IT platform, sharing of telephony, incident command and control, and radio infrastructure and maintenance.

At a strategic level, an assistant chief constable attends regular meetings with the chief executives of local authorities and other agencies, as well as participating in a committee of Kent-based chief executives, which meets regularly to discuss strategic plans and pressures on public services, including the continuing reduction of resources. A senior officer from the force attends a monthly meeting with KFRS and South East Coast Ambulance Service (SECAmb) to discuss resourcing and demand pressures, and to agree resolutions which are beneficial to all parties and the public. The force also works closely with mental health services to provide mental health practitioners who work in the force's control room, and a triage car with an

¹⁵ The seven forces in the strategic collaboration are Bedfordshire, Essex, Kent, Cambridgeshire, Hertfordshire, Norfolk and Suffolk.

experienced mental health professional working alongside police officers; this provides a service to members of the public suffering from mental ill-health and who require assistance. The workforce is very positive about this initiative and reports that it has far-reaching benefits. Overall, the force participates well in collaborative work, and does so based on sound logic and clear benefits, including the sharing of work locations with other agencies such as local authority colleagues, for example, at Margate.

The benefits of joint working

Kent Police's preferred police partner for collaboration is with Essex Police, which has created significant benefits for both forces across a range of areas. The largest element of this collaborative relationship is the serious crime directorate (SCD), which was created in January 2010. The SCD has more than 1,100 officers and staff from both forces working together in north Kent providing a range of activities, including a flexible surveillance and investigative capability targeting those causing the most harm to communities across Essex and Kent. In HMICFRS' 2016 efficiency inspection, we reported that the forces had contracted independent auditors to review their collaboration arrangements, this review confirmed that the arrangements were sufficiently robust to enable management of the costs and benefits of such collaboration. This is still the case; every two months the Essex and Kent collaboration governance meeting brings together the leads of the collaborative projects to discuss progress against milestones in the business plans, and to assess opportunities and risks.

Kent Police, along with eight other forces,¹⁶ is introducing a single policing database incorporating the principal policing functions of intelligence, investigation, custody and case file preparation. The system aims not only to provide an improved IT platform for each force, but also enhances the force's ability to work with the other system-users, by providing instant cross-border data access. The database has had some teething problems and, to date, only Essex, Norfolk and Suffolk forces have implemented the system. Kent Police is due to go live with the system in 2018.

Leadership driving innovation

The chief officer team actively encourages leaders in the force to seek out good practice from around the country, particularly from forces within its most similar group (MSG)¹⁷ and, as such, the force is proactive in externally seeking out new opportunities to improve its service. The strategic change board commissions and

¹⁶ The Athena forces are Kent, Essex, Norfolk, Suffolk, Bedfordshire, Cambridgeshire, Hertfordshire, Warwickshire and West Mercia.

¹⁷ MSGs are police forces determined by the Home Office to be the most similar to each other based on the analysis of demographic, social and economic characteristics that relate to crime. Kent Police's most similar group of forces are: Nottinghamshire, Essex, Staffordshire, Avon and Somerset, Northamptonshire, Derbyshire and Hertfordshire.

evaluates initiatives, reporting to the chief officer strategic group or, if the initiative involves collaboration with Essex Police, to the joint chief officer group meeting of both forces. The force actively seeks new ideas from other forces and agencies and has made visits to some, including Durham Constabulary to assess its processes for managing organised crime groups, as well as West Midlands Police and the Metropolitan Police Service to assess their management of fraud cases. Internally, the force's 'idea drop' scheme has been very well received by the workforce, and is used proactively by chief officers to seek ideas from the workforce; to date more than five hundred ideas have been submitted, some of which stem from interactions with other forces and agencies. On an international level, the force has liaised with the New Orleans multi-agency programme on its recognised good practice in supporting vulnerable people affected by drugs, gangs and violence; as a result the force will participate alongside other members of the programme at a multi-agency conference to be held in Thanet, later in 2017.

The force has adopted good practice from West Midlands Police to expand its knowledge and support for members of its workforce who are going through the menopause; Kent Police has established a menopause action group, which has created a policy and a risk assessment tool to assist supervisors in supporting staff who are affected. The force also works closely with academic establishments such as Canterbury Christ Church University, which has assisted in the development of leadership around innovation and lateral thinking. In the area of mental health, the force has sought ideas and innovation and has, in conjunction with local health services, developed a bespoke 'mental health in policing' information session for its frontline officers. The session encourages positive ways of coping with stress and includes an introduction to mindfulness and relaxation.

Summary of findings



Good

Kent Police has a good understanding of the skills and capabilities it needs, and how they will change in the future. The force uses a profiling tool to identify the skills, capabilities, gaps and potential gaps of its workforce and leaders, which helps it to plan its recruitment and training. Leaders' personality traits and leadership styles are also identified. It continues to seek recruits from different sources, including minority communities and academic establishments, to increase the diversity of its workforce and is having some success in increasing the number of BAME candidates.

The force allocates resources based on an understanding of current and future demand, local priorities, national requirements and public expectations. It has developed its own resource allocation model, which analyses factors such as the time taken to complete investigations, response functions, predicted peaks and

troughs of demand and absences due to sickness and annual leave. However, the force is facing some difficulties in meeting the demand for its services; for example, lack of officer availability can affect the control room's ability to allocate incidents. Chief officers recognise the significance of the problems and are taking action to better manage demand; they expect that the force's new operating model will also improve this situation.

The force continues to demonstrate its commitment to joint working. It is an active member of the seven-force strategic alliance that seeks to identify efficiencies and improvements in operational, middle office and support services. The force's collaborative work with Essex Police is extensive and aims to make significant savings. It has well-established collaborative arrangements with Kent Fire & Rescue Service, and works closely with South East Coast Ambulance Service, local authorities and mental health services. The chief officer team actively encourages leaders to seek out examples of good practice and opportunities for improvement from outside the force.

How well is the force planning for the future?

To be efficient, a police force needs not only to understand the present, but also to be able to make reasonable predictions about the future in terms of how its demand will change, how its workforce will change and how its partners will be affected. It needs to have adequate, realistic and innovative plans to meet the operational and financial challenges of the future.

How well does the force predict likely future demand?

HMICFRS inspected how well Kent Police analyses trends in its current demand in order to predict likely future demand. We also assessed the extent to which it has taken account of changing public expectations and technology. In addition, we expect forces to be considering how they will work with other organisations and other forces in the future.

Predicting future demand

The force understands trends in demand and is able to evaluate what demand is likely to be in the future; it has taken steps to ensure that its recruitment strategy for the rank and file reflects this understanding. The force completes a strategic assessment on a four-year cycle, along with yearly thematic assessments of its priorities, to inform its annual review. This provides a comprehensive analysis of overall demand, on which the force bases its decisions relating to potential future demand and trends. Such analysis includes the use of a predictive calendar to identify anticipated peaks in demand and predict spikes in crime types at certain times of the year. Detailed reports on demand, including trends, are produced to inform the force's change management processes and its chief officer team. The analysis within these reports is based on local and national crime trends, and also includes analysis of harm generated by crime and non-crime incidents; the force uses the Cambridge Harm Index¹⁸ and Office for National Statistics crime severity score to define the risk within the demand.

The force works with academia to increase its understanding of future demand and how best to manage it. It is working with the University of Manchester to build a risk model, which will enable the force to improve its allocation of resources to areas such as domestic abuse. The recently recruited demand management project manager has responsibility for continually reviewing factors which may affect potential future demand and seeking out both national and international best practice. The new operating model team produced a detailed presentation on how the model was built, including likely future demand and how well the force will be

¹⁸ The Cambridge harm index (CHI) applies a multiplier to a crime type to give a numerical harm score which enables forces to see the relative harm each crime has upon a victim.

structured to deal with it. The team has taken note of the College of Policing's work on future demand (the likely reduction in traditional crime types and continued increase in more complex crimes), and also takes account of the forecasted population change and growth within Kent. The team's findings and recommendations were presented to the chief officer team in November 2016 during a day-long event at which the preferred new operating model was agreed.

Future considerations

Kent Police and the PCC regularly consult the public to understand better the public's needs and how those are changing. The PCC holds a number of regular public events, including question times, community street stalls and online consultations, which seek the public's views on factors such as police activity, crime and anti-social behaviour. The force's consideration of the public's expectations is evidenced by the design of its new operating model; the force's change team held a number of interactive sessions with various groups, including those of Muslim faith, the Nepalese community, adults with disabilities and those aged over 50. These sessions enabled the force to understand how the new operating model would best meet the public's needs, including in new ways for the public to interact with the force such as by online crime reporting.

The force's digital strategy has increased its understanding of the benefits it can derive from emerging technology, and the risks which it presents from criminal activity. Using the assumption that almost every crime now has a digital footprint, the force is developing its methods to become more effective as part of its collaboration with Essex Police. In January 2017, the two forces reviewed their joint digital strategy and recognised that it was too narrow, in that it focused solely on digital investigations and intelligence, and it did not meet the ambition for wider digital change. As a result, a series of recommendations are being implemented over the next eight months to completely refresh and galvanise the forces' approach to digitisation. In addition, good progress has been made in many areas of Kent Police, including the implementation of mobile devices across its frontline and increased use of body-worn video cameras. The force has been successful in securing financial support from the Home Office Innovation Fund for a project to design and develop a digital asset management system (DAMS) that will remove the need for digital evidence to be presented in DVD format. The force reports that it currently purchases some 120,000 blank DVDs a year and that it collects over 10,000 in person from shops and businesses, formatting approximately 4000 of those for use in court; the DAMS system will allow the public and the force to upload multi-media evidence via the internet. The workforce is very supportive of these operational advancements and has benefited from digital training. The creation of a joint cyber-crime unit with Essex Police, whose role is to investigate pure cyber-crime such as

distributed denial of service attacks (DDoS),¹⁹ is also a positive step, as is the joint appointment of a cyber-security manager to oversee and proactively manage cyber-security risks and make the best use of both forces' defences.

Kent Police has demonstrated a strong commitment to joint working over a number of years, and it has created sophisticated plans to continue in this approach, which are designed to meet local demand and to be more efficient. Its extensive plans include further collaboration with Essex Police to establish a shared control room which is likely to also incorporate the fire & rescue services for both counties. The force remains an active member of the seven-force strategic collaboration programme that seeks to identify efficiencies and improvements in operational, middle office and support services. Kent Police leads on the video-enabled justice plan for the seven forces. More locally, the force works with fellow agencies to manage the demand from the public more efficiently, as well as that which arises between them; the chief constable leads a strategic engagement programme with all the local authorities, and a mental health concordat is in place which seeks, among other things, to ensure that the most appropriate place of safety is found for individuals who may be suffering from mental ill-health. A product of this approach has been the mental health triage cars that are in use in the districts of Thanet and Canterbury, and whose service is soon to extend to Medway and Maidstone. Moreover, the Margate taskforce remains a strong indicator of the force's ambition to work closely and effectively with other public sector agencies; in Margate, 23 organisations work out of the council offices, enabling mutual access to information and joint working to tackle local problems better. While the Margate taskforce approach has not been replicated across Kent, the force shares offices with the local authorities in other locations, such as in Kingsley House, Gillingham, to support problem families, and in Maidstone with housing officers to manage effectively domestic abuse cases, local crime and anti-social behaviour. All such initiatives seek to manage demand better jointly, and to provide a more effective service to the public.

How well is the force planning for the future, in terms of workforce?

HMICFRS inspected how well Kent Police has plans in place to recruit, develop and nurture the leaders of tomorrow to ensure it has the right skills and talent in the right roles.

¹⁹ A denial of service attack (DoS) is a cyber-attack in which the perpetrator seeks to make a machine or network resource unavailable to its intended users by temporarily or indefinitely disrupting services of a host connected to the internet. Denial of service is typically accomplished by flooding the targeted machine or resource with superfluous requests in an attempt to overload systems and prevent some or all legitimate requests from being fulfilled.

Succession planning

The force's leadership strategy, which it shares with Essex Police, establishes the ambition of both forces to develop and maintain a leadership that is fit for purpose, both now and in the future. The force has an understanding of the skills of its current leadership, including personality traits and individual leadership-style preferences, and those that it requires for the future, beyond the conventional qualifications and basic skill sets. This information is used to plan leadership training and recruitment. The force has identified career pathways that enable leadership specialisation, and it makes use of the Fast Track inspector scheme.²⁰

The force is clearly focused on actively developing its leaders to meet the needs of future demand; it has established, and continues to evolve, its strategies for talent management and succession planning. Its succession processes seek to ensure talent within the force is identified, developed, retained and used in the best interests of the force and the public. A structured succession planning strategy has commenced with all officers at the rank of inspector being mapped against a new succession planning framework. There are plans to implement this for police staff and all other groups during the coming eighteen months, with police staff equivalent to the rank of inspector being completed in August 2017. Succession planning meetings (formerly its talent and development panels), are established across the force at the local policing command level and there is also a force-level meeting. The purpose of the local meetings is to agree activities for talent management and succession planning, while the force-level meeting seeks to ensure that future requirements on establishment, training and promotions for officers and staff are planned for and met. The force provides guidance to supervisors to facilitate succession and career development conversations with their staff; this assists in the identification of talented individuals across the workforce. Introduced in 2014, the police staff leadership pathway (PSLP) is a collaborative scheme with Essex Police, and is designed to develop police staff to senior leadership roles within the force. Although it is available to all police staff, a small number with the potential to progress, from across both forces, are allocated to this scheme at any one time. Leadership workshops are used to assist officers to prepare for promotion boards, and include inputs from the chief constable.

Recruitment

Although the force does not recruit externally for promotion opportunities below chief officer level, it does advertise externally for certain senior police staff roles. Internally, the force makes use of the Fast Track inspector scheme which seeks to progress talented individuals rapidly through the ranks to join and strengthen its leadership.

²⁰ For more information about College of Policing leadership programmes, see:

<http://recruit.college.police.uk/Officer/leadership-programmes/Fast-Track-Programme/Pages/Fast-Track-Programme.aspx>

The force's positive action strategy underpins its endeavours to increase the diversity of the workforce and leadership; the force has undertaken progression days for BAME and female officers, and it has made concerted efforts to increase officer recruitment from BAME communities. These efforts include the introduction of a positive action inspector who has worked with the human resources department to design and implement targeted marketing and the development of the buddy scheme where a serving BAME staff member is offered to assist BAME candidates during the application process. The force has witnessed an increase in BAME applicants as a result. At the chief officer level, a new assistant chief constable has been recruited on promotion from another force to replace the previous incumbent who retired. The chief officer team includes police staff who have been recruited to the force on the basis of their wealth of experience and professionalism that complement the policing skills of its officers.

At present, the force has 313 special constables, approximately 100 of whom are currently in training; it is a priority for the force to increase the number of its special constables who have completed their training, to put them on to independent patrol as soon as possible. The force also aims to maintain the Special Constabulary at ten percent of its overall workforce. Special constables within the force are able to undertake specialist roles including roads policing, intelligence and investigative roles; one of whom is due to take the national detective exam in the near future and, should they pass, will be the first accredited special constable detective in England and Wales.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Kent Police's plans for the future are, and to what extent it is planning to make savings in the future, including saving to invest in new systems and approaches.

Plans

In 2016, we assessed that the force's plans were innovative and achievable, and clearly brought together its analysis of future demand with its identification for new ways of operating and its future provision of services. This year, the force produced its forthcoming operating model, New Horizon, to serve its existing public demand, new and emerging demand, organisational priorities and financial requirements – with a view to meeting all of these demands as they evolve in the future.

In developing this model, the force carried out extensive consultation during its planning phase, which included over 60 sessions with the workforce, public sector agencies such as the local authorities, parish councils, colleagues from health and social care providers, and the public from a range of communities across Kent. The force's plans for its new model include the investment of new and realignment of existing resources (including people) into the following (predominantly public protection) areas:

- mental health;
- investigation of domestic abuse, child and adult abuse and sexual offences;
- vulnerable investigation;
- community safety units;
- CID;
- missing and child exploitation bureau; and
- wanted persons bureau.

The force's plans for its new operating model have been subject to challenge throughout the planning process. As a result, they remain prudent and based on realistic assumptions about future income, costs and benefits, and make good use of information on future demand and workforce capabilities. All plans, including those for buildings and IT, are subject to scrutiny by the office of the police and crime commissioner (OPCC), and the medium-term financial strategy is discussed every month between the OPCC and the force, in addition to a weekly financial meeting between the force's head of finance and the OPCC's chief financial officer.

Considerable work has been undertaken by the force to ensure that the model is built on sound and practical assumptions and that it is flexible enough to cope with changing demand and requirements. The force is clear that its prioritisation and investment into public protection, under the new model, can be achieved without any detrimental effect on areas such as neighbourhood policing. The PCC has approved an allocation of £6.2m to underpin the new policing model, comprising £4.3m from savings made in 2015/16 from which an additional £1.9m will be provided as growth. Notwithstanding the attention to detail and financial investment undertaken thus far, the force is fully aware of the challenge it faces in successfully implementing this substantial change to how it operates, and has established constant review and assessment processes to help minimise the risks.

Savings

Between 2010 and 31 March 2017, Kent Police has achieved efficiency savings of £61.4m, of which £46.3m was from pay. The medium-term financial strategy (MTFS) requires further savings in 2017/18 of £12m, which the OPCC's chief financial officer reports as having been made already and removed from the 2017/18 budget figures. Approximately £4m of these savings are from reductions in mobile phone rental, income opportunities and IT consumables among others, and the remaining £8m from reductions in workforce pay budgets. The MTFS reports that a further £25.9m of savings will be required by 2020/21 as follows: £9.8m in 2018/19, £9.9m in 2019/20, and £6.2m in 2020/21. The force plans to achieve these savings from a variety of areas, including rationalisation of IT services, collaborations such as the Essex and Kent control rooms, and savings on contracts by proactive management

of contract renewals and opportunities to reduce costs. Kent Police has a good track record of achieving savings ahead of schedule, and it expects that this will continue to be the case.

Kent Police remains one of the lowest-funded forces in England and Wales, and is in the bottom ten forces in England and Wales for levels of funding coming from the council tax precept. Under government rules, the PCC could increase the policing precept by up to 3.36 percent without the need for a referendum. The PCC agreed a 3.3 percent increase in precept (£5 on a Band D property) for the current financial year, but has made it clear that future assumptions for precept rises should be limited to two percent, up to and including 2020/21. Despite the precept rise in 2017/18, due to a reduction in grant, spending pressures and the already delivered savings there is a budget gap of £5.1m, which is likely to be covered by the use of the force's reserves. A similar budget gap of £3.5m is anticipated in 2018/19, which is also likely to be funded from reserves. The force's budget is anticipated to be balanced by 2019/20. The PCC has made it clear that any willingness to use reserves if required does not absolve the force from making those savings, but that he will allow the chief constable to smooth the impact of the additional savings required over the medium term, by avoiding any precipitous service decisions. The PCC has also directed that any revenue underspends will be taken back into reserves in order to fund the capital programme.

As of 31 March 2017, the PCC has total reserves of £52.2m, which is 18.9 percent of the force's net revenue expenditure. General unallocated reserves are £5.6m or two percent of the force's net revenue expenditure, which is within recognised guidelines. The PCC has agreed to release £46.7m of these reserves over the four years to 2020/21 to fund major transformational investment in IT and other innovations, as well as ensuring better facilities and equipment for the force. In part this will be funded from capital receipts, such as from the sale of redundant buildings, and from the investment reserve. A £4m grant volatility reserve is being retained for the purpose of potential grant reductions from formula changes in 2018/19 onwards. As a consequence of these plans and provisions, earmarked reserves that are expected to be enhanced by capital receipts from the sale of buildings, are still predicted to fall to £20.1m by 2020/21; and the investment reserve will be reduced to £7.1m by March 2019, increasing the likelihood that that the force will need to borrow externally for significant capital investment from 2020 onwards. As stated, the PCC intends to recoup any revenue underspends to boost the investment reserve to fund future capital programmes.

Summary of findings



Good

Kent Police understands trends in demand and assesses likely future demand using sound analysis, such as a predictive calendar. The force works with academia to increase its understanding of future demand and how best to manage it and consults the public regularly to understand better the public's needs and how those needs are changing. The force understands the benefits and risks of emerging technology, both to policing and criminal behaviour, and it is developing its digital approach in collaboration with Essex Police. It has demonstrated a strong commitment to joint working over a number of years and has created sophisticated plans to continue this that are designed to meet local demand and improve efficiency.

The force has an understanding of its future leadership skills, including personality traits and individual leadership-style preferences. Strategies for talent management and succession planning are in place to ensure that talent within the force is identified, developed, retained and used in the best interests of the force and the public. Excellent opportunities are available for both officers and staff for lateral development. The force does not recruit externally for promotion opportunities below the chief officer level, and does not support the direct entry to superintendent scheme, which may mean it is missing opportunities to bring in new talent, skills and leadership capabilities. However, it does advertise externally for crucial senior police staff roles.

Kent Police is introducing a new operating model that has been designed to meet public expectations, new and emerging demand, organisational priorities and financial requirements. The model is based on realistic assumptions about future income, costs and benefits. However, the force is aware that successful implementation of the new operating model will be difficult. Kent Police has a good track record of achieving financial savings ahead of schedule and it expects that this will continue to be the case.

Next steps

HMICFRS will assess progress on any recommendations and areas for improvement identified within our reports in several ways. We either revisit those forces where we have identified a serious cause of concern, go back to assess them as part of our annual PEEL inspection programme or receive updates on their progress through regular conversations with forces.

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national thematic reports on police effectiveness, efficiency, legitimacy and leadership (see: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/national-peel-reports/). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.

Annex A – About the data

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Please note the following for the methodology applied to the data.

Comparisons with England and Wales average figures

For some data sets, the report states whether the force's value is 'lower', 'higher' or 'broadly in line with' the England and Wales average. This is calculated by using the difference from the mean average, as a proportion, for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service within the average in this publication.

Statistical significance

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

Population

For all uses of population as a denominator, unless otherwise noted, we use the Office for National Statistics (ONS) mid-2015 population estimates.

Force in numbers

Forecast change in gross revenue expenditure

These data show estimated gross revenue expenditure (GRE) for the force in 2017/18 and 2020/21. This was gathered from forces by HMIC staff prior to fieldwork (April 2017). Some of the data provided will have been subject to revisions after this time but figures should represent the picture as at the time of inspection. Future forecasts of expenditure are estimates for which forces use different methodologies. As these are estimates care should be taken in interpreting changes.

Workforce figures (FTE) for 2016/17 and 2020/21

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.²¹ The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances, therefore, an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a high vacancy rate which masks this change.

Calls for assistance

These data are obtained from the Home Office annual data return 441.

Recorded crime

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables).

²¹ See sections 38 and 39 of the Police Reform Act 2002. Available at: www.legislation.gov.uk/ukpga/2002/30/section/38

Figures throughout the report

Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in the force area compared with England and Wales as a whole, from 2010/11 to 2016/17

These data are obtained from the Home Office annual data return 441. City of London Police does not submit 999 calls data to the Home Office as these are included in figures provided by the Metropolitan Police Service.

Figure 2: Police-recorded crimes per 1,000 population compared with England and Wales from 2010/11 to 2016/17

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from www.gov.uk/government/statistics/police-recorded-crime-open-data-tables). Total police-recorded crime includes all crime (excluding fraud offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

Figure 3: Planned full-time equivalent (FTE) workforce as on 31 March from 2010 to 2021

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. The percentages used in figure 3 are derived from the total FTEs within forces and therefore may differ slightly from the exact figures quoted within the report. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

Due to the complex and continually evolving picture of workforce collaboration between forces, not all changes in workforce figures reflect the workforce that is available to forces. Involvement in strategic alliances and/or regional organised crime units would be an example of where changes over time are likely to be skewed. Therefore, sharp increases or decreases need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces and not real changes in staffing levels.

At the time of the inspection, the future financial climate was uncertain. Several forces did not have confirmed plans for workforce projections. It is important to note that figures are in many instances unconfirmed estimates provided to assist HMICFRS in our inspection programme and should not be seen as a concrete plan for the future workforce available for policing.

Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions from 2011/12 to 2016/17

These data were obtained from data collected by the Chartered Institute of Public Finance and Accountancy (CIPFA) for use in the HMICFRS Value for Money profiles (available from www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016). The data define policing functions using the Police Objective Analysis categories.

We have made some adjustments to the original POA data in order to provide valid historical comparisons. For instance, in 2011/12 the POA category "Local policing" included the sub-category "local investigation and prisoner processing", however, from 2012/13 onwards this moved to the "Investigations" category. We have therefore removed "local investigation and prisoner processing" from the 2011/12 figure to provide a historical comparison and not create misleading percentage changes.

For the same reason above, for the 2011/12 "Investigations" figure we have included "local investigations and prisoner processing" for historical comparison.

Furthermore, in 2016/17 "Public Protection" became its own level two category, whereas in previous years it had been included as a sub-category under "Investigations". Therefore for historical comparisons, we have included public protection in "Investigations" for 2016/17.